
The state military and economic resilience in the context of modern threats to the national security of Ukraine

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Abstract

The article is dedicated to the research of the Ukraine's military and economic resilience (MER) under the conditions of a prolonged military conflict and modern challenges to national security. The emphasis is placed on the main results analysis of the scientific works by the National Institute for Strategic Studies: "Current Challenges and Threats to Ukraine's Economic Security under Martial Law" and "Ukraine's Economic Security in Conditions of Prolonged War". This highlights the key aspects of ensuring MER, in particular, the need to improve the regulatory framework that defines the principles of strategic planning, resource mobilisation, protection of critical infrastructure, and coordination between the defence sector and the economy. The work focuses on the multifactorial nature of modern threats, including military, economic, social, and others, which interact and reinforce each other. The challenges for the Ukrainian economy arising from the conditions of prolonged war are analysed, including inflation, budget deficit, dependence on agricultural products and metallurgy export, as well as insufficient economy diversification. In this context, ways to enhance MER are proposed by adapting legislation to modern challenges, including through production potential development, the economic mobilisation mechanisms implementation, and international assistance engagement. Particular attention is paid to the study of recommendations for ensuring macroeconomic stability, enhancing social security, developing the defence and industrial complex, strengthening the financial system, diversifying foreign economic relations, and restoring critical infrastructure. The author highlights general directions for improving recommendations on determining the main ways to enhance Ukraine's MER in the face of modern challenges and threats to national security, in the analysed provisions context of the National Institute for Strategic Studies' scientific works and also emphasizes the importance of coordination between state structures, the private sector, and international partners. The research findings underline the necessity of implementing a systematic risk management approach and the state's resilience economy, considering the best global practices. This will enable Ukraine not only to respond effectively to modern challenges but also to lay the foundation for long-term economic development and the strengthening of national security.

Key words: military and economic resilience, economic security, military security, challenges, threats, regulatory framework.

Introduction

In the context of modern challenges and threats to national security, caused by prolonged military conflict, hybrid attacks, economic pressure, and instability, there is an urgent need to identify the main ways to enhance Ukraine's MER in the face of modern challenges and threats to national security. Legal regulation in this area is an important tool that defines the principles of strategic

planning, resource mobilisation, critical infrastructure protection, and coordination between the defence and economic sectors, allowing for a prompt response to challenges, coordinated interaction between the economic and defence sectors, and also increasing the level of integration with international partners. Therefore, the current conditions of Ukraine's development require the legislation improvement, which is the foundation for the mechanisms functioning ensuring the state's resilience in the modern conditions of enhancing national security. Thus, under the current conditions of prolonged military aggression and numerous challenges to national security, the Ukraine's MER ensuring issue is one of the most pressing.

Theoretical background

Research on ensuring Ukraine's MER emphasises the importance of key factors such as resource availability, mobilisation capabilities, energy security, infrastructure resilience, and financial stability. In contemporary scientific works on this issue, the consideration of these aspects is the foundation for the effective economic functioning and the state's defence capabilities enhancement during wartime. Thus, among international researchers on this issue, significant contributions were made by: E. Greitens (Greitens E., 2018), (research on the interconnection of national security and economic resources); B. Buzan (Buzan, B., Waeber, O., de Wilde, J., 1998) (analysis of military and economic security in a societal context); D. Nye (Nye J. S., 2007) (implementation of the concept of 'soft power'); M. Porter (Porter M., 2019) (use of competitive strategy to assess defence and industrial potential); F. Fukuyama (Fukuyama F., 2007) (study of the role of innovation and technology in ensuring national security); M. Mann (Mann M., 2014) (study of the impact of global economic interdependence). Ukrainian researchers have also made a significant contribution to this topic development: L. Shemaieva, A. Onofriychuk, V. Onofriychuk focused on methodological approaches to ensuring MER in crisis conditions; A. Onofriichuk proposed a conceptual framework for institutional support of MER; S. Bohuslavets (Bohuslavets A. V., 2020) systematized quantitative models for assessing MER; S. Pyrozhekov developed practical recommendations for minimizing economic security risks; the NISS scientific work outlined challenges to economic security and proposed strategies for integrating economic and military components; O. Reznikova (Reznikova O., 2017) analysed measures for resilience to terrorist threats; T. Brezhneva (Brezhneva T., 2017) explored the role of resilience as a strategic element of NATO defence.

