The Central Research institute
of the Armed Forces of Ukraine

ISSN (print): 2786-9318
ISSN (online): 2786-9326
Military Science. Vol. 4 No. 2 (2026)

Received: *December 29, 2025* | **Revisions Requested:** - | **Revision Received:** -
Accepted: *February 28, 2026* | **Published Online:** *August 5, 2026*

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DOI: 10.62524/msj.2026.4.2.12

The Classification of State Policies Assigned to the Ministry of Defence of Ukraine for Formation and Implementation

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Abstract. The relevance of the research is determined by the need for a systemic understanding of the role of the Ministry of Defence of Ukraine in the formation and implementation of state policies in the field of national security and defence, as well as by the need to streamline their classification under the conditions of the transformation of the security environment and institutional changes caused by the full-scale war. The growing number of intersectoral policies in which the defence sector participates, as well as the multi-level legal model for their consolidation, require a scientific analysis of the functional role of the Ministry of Defence of Ukraine as a subject of state policy formation, implementation or co-implementation. The research uses a set of general scientific and special methods. In particular, the systemic approach is applied to analyse the structure of state policies in the field of defence and security, structural and functional analysis is used to determine the role of the Ministry of Defence of Ukraine in policy formation and implementation processes, the legal analysis method is applied to s research the regulatory legal framework, and classification and generalisation methods are used to form a systematised model of state policies in which the Ministry of Defence of Ukraine is involved. The main results of the research consist in developing a systemic classification of state policies whose formation and implementation are assigned to the Ministry of

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Defence of Ukraine. A two-dimensional classification model is proposed, combining the functional approach (policy formation, policy implementation, participation in implementation) and the subject-matter approach (grouping policies by areas of public administration). The main groups of policies in which the Ministry of Defence of Ukraine acts as the principal subject or co-implementer are identified, in particular policies in the field of national security and defence, technologies and innovations, the humanitarian sphere, international cooperation and other areas of public administration. The mechanisms for the formation and implementation of state policies within the system of the Ministry of Defence of Ukraine are also substantiated, and problematic aspects of the legal and institutional support for this activity are identified. The results of the research may be useful for public authorities involved in the formation and implementation of state policies in the field of national security and defence, researchers and specialists in the fields of military security, public administration and defence management, as well as for use in processes aimed at improving strategic planning and the regulatory legal support for the activities of Ukraine's security and defence sector.

Keywords: state policy, Ministry of Defence of Ukraine, national security, military security, defence policy, public administration, security and defence sector, strategic documents, interagency cooperation.

Introduction

The current conditions of the security environment, characterised by the high dynamics of military-political processes, the growing role of interagency cooperation and the need for state institutions to adapt rapidly to new threats, bring to the fore the issue of improving the mechanisms for the formation and implementation of state policies in the field of national security and defence. Under these conditions, the Ministry of Defence of Ukraine (MoD of Ukraine) is one of the main subjects of public administration, entrusted with both the formation and implementation of a significant number of state policies covering not only the traditional sphere of defence, but also related areas – information security, cybersecurity, mine action, critical infrastructure security, international defence cooperation and others.

The legal and institutional foundations for the activities of the MoD of Ukraine in this field are determined by a number of legislative and subordinate legal acts [1–3]. At the same time, the modern public administration system is witnessing an expansion of the range of policies in the implementation of which the MoD of Ukraine acts not only as a direct implementer, but also as a co-implementer or coordinator within interagency cooperation. This necessitates a scientific understanding of the structure of such policies, the determination of their place in the public administration system and the clarification of the role of the MoD of Ukraine in the processes of their formation and implementation.

A specific feature of the modern public administration model in the field of security and defence is the multi-level nature of policy formation, whereby strategic frameworks are defined by laws and decrees of the President of Ukraine, further detail is provided through subordinate legal acts of the government, and practical implementation is ensured through action plans, state programmes and departmental management mechanisms. Under such conditions, the systematisation of state policies in whose implementation the MoD of Ukraine participates, as well as the determination of their functional and subject-matter structure, becomes particularly important.

In view of the above, the aim of the article is to analyse and systematise the state policies whose formation and implementation are assigned to the MoD of Ukraine, as well as to develop approaches to their classification, taking into account the functional role of the Ministry of Defence of Ukraine in the public administration system. Achieving this aim involves examining the regulatory legal foundations for the activities of the MoD of Ukraine, identifying the main groups of state policies in this field and substantiating approaches to their structured analysis.

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Literature Review

The issue of forming and implementing state policy in the field of national security and defence is widely studied in both Ukrainian and foreign scientific literature. The theoretical foundations of state policy are examined in the works of Ukrainian scholars, where state policy is interpreted as a systemic process of developing and implementing management decisions, which includes problem identification, goal setting, the selection of instruments and the evaluation of results [4].

