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STRENGTHENING COOPERATION BETWEEN THE CIVILIAN AND MILITARY SECTORS IN THE CONTEXT OF STATE SECURITY: BENEFITS AND CHALLENGES

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Strengthening Cooperation between the Civilian and Military Sectors In the Context of State Security: Benefits and Challenges

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Abstract

The unleashing of the Russian Federation's unprovoked and unprecedented war against Ukraine has led to significant risks, threats, and dangers in the socio-political and socio-economic spheres. The prevention and counteraction of these threats and dangers require strengthening state security and establishing close cooperation between the civilian and military sectors. The above indicates the chosen research topic's exceptional relevance and grounds its advanced study's expediency. This study aims to identify the issues of interaction between the civilian and military sectors in the context of state security and find ways to strengthen this interaction in the context of current challenges and dangers. General scientific methods of economic analysis and scientific knowledge form the methodological basis of the research. These methods include system analysis, synthesis, scientific abstraction, comparison, analogy, functional system approach, classification, graphical method, generalization, and systematization. The study findings show that the problems of interaction between the civilian and military sectors in the context of state security became particularly acute during the military aggression of the Russian Federation against Ukraine. They have significantly intensified after its full-scale invasion in 2022 and threaten the system of ensuring peace and security on a global scale. The authors have found that strengthening the interaction between the civilian and military sectors will enhance the defense capabilities of the Armed Forces of Ukraine and their ability to withstand the war challenges. The greatest need for civil-military cooperation has been identified in such regions of Ukraine as Dnipro, Kharkiv, Donetsk, Zaporizhzhia, Kherson, and Mykolaiv. Moreover, it

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has been found that the largest volumes of humanitarian aid and civil defense are directed to meet food and subsistence needs (\$236.2 million), as well as to cover the costs of housing and non-food items (\$143.1 million). The authors prove the necessity of adhering to the principles of military mission priority when civilian and military sectors interact to accomplish their tasks. The main directions for strengthening the interaction between the civilian and military sectors have been proposed. They include adopting the experience of civil-military relations units in NATO peacekeeping operations, improving the national system of civil-military relations and the structure of civil and military sector authorities, as well as ensuring the formation of appropriate conditions for the rapid achievement of goals during military operations.

Keywords: state; state security; civil-military relations; threats; dangers; military influence.

Introduction

The problems of ensuring state security have been actualized under the influence of new destabilizing challenges and dangers of today. These challenges are associated with significant geopolitical changes, intensified globalization, and the existence of unresolved military conflicts on the European continent. They became especially threatening during the Russian Federation's first hybrid (2014-2021) and then full-scale (2022-2023) war against Ukraine. Obviously, in such circumstances, the destructive impact is felt not only by participating countries but also by other world countries that are also experiencing significant shocks. Under such conditions, the international security environment is significantly destabilized, and each country's state security level is affected by instability and uncertainty factors. As a result, there are significant imbalances in their economies, politics, and society, depletion of resources and capabilities, especially in countries facing war. Therefore, at the present stage, ensuring state security is becoming one of the state policy priorities. Moreover, given the challenges and dangers of a military nature, strengthening cooperation between the civilian and military sectors is becoming extremely necessary and urgent. The outlined trends actualize the topic of the study and require advanced research.

Literature review

The full-scale war of the Russian Federation against Ukraine has significantly shaken the mechanisms of existence and functioning of Ukraine as an independent, sovereign, and democratic state. This war has a destructive impact on the processes and phenomena taking place in the economy, politics, and society. It has also

destabilized the world economic order and unbalanced the established mechanisms of ensuring peace, stability, and security on a global scale. The impact of the Russian-Ukrainian war on the security mechanisms of Europe and the world is demonstrated by foreign scholars and experts actively studying this problem. This issue is a topic of active discussion at international meetings and summits. Ensuring state security in countries is a challenge that must be met, along with the need to maintain peace worldwide. Ukraine faces the most pressing challenge in achieving optimal state security parameters. A difficult battlefield situation, military exhaustion, lack of necessary defense weapons, and difficulties in military supply hamper this challenge.

