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INTEGRATION OF CIVIL-MILITARY COOPERATION IN THE SYSTEM OF ENSURING POPULATION SAFETY: ORGANIZATIONAL AND LEGAL ASPECT

This article examines the transformation of organizational and legal mechanisms for integrating civil-military cooperation into the system of ensuring population life safety in Ukraine under martial law conditions during 2022-2025. The study analyzes the evolution of coordination structures between civilian emergency services and military command in ensuring population protection during wartime.

The research identifies fundamental changes in the legal framework governing civil-military interaction in the sphere of population life safety. Traditional civilian emergency management systems have undergone significant structural modifications to adapt to military operational requirements and command hierarchies. The study identifies critical organizational challenges in merging civil-military cooperation units with existing emergency response structures, including issues of jurisdictional delineation, command authority conflicts, and resource allocation coordination.

The analysis demonstrates that effective civil-military integration requires precise legal delineation of responsibilities between civilian emergency services, territorial defense forces, and military administrations. The study examines the coordinating role of military

administrations in population safety measures and their operational interaction with established civil protection agencies. Particular emphasis is placed on the legal framework for joint operations in evacuation procedures, humanitarian aid delivery, and critical infrastructure protection.

The research methodology employs comparative analysis of Ukrainian civil-military cooperation development in accordance with NATO standards and international best practices. The findings indicate that the accelerated implementation of CIMIC principles in Ukraine under wartime conditions has created unique organizational models that differ from standard NATO peacetime applications.

The article concludes that successful integration of civil-military cooperation into population life safety systems requires comprehensive modernization of the legal framework, structural adaptation of institutions, and enhanced inter-agency coordination mechanisms. The study provides scientifically substantiated recommendations for optimizing organizational structures, refining regulatory frameworks, and improving the operational effectiveness of civil-military cooperation in the context of emergency management.

Keywords: *civil-military cooperation, population life safety, organizational and legal mechanisms, martial law, emergency management, territorial defense, military administration, Ukraine.*

Problem Statement and Its Connection with Relevant Scientific and Practical Tasks. The integration of civil-military cooperation into the system of ensuring population life safety has become a critical task of public administration under martial law conditions in Ukraine. Since February 24, 2022, traditional civil protection mechanisms have proven insufficient for effective response to complex threats combining military operations, man-made disasters, and humanitarian crises.

The problem lies in the absence of clearly defined organizational and legal mechanisms for coordination between civilian emergency services and military structures in ensuring population life safety. Existing regulatory legal acts developed for peacetime do not fully regulate the interaction between the State Emergency Service of Ukraine, civil-military cooperation units of the Armed Forces of Ukraine, territorial defense forces, and military

administrations.

Practical challenges include duplication of functions, inconsistency of command structures, conflicting authorities in the sphere of population evacuation, humanitarian assistance, and critical infrastructure protection. The absence of a unified methodology for threat assessment and resource coordination reduces the effectiveness of the life safety assurance system under martial law conditions. The scientific problem is related to the necessity of theoretical substantiation of optimal models of institutional interaction between military and civilian structures in the sphere of life safety that corresponds to NATO standards and accounts for the specifics of Ukrainian wartime realities.

Analysis of Recent Domestic and Foreign Research. The issues of civil-military cooperation in the sphere of ensuring population life safety became the subject of scientific research by Ukrainian scholars predominantly after 2014, when the practical necessity of organizing civil-military cooperation actualized the theoretical understanding of these processes. A significant contribution to the study of legal foundations of civil-military cooperation was made by I.R. Chobit, who in his works analyzed the evolution of the regulatory legal framework of CIMIC during 2014-2022, distinguishing key stages of institutionalization of this mechanism under conditions of armed conflict in eastern Ukraine. The researcher substantiated the necessity of adapting NATO international standards to the Ukrainian legal system.

Theoretical aspects of national security under martial law conditions were investigated by Yu.O. Zaplatynska and V.V. Sokurenko, who conducted a comprehensive analysis of the transformation of legal regulation of security legal relations and identified peculiarities of reorganization of state bodies performing security functions under extreme conditions. Practical aspects of civil-military cooperation organization were examined by H. Sunhurovskyi, emphasizing problems of international humanitarian aid coordination and ensuring critical infrastructure security under conditions of active hostilities. The author highlighted the necessity of developing specific coordination mechanisms that account for military realities.

The impact of martial law on the transformation of the law enforcement system was studied by O.V. Sachko, who analyzed changes in the authorities of various security structures

and identified problems of administrative-legal regulation of their interaction under new conditions. The conceptual foundations of CIMIC organization were established in the Civil-Military Cooperation Doctrine (2020), which defined principles of interaction with the civilian environment and functional responsibilities of CIMIC units in various forms of Armed Forces of Ukraine employment.

However, it should be noted that most studies focus on general issues of civil-military cooperation, while specific problems of CIMIC integration into the population life safety assurance system remain insufficiently studied. Moreover, dynamic changes in organizational and legal mechanisms under conditions of full-scale war require constant scientific monitoring and theoretical comprehension.