In [5, 6], emphasis is placed on the state policy cycle, which includes the stages of agenda setting, policy development, decision-making, implementation and evaluation. These approaches constitute the methodological basis for analysing the functional role of the MoD of Ukraine in the public administration system.

In [7], the principles of democratic civilian control and effective governance of the defence sector are considered, which is important for understanding the institutional role of defence institutions. At the same time, the recommendations of international organisations, in particular the OECD [8], define modern approaches to the evaluation of state policies based on the principles of efficiency, effectiveness and accountability.

In the Ukrainian context, considerable attention is paid to the regulatory legal foundations for the formation and implementation of state policy in the field of national security and defence. Legislative acts of Ukraine define the powers of the MoD of Ukraine as the main body within the system of central executive authorities that ensures the formation and implementation of state policy in the military sphere [2, 3]. This creates the legal basis for analysing the functional role of the MoD of Ukraine.

In [9–11], approaches to the classification, description and evaluation of policies are considered, which directly correlates with the aim of this research.

At the same time, insufficient attention has been paid in the scientific literature to the systemic classification of state policies in which the MoD of Ukraine is a subject of formation, implementation or co-implementation. Existing studies usually focus either on individual sectoral policies or on general approaches to public administration, which necessitates further scientific elaboration of this issue and determines the relevance of the conducted research.

Methodological Framework

The methodological framework of the research is based on combining the provisions of the systems approach, public administration theory, institutional analysis and modern approaches to the study of policies in the field of national security and defence. The starting point is the consideration of state policy as an integrated system of management decisions and mechanisms for their implementation, formed within the defined institutional powers of public authorities. In this context, the MoD of Ukraine is considered as a key subject of public administration that ensures the formation and implementation of state policy in the military sphere, the field of defence and military development, and also participates in the implementation of a number of intersectoral state policies.

The theoretical framework of the research consists of scientific provisions in the fields of public administration, security studies and defence management, which consider state policy as an integrated management cycle that includes problem identification, policy formation, the adoption of management decisions, their implementation, monitoring and evaluation of effectiveness. This approach makes it possible to analyse state policies not only from the standpoint of their regulatory legal consolidation, but also in the context of their institutional support, implementation mechanisms and interaction between subjects of public administration.

The methodological toolkit of the research is based on the use of a set of mutually complementary scientific methods. The systems approach was applied to consider the body of state policies in the field of defence as a complex multi-level system functioning within Ukraine’s security and defence sector. Structural and functional analysis was used to determine the role and functions

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of the MoD of Ukraine in the processes of forming and implementing state policies. The legal analysis method made it possible to examine the regulatory legal foundations of the activities of the MoD of Ukraine, in particular the provisions of laws of Ukraine, decrees of the President of Ukraine, resolutions of the Cabinet of Ministers of Ukraine and strategic documents in the field of security and defence.

In addition, the research used methods of classification, generalisation and comparative analysis, which made it possible to systematise state policies whose formation and implementation are assigned to the MoD of Ukraine and to determine their main groups according to functional and subject-matter criteria. The application of these methods made it possible to form a generalised model for classifying state policies in the system of the MoD of Ukraine and to substantiate approaches to analysing the mechanisms of their formation and implementation under the modern conditions of Ukraine's security and defence sector development.

Results and Discussions

The Ministry of Defence of Ukraine is a key executive authority in the framework of forming and implementing state policies in the military sphere, the field of defence and military development. Its status as the main body with the relevant functions is enshrined simultaneously in legislation and subordinate regulation [1–3].

As the main body of defence policy, the MoD of Ukraine not only implements but also ensures the formation of policies, in particular state policy in the field of defence, state policy on national security in the military sphere, the field of defence and military development, as well as policy on national resistance [1].

In addition, the MoD of Ukraine performs a mixed role: in a number of policies, it is defined as an implementer or coordinator "within its powers" (for example, in the fields of information security, cybersecurity and the protection of state secrets), while in others it acts as a co-implementer / participant through planning documents, interagency bodies or special procedures (mine action, critical infrastructure security, sanctions policy, maritime security, de-occupation and reintegration). The relevant strategic documents approved by decrees of the President of Ukraine often set the policy framework and establish the government's obligation to approve implementation plans with the designation of implementers.