Each of the studies makes a unique contribution to the understanding and practical provision of MER, combining theoretical models with specific recommendations to enhance Ukraine's defence capability and its economic stability in the face of modern challenges. However, only in the works of the National Institute for Strategic Studies, 'Current Challenges and Threats to Ukraine's Economic Security under Martial Law' and 'Ukraine's Economic Security in the Conditions of Prolonged War', was an attempt made to assess and identify the current challenges and threats to Ukraine's national security. Instead, the general recommendations provided in their works require specification of possible ways to ensure them.

The recommendations disclosure for enhancing Ukraine's military and economic resilience in the context of existing scientific research and identification of their main legal implementation ways.

Result and Discussion

The scientific work prepared by the National Institute for Strategic Studies, 'Current Challenges and Threats to Ukraine's Economic Security under Martial Law', is dedicated to analysing the modern challenges and threats facing Ukraine, particularly in the context of war, economic instability, and global crisis phenomena. The study identifies key threats, including military challenges (prolonged military actions, infrastructure destruction, increased cyberattacks), economic threats (inflation, budget deficit, loss of export markets), and social challenges (population migration, unemployment,

rising inequality). Particular attention is paid to the multidimensional nature of these threats, which interact and reinforce each other. The feature of the work is that the authors propose integrating advanced analytical tools for monitoring and forecasting crisis situations, as well as proposing the adaptive resilience concept.

In contrast, the scientific work “Economic Security of Ukraine in Conditions of Prolonged War” reveals the challenges facing Ukraine’s economy in wartime conditions and highlights the main ways to overcome them. The authors analyse the impact of military actions on key economic processes, highlight the main risks to economic security, and formulate general recommendations for ensuring economic resilience in the prolonged crisis context. It is noted, among other things, Ukraine’s significant dependence on the agricultural products and metallurgy export, which creates additional risks in the disrupted logistics chains context, the insufficient economic diversification level, and the dependence on the import of critically important goods. The formation of economic mobilisation mechanisms is advisable to support the state’s defence capability, strengthen international cooperation to expand participation in international aid programs, enhance the foreign investments engagement, and increase digitalization to implement relevant technologies in the financial and management systems to improve resource management efficiency.

One of the results of the scientific work “Current Challenges and Threats to the Economic Security of Ukraine under Martial Law” is the distribution of recommendations by priority levels, which demonstrates the share of each priority in the total volume of measures. The presented pie chart (Fig. 1) illustrates the share of each priority level among them, aimed at enhancing Ukraine’s ME. All priorities are assessed on a scale from 1 (minimum) to 5 (highest).

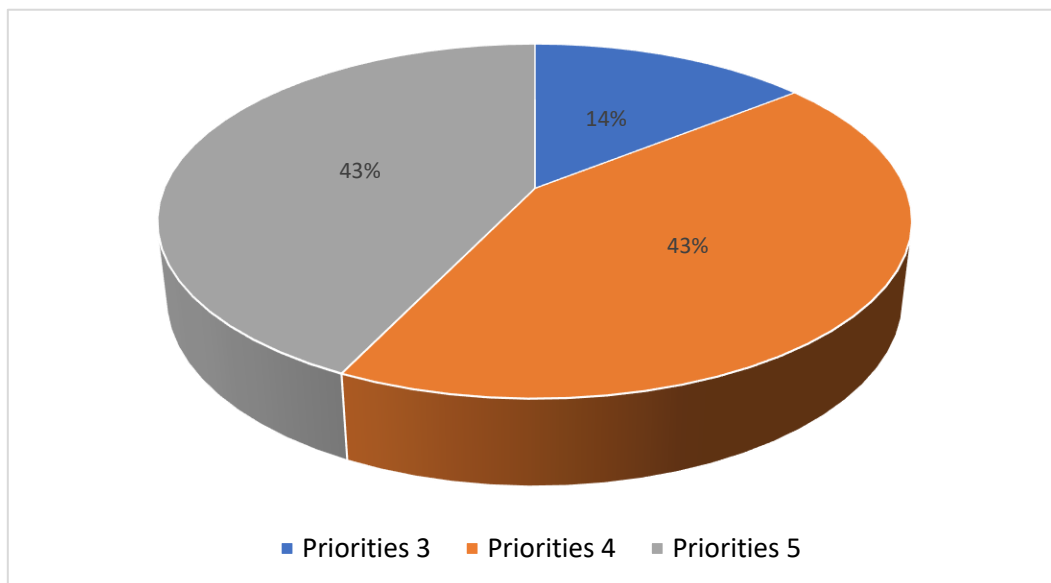


Figure 1 – Distribution of generalized recommendations by priority levels (Greitens E., 2018)

Table 1 provides a concise list of the recommendations given.