Formulation of Article Goals. The purpose of the article is to analyze the organizational and legal mechanisms for integrating civil-military cooperation into the system of ensuring population life safety in Ukraine under martial law conditions and to develop recommendations for their improvement.

Presentation of Main Research Material with Full Justification of Obtained Scientific Results. The transformation of organizational and legal mechanisms for ensuring population life safety in Ukraine under martial law conditions is characterized by a fundamental change in approaches to coordination between civilian and military structures. Prior to 2022, the civil protection system functioned predominantly within a peacetime paradigm, based on principles of responsibility distribution among specialized civilian services and episodic involvement of military structures only in isolated cases of state-level emergency situations. However, Russia's large-scale aggression forced not merely a revision of established approaches, but the creation of a fundamentally new interaction architecture combining elements of peacetime civil protection with wartime population defense mechanisms.

The introduction of martial law on February 24, 2022, pursuant to the Presidential Decree of Ukraine, necessitated immediate adaptation of existing legal mechanisms to extreme conditions of simultaneous combat operations and provision of civilian population livelihood. The Law of Ukraine "On the Legal Regime of Martial Law" [1], although providing for the possibility of creating military administrations, did not detail practical mechanisms for their interaction with civil protection bodies, creating a legal vacuum in the sphere of

coordination between military and civilian structures. As noted by Zaplatynska Yu.O. [2], the introduction of martial law led to a fundamental transformation of the legal regulation model for security legal relations, characterized not merely by temporary constitutional rights restrictions, but by systemic reorganization of the entire state governance architecture in the security sphere.

This transformation proved particularly complex because it occurred under active combat conditions when there was no time for gradual adaptation of existing mechanisms. Unlike the European experience of implementing civil-military cooperation principles within peacekeeping operations beyond national territory, Ukraine found itself in a unique situation requiring simultaneous defense of its own sovereignty and ensuring its own population's safety under conditions of active armed conflict on national territory.

A key feature of this period was the combination of national defense functions with civil protection tasks within a unified crisis management system. Military administrations, created in accordance with Article 9 of the Law "On the Legal Regime of Martial Law" [1], received unprecedentedly broad powers in civil protection, public safety and order, and critical infrastructure protection, fundamentally changing the traditional responsibility distribution system. Simultaneously, there emerged an urgent need for clear definition of interaction procedures with the State Emergency Service of Ukraine, which retained its functional role in the civil protection system but had to adapt to new conditions of subordination to military administrations in several regions.

An interesting phenomenon was the emergence of hybrid governance structures combining elements of military command with principles of civil administration. These structures, having no direct analogues in world practice, effectively became a unique Ukrainian contribution to crisis management theory under armed conflict conditions. Military administrations were forced to simultaneously address tasks of territorial defense capacity and maintaining normal population livelihood, requiring development of fundamentally new approaches to coordinating diverse resources and structures.

The formation of an effective civil-military interaction system in the sphere of life safety is based on principles defined in the Doctrine "Civil-Military Cooperation" [3], which was developed considering NATO standards and the experience of the Anti-Terrorist Operation

in eastern Ukraine. According to this document, the CIMIC system includes three main subsystems: military support, civilian environment support, and civil-military interaction. In the context of ensuring population life safety, the civilian environment support subsystem acquires particular significance, providing assistance to the civilian population in resolving life support issues using military resources and capabilities.

However, practical implementation of doctrinal provisions under full-scale war conditions revealed a number of systemic problems not anticipated by the doctrine's developers. The main challenge was the absence of a clearly defined command hierarchy in conducting joint operations for population evacuation, liquidation of missile strike consequences, and ensuring critical infrastructure functioning under conditions of constant threat of repeated attacks. The Methodological Manual for Troops on Civil-Military Cooperation [4] provides for action coordination through CIMIC groups, yet in practice conflicts of authority arise between military command and civil protection body leaders, especially regarding limited resource allocation and task prioritization under conditions of multiple simultaneous threats.

This problem became particularly acute in the context of ensuring continuity of critical services to the population under conditions of systematic attacks on energy infrastructure. Traditional emergency recovery mechanisms developed for local man-made accidents proved inadequate for responding to large-scale destruction caused by deliberate enemy military actions. This required development of new approaches to planning and coordinating restoration work that would account not only for technical restoration aspects but also personnel safety issues under conditions of possible repeated attacks.

The research demonstrates that one of the most problematic integration aspects is the delineation of competencies among various subjects of the life safety assurance system under conditions where traditional boundaries between military and civilian spheres of responsibility become blurred. Conflict situations arise at the strategic level in planning long-term civil protection measures under uncertainty regarding military action duration, at the operational level in responding to combined emergency situations combining military actions with man-made disasters, and at the tactical level in executing specific population rescue tasks under active combat conditions.