The legal model of "assigning" state policies to the MoD of Ukraine in the Ukrainian legal system is multi-level: the general framework is defined by laws, further detail is provided by subordinate legal acts (primarily the Regulation on the MoD of Ukraine), and the specification of measures and implementers is provided by strategic documents / plans for their implementation, budget programmes and departmental acts. At the level of laws, [1] is of key importance, as it establishes that the MoD of Ukraine is the main body within the system of central executive authorities (CEAs) which ensures the formation and implements state policy on national security in the military sphere, the fields of defence and military development, and also defines its competencies regarding defence planning and the principles of military, military personnel and military-technical policy.

In parallel, [2] defines the basic functions of the MoD of Ukraine concerning the implementation of state policy in the field of defence and ensuring the functioning, combat capability and readiness of the Armed Forces of Ukraine.

Taken together, these provisions create the basis for concluding that, in the defence sphere, the MoD of Ukraine performs a dual function: political and regulatory (formation) and managerial and executive (implementation).

Subordinate legal specification is reflected in [3], which establishes the status of the MoD of Ukraine as the main body for the formation and implementation of policy in the military sphere, defence and military development, and details its functions (rule-making, coordination, planning,

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management and control). Meanwhile, individual policies are placed within intersectoral regimes.

The classification of state policies relevant to the MoD of Ukraine is appropriate in two mutually complementary dimensions. The first is functional, namely "formation", "implementation" or "participation" (as a co-implementer / coordinator within a specific segment).

The second is subject-matter based: grouping by areas (national security and defence; the humanitarian block; technologies and innovations; international relations and sanctions; others). Such a two-dimensional classification makes it possible to avoid the mistake of treating everything as defence policy and, simultaneously, explains why some policies outside traditional defence still have an implementer or co-implementer in the MoD of Ukraine – due to a special regime, professional competence, martial law, infrastructure criticality or integration into strategy implementation plans. A classification option for state policies whose formation and implementation are assigned to the MoD of Ukraine is provided in Table 1.

The mechanism for forming state policies in the MoD of Ukraine is an integrated management cycle: from identifying a problem (threats, capability gaps, institutional deficiencies) to a rule-making decision, an implementation plan, resource provision, execution, control and correction (Fig. 1). Its specific feature is that policy formation is closely linked to defence planning and capability development programming.

In policy formation, rule-making instruments predominate: preparing draft laws and subordinate legal acts, participating in the preparation of decrees, developing departmental documents, as well as preparing proposals for strategic documents. The Regulation on the MoD of Ukraine contains provisions on the functions of developing and submitting draft regulatory acts, participating in strategic planning in the fields of national security and defence, and exercising coordination and control within its competence.

Policy implementation in the defence sector has specific "carriers": defence programmes and projects, the state defence order / defence procurement as a policy and management instrument combining needs, planning, budget and contracting, mobilisation training and national resistance instruments, management of military education and science, as well as internal accountability mechanisms (internal audit, anti-corruption programmes).

Interagency cooperation in policies where the MoD of Ukraine is the main body or a co-implementer has different "architectures". In strategic-level policies (military security, information security, state security, maritime security), the key role belongs to decrees of the President of Ukraine that enact decisions of the National Security and Defence Council of Ukraine and oblige the government to form an implementation plan; the MoD of Ukraine is the lead implementer in the part concerning defence capabilities and support for implementation, or a co-implementer in cross-sectoral measures.

The issue of determining the list of policies for the MoD of Ukraine reveals several persistent risks:

1. Fragmentation of legal consolidation: for some policies, the role of the MoD of Ukraine is established without a direct marker of "forms / implements", instead through participation in implementing strategy implementation plans or through general functions "within its competence". This increases the risk of divergent interpretations regarding responsibility, the limits of powers and criteria for evaluating effectiveness.

2. Terminological and instrumental heterogeneity: strategic documents often use similar but not identical formulas, which complicates the development of a "policy passport" and the determination of its key performance indicators.

3. Excessive burdening of the MoD of Ukraine with intersectoral policies without formalising coordination and resourcing mechanisms.

4. Increased vulnerability to corruption risks and reputational losses.

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Table 1. Classification of state policies (✓ – the MoD of Ukraine ensures the relevant function as the main subject or one of the main subjects; △ – the MoD of Ukraine participates / acts as a co-implementer within its competence)