Priorities 5 and 4 constitute the overwhelming majority (86%), emphasizing the focus on the most critical aspects of stabilization and recovery, whereas food security (Priority 3) received less emphasis, likely due to the current high resilience of this sector.

The main strategy is to maintain short-term stability (macroeconomics, social security) alongside long-term development (finance, production, innovation). This distribution demonstrates that there is an emphasis on using a comprehensive approach to addressing military and economic challenges, ensuring a balance between urgent and prospective measures.

Table 1 – Analysis of the main results of the scientific work “Current challenges and threats to Ukraine’s economic security under martial law”

Priorities	Recommendations	Reason for high priority
Priority 5 (Highest): Share: ~43%	Ensuring macroeconomic stability, enhancing social security	Macroeconomic stability is critical to avoiding economic collapse during wartime. Social security supports the stability of society, especially in the face of growing social challenges (population displacement, unemployment).
Priority 4 (High): Share: ~43%	Development of production potential, strengthening of the financial system, support for external economic security, ensuring investment and innovation security.	Production potential ensures strategic independence. The financial system is the foundation for long-term stability. External economic security reduces dependence on unstable international markets. Investment and innovation security promotes economic modernization and enhances its competitiveness.
Priority 3 (Medium): Share: ~14%	Ensuring food security	Food security, although important, requires less effort compared to other areas, as Ukraine's agricultural sector remains relatively resilient even in wartime conditions. A significant portion of food needs is met through export deliveries and international support.

Source: (Current challenges and threats)

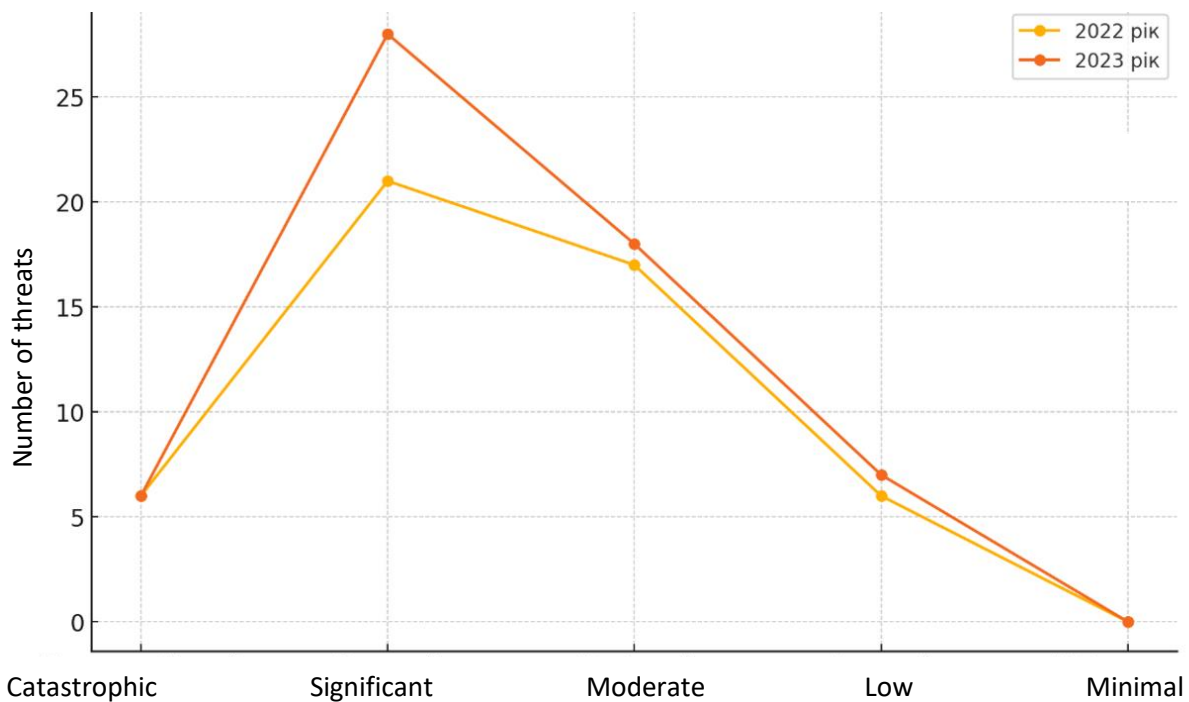


Figure 2 – Trends in threat levels (Buzan, B., Waever, O., de Wilde, J., 1998)