The solution to these problems cannot be fully realized only within the Ukrainian military sector. It requires the civilian sector activity to support the military sector and provide it with all kinds of assistance. In such circumstances, it is necessary to establish a civilian-military relationship. According to Owens (2017), the essence of this interaction is to establish an effective interaction between the state's armed forces as an institution and various social sectors. This interaction achieves parity between the formation of sufficient capacity of the armed forces to protect the state and their support from the public and civilian government authorities. Apparently, the interaction of the civilian and military sectors is focused on peacekeeping activities. Their implementation is necessary for resolving military conflicts and finding effective methods to end a war. However, peacekeeping can only be successfully implemented with a civilian component in the governance system and effective civil-military cooperation.

Moreover, according to Myronovych (2023), effective civil-military cooperation involves the implementation of an integrated approach concept. The concept regulates the mandatory establishment of interaction between the military and the civilian sector. As a result, the armed forces will achieve the desired and expected outcome, as well as coordinate their actions and synchronize their capabilities to deal with armed conflicts promptly.

In this regard, Drab (2018) asserts that the formation and implementation of the basic principles of ensuring state security is impossible without the coordinated interaction of the civilian and military sectors. The establishment of stable and long-term relations in the field of security and defense requires the conceptualization of their roles in the state and society, as well as understanding them as central instruments for the realization of security mechanisms. In this regard, the interaction between the civilian and military sectors, as noted by Bryntsev & Gulak (2020), is considered a unique form of societal relations and a complex phenomenon that encompasses the array of interactions between society and defense forces aimed at achieving the stability of political-legal, financial-economic, spiritual-cultural, social, personnel, informational, and moral-psychological processes in the sphere of national security and defense.

At the same time, scientists emphasize the necessity of exercising civilian control over the armed forces based on democratic development. This control helps to prevent and forestall significant risks of excessive infiltration of military units into the economy and politics of the state. As emphasized by Izadi (2022), who studied the interaction between the civilian and military sectors of the state, excessive cooperation can, in certain cases, lead to undue military intervention in the economy, thereby weakening public control over the military sector and leading to frequent abuses of power and official positions.

In this regard, Blankshain (2020) considers public control to be one of the instruments influencing civil-military relations arising within the state system of ensuring national and state security. Drozdiuk (2021) and Dehtiarov (2022) emphasize that such control should be called civilian control over the security and defense sector.

In the Strategy for Ensuring State Security of Ukraine (On the Decision of the National Security and Defense Council of Ukraine, 2022), state security is interpreted as the condition of protecting the national interests of the state by creating the necessary conditions capable of defending the state sovereignty, territorial integrity, constitutional order and democratic principles of development from external and internal threats. As a result, the need for strengthening cooperation between the civil and military sectors becomes even more pronounced against the backdrop of the heightened military-political situation in the country. However, as Kivalov (2023) notes, the optimal indicators of state security are weakened due to the low efficiency level in the activities of state security management bodies and the absence of a precise mechanism for demarcating the security sphere from the defense sphere.

Kalyayev (2020) agrees with the scientist's opinion and argues that such a division will help increase the level of state security and the ability of the defense forces to perform their duties efficiently. In addition, Kuzmenko & Garyaeva (2023) point out that legislative conflicts in the regulation of defense and civil protection legislation in terms of ensuring state security will be resolved.

Obviously, the interaction challenges between the civilian and military sectors remain unresolved, and it won't be easy to achieve the perfect possible results shortly. However, as noted by Ciaramella (2023), the practical understanding of long-term state security for Ukraine is already formed at the international level, as evidenced by the substantial support from the USA and Europe during the war, as well as the presence of a strong Ukrainian army supported by European countries and the USA in terms of training, equipment, and defense capabilities. It is undeniable that the Armed Forces of Ukraine have achieved the ability to position themselves as a reliable, modernized army capable of countering the armed aggression of the Russian Federation. However, the maintenance of such positions requires continuous support, funding, and multifaceted assistance, for which the involvement of the civilian sector is crucial.

Mishra (2023) suggests that the interaction between the civilian and military sectors should be viewed in the context of the following perspectives: (1) between government structures and the country's armed forces; (2) between the armed forces and civil society; (3) between civil society perspectives on the military sector and the formation of state policy.

The researcher emphasizes that such multifaceted interaction will increase the operational capabilities of all participants in civil-military relations, allowing for effective joint efforts to address the challenges and dangers of modern times. West & Warstat (2017) and Salnikova *et al.* (2019) agree with the researcher and establish a connection between the effectiveness of countering hybrid threats and balanced and justified interaction between the civil and military sectors, ensuring transparent and honest relations.