Group of State Policies	State Policy Title	Formulates	Implements
National Security and Defence	State policy in the field of defence	✓	✓
	State policy on national security in the military sphere, the fields of defence and military development	✓	✓
	Military, military personnel and military-technical policies	✓	✓
	State policy on national resistance	✓	✓
	State information policy in the field of defence	△	✓
	State policy on defence issues related to the use of Ukrainian airspace and the protection of state sovereignty		✓
	State policy in the field of mine action	△	△
	State policy in the field of critical infrastructure security	△	△
	State policy in the field of state security		△
Technology and Innovation	State space policy	△	△
	State policy in the information sphere		△
	State policy in the field of cybersecurity		✓
	State policy on digital development / state policy in the field of digital development of innovation activities		△
	State policy in the field of information security		✓
	State policy in the field of scientific and scientific-technical activity		△
Humanitarian Policy	State policy in the field of education		△
	State policy in the field of higher education		△
	State policy in the field of strengthening Ukrainian national and civic identity		✓
	State policy in the field of physical culture and sport		△
	State anti-corruption policy		✓
	State policy in the field of health care		✓
International Relations and Sanctions	Policy on the de-occupation and reintegration of the temporarily occupied territory of the Autonomous Republic of Crimea and the city of Sevastopol		△
	State policy in the field of Ukraine's maritime security	△	△
	State sanctions policy	△	△
	State policy in the field of foreign relations		△
Other	State regulatory policy in the field of economic activity		△
	State policy in the field of security of restricted-access information		✓
	State policy in the field of state secret security		✓
	State policy on electronic document management		✓
	Environmental policy		△

Conclusion

Thus, the two-dimensional model for classifying state policies proposed in the article, which combines functional (formation, implementation) and subject-matter (sectoral) approaches, has made it possible to organise the body of policies in which the MoD of Ukraine is the main subject or a co-implementer. This approach ensures a clearer definition of roles and responsibilities, contributes to improving the transparency of management processes and creates a basis for further improving strategic planning mechanisms in the security and defence sector.

It has been proven that the mechanism for forming and implementing state policies in the system of the MoD of Ukraine has an integrated, cyclical character and includes the stages of problem identification, rule-making support, planning, resource provision, implementation, control and correction.

Meanwhile, it has been established that the effectiveness of this mechanism largely depends on the quality of regulatory legal governance, the coherence of interagency procedures and the availability of clearly defined coordination instruments.

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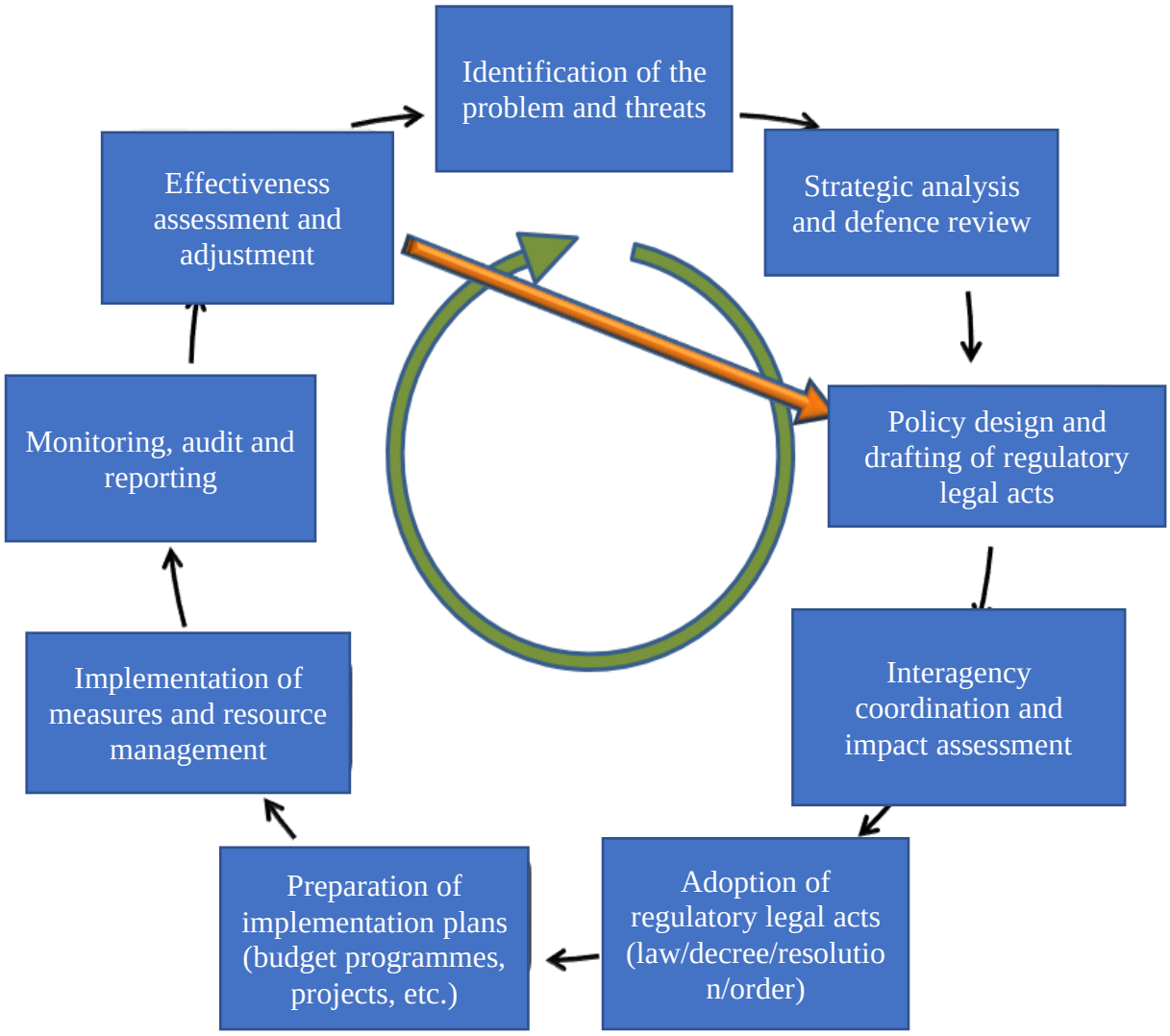