The linear diagram shown in Figure 2 illustrates changes in the number of threats at different impact levels (from minimal to catastrophic) in the years 2022 and 2023 (Economic security of Ukraine). The main threats levels include catastrophic, significant, moderate, low, and minimal (Table 2).

Table 2 – Analysis of the main results of the scientific work 'Economic Security of Ukraine in Conditions of Prolonged War'

Levels	Number of threats	Brief analysis
Catastrophic	6 in 2022 and 6 in 2023 (stable)	The constant number of threats at this level indicates the persistence of the most critical challenges to national security (e.g., military actions, infrastructure destruction, energy crisis). These threats require strategic and urgent actions, but their elimination may be complicated by external factors.
Significant	Increased from 21 in 2022 to 28 in 2023 (+33%)	This is the largest increase among all threat levels, indicating an escalation of the new threats impact or the intensification of existing ones. Possible examples: increased economic pressure, cyberattacks, restrictions on access to international markets. Such dynamics indicate the need to strengthen response systems.
Moderate	Increased from 17 in 2022 to 18 in 2023 (+1 threat)	The slight increase indicates the stability of medium-impact threats. Such threats, although less critical, can affect society and the economy in the long term if not addressed in a timely manner.
Low	Increased from 6 in 2022 to 7 in 2023 (+1 threat)	Low-level threats remain insignificant, but their increase may indicate the emergence of new challenges. They require monitoring to prevent their transition into higher categories.

Source: (Economic security of Ukraine)

The above analysis underscores the importance of developing a dynamic approach to responding to varying levels of impact, and the prioritization in the recommendations indicates that the focus is on macroeconomic stability and social security (Priority 5), ensuring financial, production, and foreign economic resilience (Priority 4). *To optimize the relevant ways of enhancing the military and economic resilience of the state, the authors of this scientific work propose the following recommendations (Table 3):*

1. Ensuring macroeconomic stability (Priority 5)

Control over inflation and exchange rate: develop an inflation targeting policy using monetary stability instruments, as well as strengthen support for the national currency by stimulating exports and attracting foreign exchange reserves.

Reforming the tax system: implement an incentivizing tax policy for businesses, especially in strategic sectors (energy, defence, agriculture), and reduce bureaucratic pressure on small and medium-sized enterprises.

2. Enhancing social security (Priority 5)

Support for vulnerable populations: ensure targeted assistance for internally displaced persons and families affected by military actions and expand temporary employment programs for people who lost their jobs due to the war.

Investments in education and healthcare: increase funding for vocational training programs for employment in critical economy sectors and ensure access to basic medical services in regions affected by hostilities.

3. Development of production potential (Priority 4)

Support for industrial enterprises: encourage enterprises to produce high value-added products and introduce state subsidies for enterprises operating in the defence industry.

Infrastructure projects: implement large-scale infrastructure programs to restore damaged transportation, energy, and industrial facilities.

4. Strengthening the financial system (Priority 4)

Banking sector reform: increase the transparency of the banking system to restore public trust in banks, as well as introduce deposit insurance mechanisms for citizens.

Access to financing: ensure the availability of loans for small and medium-sized businesses at reduced rates.

5. Support for external economic security (Priority 4)

Diversification of export markets: expand trade relations with EU, Asian, and African countries; support producers who can enter international markets; strengthen strategic partnerships, and utilize assistance from international financial organizations (IMF, World Bank) for funding recovery projects.

6. Enhancing food security (Priority 3)

Development of the agricultural sector: ensure access for farmers to fertilizers, fuel, and equipment, as well as provide state crop insurance programs.

Logistical solutions: restore food exports through alternative routes, including rail transport and ports of neighbouring countries.