As noted by Chobit I.R. [5], CIMIC effectiveness depends significantly on establishing

constant dialogue between military and civilian components of the security system, requiring not merely coordination but creation of a new interaction culture based on mutual understanding of each side's tasks and limitations. This proved particularly complex due to different organizational cultures of military and civilian structures, different decision-making approaches, and different effectiveness evaluation criteria.

Analysis of military administration functioning practice indicates the necessity of creating specialized structural subdivisions responsible for coordination with the State Emergency Service of Ukraine that would combine understanding of military procedures with expertise in civil protection [6]. In many regions, such coordination is carried out informally through personal contacts of leaders, reducing effectiveness of response to combined-nature emergency situations and creating risks for management continuity in case of leadership changes.

Coordination of international humanitarian assistance acquired particular complexity, which according to Sunhurovskyi H.'s research [7] became one of the greatest challenges for the civil-military interaction system. International organizations providing assistance to affected populations are forced to simultaneously coordinate their actions with civilian authorities, military administrations, military command, and local communities, requiring creation of multi-level coordination systems and procedure standardization that would account for different legal regimes and organizational cultures of all participants.

The uniqueness of Ukrainian experience also lies in the necessity of ensuring coordination with territories under temporary occupation and with refugees massively moving between different country regions. This created additional challenges for the civil-military interaction system, requiring development of mechanisms for ensuring life safety of populations without permanent residence and often lacking access to traditional social protection systems.

Legal analysis reveals critical insufficiency of normative regulation of joint planning and response procedures, especially regarding responsibility distribution for joint operation results [8]. Existing orders and instructions developed for individual agencies in peacetime do not provide a comprehensive approach to risk management under martial law conditions when traditional administrative law principles must be combined with military command

principles. As emphasized by Sachko O.V. [9], transformation of the law enforcement system under martial law conditions requires not merely revision of traditional approaches to authority delineation among security structures but creation of fundamentally new legal institutions capable of effectively functioning under conditions of uncertainty and constant threats.

The system's functioning experience in 2022-2025 demonstrated that greatest effectiveness was achieved in regions where joint operational centers or coordination councils were created with participation of representatives from military administrations, the State Emergency Service, Armed Forces of Ukraine, territorial defense forces, and local self-government bodies [10]. Such structures ensured operational information exchange, resource coordination, and unity of command in resolving population security tasks, but their effectiveness depended significantly on leaders' personal qualities and informal agreements, creating risks for system stability.

Simultaneously, systemic shortcomings were identified in legal provision of civil-military interaction concerning the absence of clear criteria for responsibility delineation in situations where military actions directly affect civilian population safety. This leads to function duplication, inefficient use of limited resources, and accountability conflicts, especially in interaction with international partners and donor organizations. This problem manifests particularly acutely in liquidating consequences of missile strikes on critical infrastructure when simultaneous coordination is necessary for rescue operations, ensuring rescuer safety from possible repeated attacks, civilian population evacuation, and rapid restoration of damaged facilities to minimize humanitarian consequences.

Conclusions. The conducted research allows us to conclude that the integration of civil-military cooperation into the system of ensuring population life safety in Ukraine under martial law conditions represents a complex and multidimensional process of transforming traditional approaches to crisis management. The analysis results demonstrate that the existing civil protection system, developed for peacetime, required fundamental adaptation to the realities of simultaneous combat operations and provision of civilian population livelihood.

It has been established that the main feature of Ukrainian experience is the creation

of unique hybrid governance structures combining elements of military command with principles of civil administration. Military administrations, endowed with broad powers in the sphere of civil protection, have become a new institutional phenomenon without direct analogues in world crisis management practice. This institutional innovation enabled operational response to complex wartime threats but simultaneously created new challenges in the sphere of coordination and authority delineation.

The research revealed critical insufficiency of normative-legal regulation of civil-military interaction procedures in the sphere of ensuring life safety. Existing legal mechanisms, developed for individual agencies, do not provide a comprehensive approach to risk management under conditions where traditional boundaries between military and civilian spheres of responsibility become blurred. This leads to authority conflicts, function duplication, and inefficient use of limited resources.

Analysis of the system's functioning practice demonstrated that greatest effectiveness was achieved in regions where formalized coordination structures were created with participation of all key security system subjects. However, the stability and effectiveness of such structures depends significantly on leaders' personal qualities and informal agreements, creating risks for systemic resilience under conditions of personnel rotation.

The problem of international humanitarian assistance coordination acquires particular significance, requiring simultaneous interaction with multiple heterogeneous structures having different legal statuses, organizational cultures, and decision-making procedures. This demands creation of specialized coordination mechanisms and standardization of interaction procedures.

Based on the conducted analysis, it is advisable to recommend development of a comprehensive legal act that would regulate civil-military interaction procedures in the sphere of ensuring life safety, including clear criteria for authority delineation, resource coordination procedures, and accountability mechanisms for joint operation results. Also necessary is the institutionalization of specialized coordination structures at the regional level and creation of a personnel training system capable of effectively working at the intersection of military and civilian procedures.

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