Obviously, establishing interaction between the civilian and military sectors is a complex task. However, as stated by Dashkova & Kovaleva (2021), it can be achieved by strengthening the interaction of civil society with the security and defense sector, in particular, by forming the conceptual basis of state security and eliminating the distance between them. Feaver & Kohn (2021) provide evidence for the scientists' opinions by asserting that the interaction between the civilian and military sectors in the sphere of state security is based on mechanisms that allow to establish relations in such a way that the military sector can fulfill its duties to protect the state and societal interests without disregarding the interests of the civilian sector.

At the same time, Kaurin (2021) emphasizes the importance of trust in increasing the effectiveness of civil-military cooperation, thereby strengthening state security. However, Bakh *et al.* (2020), while not disputing the previous research findings, focus on the dynamics of civil-military interaction, asserting that in a dynamic environment, it requires alignment and significant efforts of civilian and military structures, which are influenced by external and internal environmental factors.

In line with these views, Kulve & Smit (2013) argue that the intensification of civil-military interaction requires the formulation of strategic documents to support it. They propose the development of a civil-military cooperation strategy at the national level. In addition, they assert that these documents must inherently consider the incorporation of cutting-edge technologies at all levels of such relations.

The research conducted on the key scientific approaches to the issue of establishing interaction between the civil and military sectors in the context of state security highlights specific features of this interaction and underscores its relevance to modern challenges and threats. The problems of facilitating such exchange are observed at various levels of civil-military relations, and their solution requires a thorough examination of the outlined concerns.

Methodology

Aims

The study aims to identify the interaction problems between the civilian and military sectors in the context of state security and to find ways to strengthen this interaction in the face of modern challenges and threats.

Materials and methods

The methodological framework of the research is based on general scientific methods of economic analysis and scientific cognition, namely: (1) Defining the essence of state security and the peculiarities of interaction between the civil and military sectors using the methods of systemic analysis, synthesis, and scientific abstraction; (2) Identifying the problems of such interaction in the context of ensuring state security using such methods as comparison, analogy, and functional-systemic approach; (3) Determination of the main principles of civil-military interaction in the sphere of state security based on the classification method; (4) Presenting the results of research with the help of graphic methods; (5) Formulation of conclusions using the methods of generalization and systematization.

The research is based on scientific works of leading Ukrainian and foreign scientists, as well as on reports of international non-governmental organizations.

Results

The armed aggression of the Russian Federation against Ukraine and the conduct of active and heavy combat operations on Ukrainian territory have posed unprecedented challenges to the international community. In particular, they have underscored the need for effective countermeasures at the national level. Undoubtedly, under considerable pressure, Ukraine has succeeded in deterring the advances of the aggressor nation. The Ukrainian military has demonstrated its ability and skills to protect the country's territorial integrity and sovereign statehood. However, ensuring security in Ukraine can extend beyond the efforts of the Armed Forces and defense structures alone. Their resources and capabilities are limited, rapidly depleting, and constantly need replenishment. In such circumstances, there is an urgent need to strengthen the interaction between the military and civilian sectors and to activate support for the former from state structures, private sector entities, and the public.

Effective civil-military cooperation in ensuring state security requires consolidation of all efforts based on openness, transparency, and democratic principles of state and social development. In this process, the observance of certain principles by all participants in civil-military relations remains of

paramount importance, including: (1) Priority of the military mission; (2) Organizational management; (3) Effective use of resources; (4) Concentration of Efforts; (5) Involvement of civil organizations; (6) Formation of common goals; (7) Humanitarian considerations; (8) Transparency in relations; (9) Close interconnection, which we find appropriate to systematize in Figure 1.



Figure 1. The main principles of interaction between the civilian and military sectors in the context of state security

Source: *Civil-military cooperation, 2023*

One aspect of improving civil-military interaction in Ukraine's state security context is oversight. Particularly in ensuring democracy in the country, great importance is attached to civilian control, which has become systemic. A system of civilian control over the Armed Forces has been developed based on the experience of leading world countries and based on the current domestic normative and legal framework. This, in turn, means Ukraine's alignment with the requirements of Euro-Atlantic integration.