Figure 1. Mechanism for the Formation of State Policies

At the same time, the research has identified a number of problematic aspects, among which the key ones are the fragmented legal consolidation of the role of the MoD of Ukraine in certain state policies, the terminological heterogeneity of strategic documents, the insufficient formalisation of interagency cooperation mechanisms, as well as increased risks of managerial inconsistency and corruption manifestations in complex multi-actor policies.

Conflict of Interest

One of the authors of the article is a member of the editorial board.To avoid a conflict of interest, the editorial process was conducted by Oleh Semenenko.

Recommendations

The materials of the article may be of practical and scientific interest to officials of public administration bodies in the field of national security and defence, in particular the leadership and specialists of the MoD of Ukraine and the General Staff of the Armed Forces of Ukraine who are involved in the formation, implementation and evaluation of state defence policies, to scientific and academic staff in the fields of public administration, military security and defence management, as well as to analysts of the security and defence sector, experts in strategic planning, capability development and the reform of defence institutions who use process-based and results-oriented approaches in their activities.

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Класифікація державних політик, формування та реалізацію яких покладено на Міністерство оборони України

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Анотація. Актуальність дослідження зумовлена необхідністю системного осмислення ролі Міністерства оборони України у формуванні та реалізації державних політик у сфері національної безпеки і оборони, а також потребою упорядкування їхньої класифікації в умовах трансформації безпекового середовища та інституційних змін, спричинених широкомасштабною війною. Зростання кількості міжгалузевих політик, у реалізації яких бере участь сектор оборони, а також багаторівнева правова модель їх закріплення вимагають наукового аналізу функціональної ролі Міністерства оборони України як суб'єкта формування, реалізації або співвиконання державної політики. У дослідженні використано комплекс загальнонаукових і спеціальних методів. Зокрема застосовано системний підхід для аналізу структури державних політик у сфері оборони та безпеки, структурно-функціональний аналіз для визначення ролі Міністерства оборони України у процесах формування і реалізації політик, метод правового аналізу для дослідження нормативно-правової бази, а також методи класифікації та узагальнення для формування систематизованої моделі державних політик, до яких залучене Міністерство оборони України. Основні результати дослідження полягають у розробленні системної класифікації державних політик, формування та реалізацію яких покладено на Міністерство оборони України. Запропоновано двовимірну модель класифікації, що поєднує функціональний підхід (формування політики, реалізація політики, участь у реалізації) та предметний підхід (групування політик за сферами державного управління). Визначено основні групи політик, у яких Міністерство оборони України є головним суб'єктом або співвиконавцем, зокрема політики у сфері національної безпеки і оборони, технологій та інновацій, гуманітарної сфери, міжнародної взаємодії та інших напрямів державного управління. Також обґрунтовано механізми формування і реалізації державних політик у системі Міністерства оборони України та визначено проблемні аспекти правового та інституційного забезпечення цієї діяльності. Результати дослідження можуть бути корисними для органів державної влади, які беруть участь у формуванні та реалізації державних політик у сфері національної безпеки і оборони, науковців і фахівців у галузі воєнної безпеки, державного управління та оборонного менеджменту, а також для використання у процесах удосконалення стратегічного планування та нормативно-правового забезпечення діяльності сектору безпеки і оборони України.

Ключові слова: державна політика, Міністерство оборони України, національна безпека, воєнна безпека, оборонна політика, державне управління, сектор безпеки і оборони, стратегічні документи, міжвідомча взаємодія.