The main priorities of civilian control over the Ukrainian Armed Forces include: (1) The primacy of political approaches to issues of military development; (2) Adherence to legality in the conduct of defense activities; (3) Maintaining political stability in the country and society; (4) Preventing the use of the Armed Forces to undermine the constitutional order and carry out a coup; (5) Protect military personnel; (6) Rational use of budgetary resources allocated for the development of the military sector; (7) Providing accurate and comprehensive information to government bodies and society on the results of the activities of the defense structures.

The above allows us to affirm that civilian control over the Armed Forces is aimed at ensuring their compliance with the fundamental principles of the rule of law, legality, accountability, effectiveness, efficiency, and transparency in their activities and the performance of their tasks.

In particular, the authorities responsible for civilian control over the activities of the Armed Forces of Ukraine include the President of Ukraine, the National Security and Defense Council of Ukraine, the Verkhovna Rada of Ukraine, the Accounting Chamber of the Verkhovna Rada of Ukraine, the Cabinet of Ministers of Ukraine, and the Ministry of Defense of Ukraine. Each of them has individual responsibilities, the quality of which significantly affects the final results.

At the same time, with the emergence of armed conflict in Eastern Ukraine in 2014, a decision was made to establish the Directorate for Civil-Military Cooperation based on the Armed Forces of Ukraine. This Directorate is responsible for coordinating the interaction of security forces with local authorities, business structures, and international organizations to address the issues of civilians living in conflict zones and areas of armed conflict.

Among the main directions of the activities of the Directorate of Civil-Military Cooperation are ensuring systematic, unimpeded, and high-quality operations of the Armed Forces of Ukraine, law enforcement bodies, and various military formations in interaction with executive authorities, local self-government, international organizations, community associations, private sector, and media. The aim is to achieve maximum effectiveness in assisting civilians in overcoming the challenges to their livelihood through the use of military and civilian means and forces.

It shows that the essence of civil-military cooperation, as defined by doctrines and activity directions, is realized by adapting to the functional aspects of such

interaction in NATO countries. Figure 2 depicts the main tasks of civil-military interaction that must be addressed to ensure Ukraine's state security.

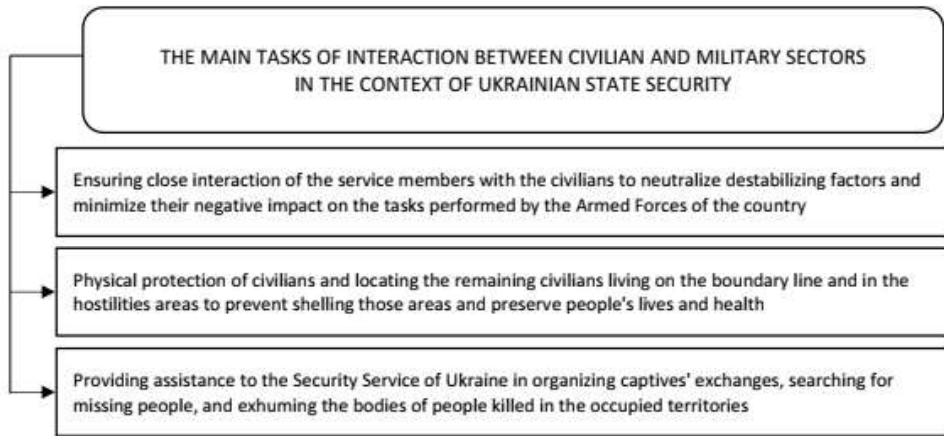
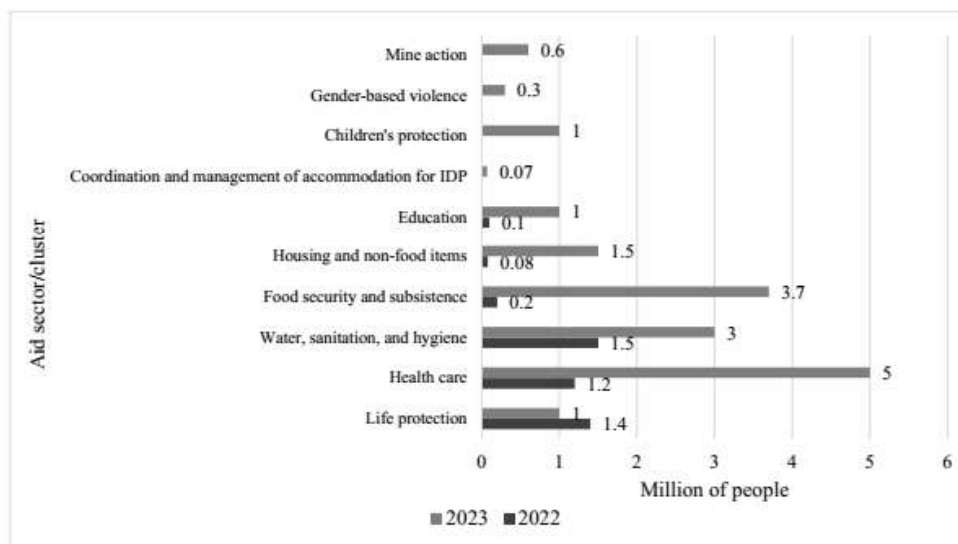


Figure 2. The main tasks of interaction between civilian and military sectors in the context of Ukrainian state security

Source: author's elaboration

An important role of civil-military cooperation management should be noted in ensuring close interaction between service members and civilians to mitigate destabilizing factors and minimize their negative impact on the task performance of the country's armed forces. The task of this structural department is to systematically analyze the feelings of the civilians concerning their political preferences and attitudes toward the Armed Forces. The aim is to prevent and avoid crises related to the obstruction of the movement of military columns, their blockade, and restriction of movement.

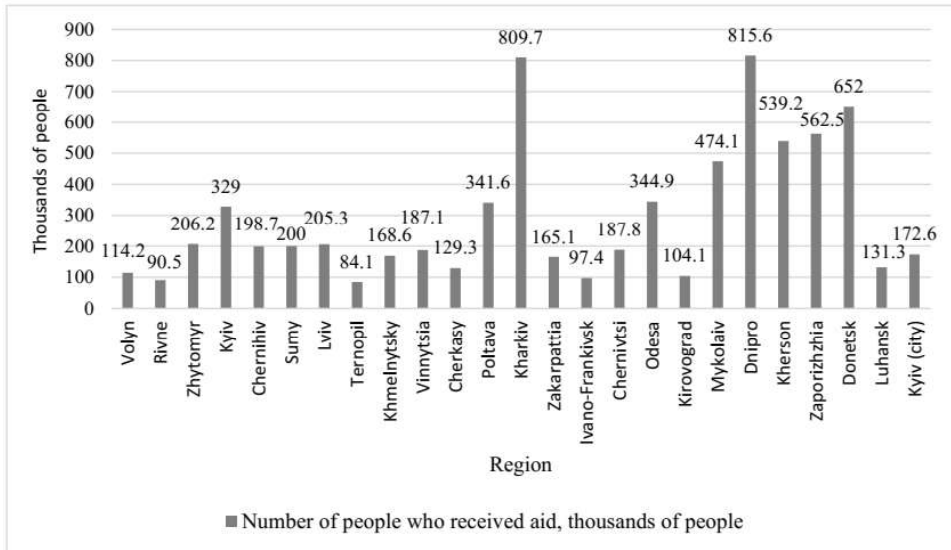
Special attention should be paid to the importance of civil-military cooperation in the provision of humanitarian aid and civil protection to the population affected by military actions on the territory of Ukraine. When analyzing the total volume of people who received humanitarian aid and civil protection in 2022-2023 (Figure 3), a significant increase in the value of this indicator can be observed in the first half of 2023. Specifically, the largest amounts of humanitarian aid and civil protection were observed within clusters such as: (1) Life Protection (1.4 million people in 2022 and 1 person in 2023); (2) Education (0.1 million people in 2022 and 1 person in 2023); (3) Health care (1.2 million people in 2022 and 5 people in 2023); (4) Water, sanitation, and hygiene (1.5 million people in 2022 and 3 people in 2023); (5) Meeting shelter and non-food needs (0.08 million people in 2022 and 1.5 people in 2023); (6) Meeting food needs and ensuring food security (0.2 million people in 2022 and 3.7 people in 2023).



Source: 2022 Humanitarian Needs and Response Review: Ukraine, 2022; Overview of humanitarian response and funding in Ukraine, 2023

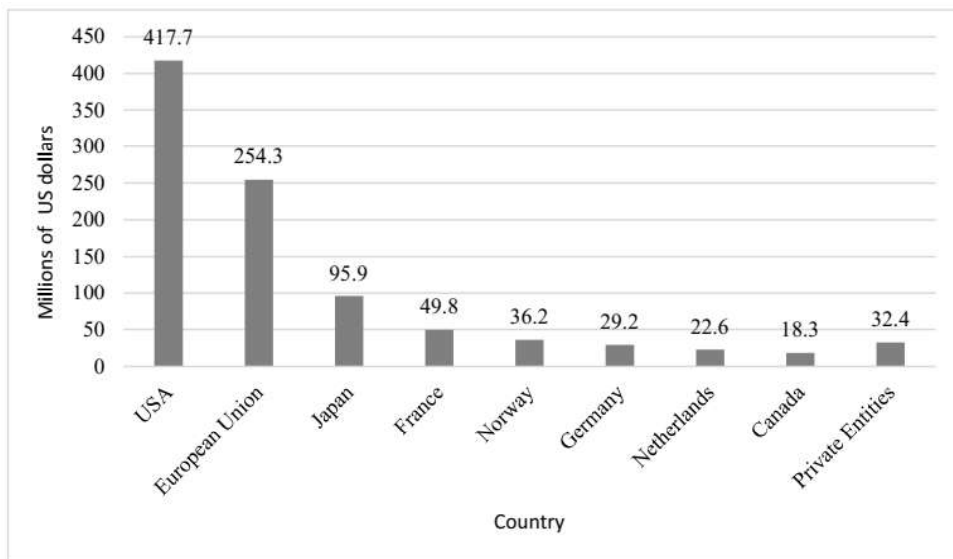
By 2023, the following clusters have emerged as distinct entities: (1) Coordination and management of internally displaced persons (IDPs) settlements (0.07 million people); (2) Protection of children (1 million people); (3) Gender-based violence (0.3 million people); (4) Mine Action (0.6 million people).

The number of people reached by humanitarian and disaster assistance is also quite significant. Detailed research in this direction indicates that at the regional level in 2022-2023 (Figure 4), the largest number of people receiving humanitarian aid and civil protection was recorded in such regions as Dnipro (815.6 thousand people), Kharkiv (809.7 thousand people) and Donetsk (652 thousand people) (Figure 4). Next in importance are such regions as Zaporizhia (562.5 thousand people), Kherson (539.2 thousand people), and Mykolaiv (474.1 thousand people). All of these regions are considered front-line and near-front-line areas, where the population's need for humanitarian assistance and protection of civilians is extremely urgent.



Source: 2022 Humanitarian Needs and Response Review: Ukraine, 2022; Overview of humanitarian response and funding in Ukraine, 2023

The continuation of hostilities and the escalation of the situation on the battlefield leads to an increase in the population’s humanitarian needs, especially in the frontline zone. In response to this, there is a constant provision of support and assistance within the framework of civil-military cooperation. In this context, it is worth noting the active international stance toward supporting military-civilian collaboration in Ukraine and providing substantial amounts of humanitarian aid from various countries (Figure 5). This aid included the United States, which directed \$417.7 million of assistance to Ukraine, the European Union countries with a combined aid estimate of \$254.3 million, Japan providing \$95.9 million, France contributing \$49.8 million, Norway with \$36.2 million, Germany with \$29.2 million, the Netherlands with \$22.6 million, and Canada with \$18.3 million. Meanwhile, significant volumes of humanitarian assistance directed to Ukraine by international private entities are also considered noteworthy, with a combined total reaching \$32.4 million in the first half of 2023.



to Ukraine in 2023, millions of US dollars

Source: 2022 Humanitarian Needs and Response Review: Ukraine, 2022; Overview of humanitarian response and funding in Ukraine, 2023

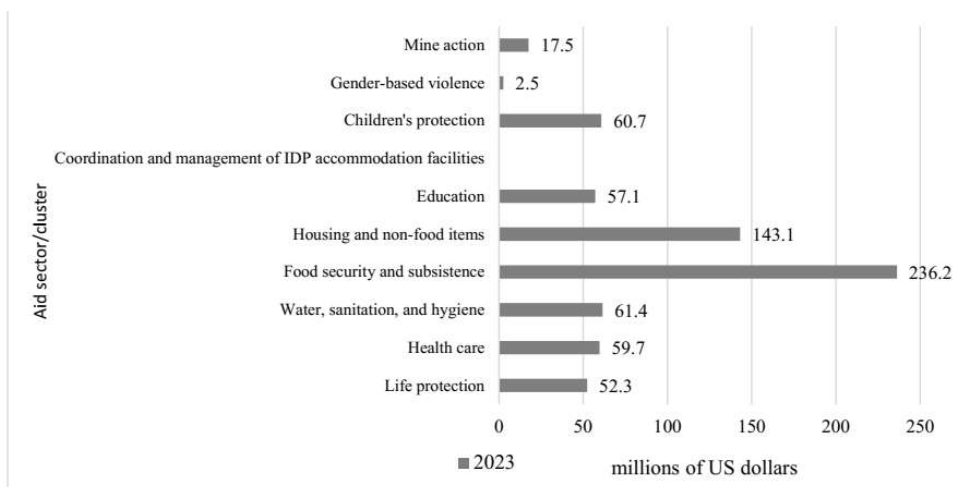


Figure 6. The amount of funding for humanitarian aid and civil protection provided to Ukraine in 2023 by the main clusters, millions of US dollars

Source: Overview of humanitarian response and funding in Ukraine, 2023

When analyzing the amount of humanitarian aid and civil protection by main clusters (Figure 6), it can be noted that its lion's share, namely \$236.2 million, is aimed at meeting food and subsistence needs, as well as covering the cost of housing and non-food items (\$143.1 million).

The foregoing shows that strengthening civil-military cooperation is a critical task that requires systematic and planned activities of all defense forces and civilian structures to create a positive public opinion and ensure proper conditions for the defense forces to perform their duties and functions.

Discussion

The challenges and dangers of the present time have significantly destabilized the processes and phenomena occurring in the economy, politics, and society. Achieving positive results in solving these problems depends on the Ukrainian Armed Forces' ability to counter the Russian Federation's armed aggression and successfully resolve the complex military conflict. The problems in the military sector of Ukraine cannot be solved immediately, and the constant threat of new risks limits the available resources and capabilities.

In this context, there is a need for the active involvement of the civilian sector in solving the outlined problems and consolidating efforts to achieve success on the battlefield and in the implementation of military strategies. It is an obvious fact that strengthening the cooperation between the civil and military sectors to ensure the security of the state requires complementing the military efforts with robust civilian preparedness.

Taking into account the outlined points, we propose to systematize the main directions of strengthening cooperation between the civil and military sectors in the context of state security and to highlight the most important ones, namely the need to: (1) Learn from and adapt positive global practices of civil-military relations in peacekeeping operations of NATO countries; (2) Improve the domestic system of civil-military relations and the structure of civil and military sector units based on compliance with the provisions of the NATO doctrine and the specifics of the formation of the Armed Forces of Ukraine; (3) Ensure the creation of suitable conditions for the rapid achievement of set goals during military operations.

The implementation of these measures will contribute to the establishment of close interaction between military personnel and civilians and the realization of the conceptual basis for the protection of state sovereignty and territorial integrity, as well as the life and well-being of all population segments.

Conclusion

The research conducted is aimed at identifying issues of interaction between the civilian and military sectors in the context of state security and seeking ways to improve it amidst the challenges and dangers of the modern era. It allows us to assert that the current functioning phase of Ukraine and the world is characterized by excessive influence of destabilizing factors and threats, which have significantly disrupted the world economic order and threaten the maintenance of peace and security at the international level. It has been established that the factors and dangers of Russia's full-scale invasion of the territory of Ukraine have led to a decrease in the parameters of state security not only for countries in a state of war but also for other foreign nations.

The considerable capabilities and effectiveness of the Ukrainian military sector have been demonstrated, which necessitates the strengthening of its interaction with the civilian sector. This is due to the limited resource potential and capabilities of the Armed Forces, supplemented by assistance and support from European countries, the United States, and other countries. The international community is providing substantial aid not only to the military sector but also to the civilian sector. It is evidenced by the volume of humanitarian aid to Ukraine, with the largest amounts, estimated at \$417.7 million, coming from the United States and \$254.3 million from European Union countries.

Based on the research conducted, the principles of interaction between the civilian and military sectors in the sphere of state security were identified, and the main goals of their cooperation were outlined. In addition, the authors proposed directions for strengthening civil-military cooperation within state security.

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