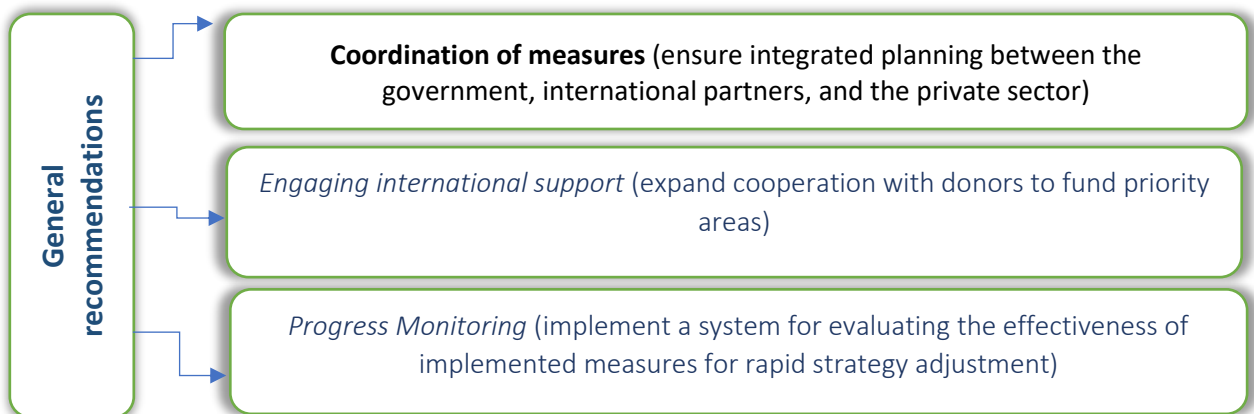


Figure 2 – General directions for improving recommendations to enhance Ukraine’s MER under current challenges and threats to national security in the context of the scientific work “Current Challenges and Threats to Ukraine’s Economic Security under Martial Law”

(Source: authors' position).

According to the authors, the above recommendations are aimed at stabilizing the current situation, strengthening critical economy sectors, and preparing for Ukraine’s long-term resilience in the face of modern challenges.

Meanwhile, in the context of the scientific work “Economic Security of Ukraine in Conditions of Prolonged War” for optimizing ways to enhance the state military and economic resilience, the authors of this scientific work propose the following recommendations (Table 4):

1. Response to catastrophic threats

The constant number of catastrophic threats indicates the presence of stable and serious challenges (military actions, critical infrastructure, energy sector); therefore, to strengthen defence capabilities, it is advisable to: invest in the new defence technologies development (military drones, air defence); enhance international cooperation to ensure the supply of weapons and equipment; to improve the protection of critical infrastructure: implement modern monitoring and protection systems for infrastructure (energy sector, transport, communication); create backup energy supply sources to ensure stability; to improve planning in emergency situations – develop national and regional action plans in case of catastrophic events.

2. Managing Significant Threats

The growth of ‘significant threats’ (+33%) indicates an escalation of challenges that could become catastrophic without timely response. To improve the situation, it is advisable to enhance

the following areas functioning: ensuring cybersecurity – create a centralized platform for detecting and neutralizing cyberattacks on state and private structures; provide training for state institution personnel on the basics of cybersecurity; increase economic resilience – implement measures to reduce dependence on imports of critical goods and stimulate the national production development.

3. *Deterring moderate and low threats*

The slight increase in these threats indicates new challenges that do not yet have a serious impact but may complicate the situation in the future. Therefore, it is advisable to improve the functioning of the following areas, namely: enhance early detection and monitoring – create monitoring systems to assess new risks (food security, environmental challenges, social instability), regularly update risk databases to identify trends; improve support for local initiatives – provide resources to regional authorities to counter local threats.

4. *Prevention of threat escalation*

To prevent the risk development from moderate and significant threats into the category of catastrophic, it is advisable to integrate early warning systems – implement automated data analysis systems to assess the probability of threat escalation; improve crisis management – introduce training for government structures on responding to various threat scenarios, as well as ensure reserve funds for the rapid resolution of crisis situations.

5. *Improvement of international cooperation*

The lion's share of threats, especially significant and catastrophic ones, depend on the international context. Therefore, to prevent and minimize the consequences of their impact, it is advisable to expand strategic partnerships by attracting assistance from international donors to reduce the impact of economic and social threats; organize multilateral exercises with partners to prepare for joint responses to threats.

The above recommendations are aimed at minimizing the consequences of threats at all levels, preventing their escalation, and creating a comprehensive security system.

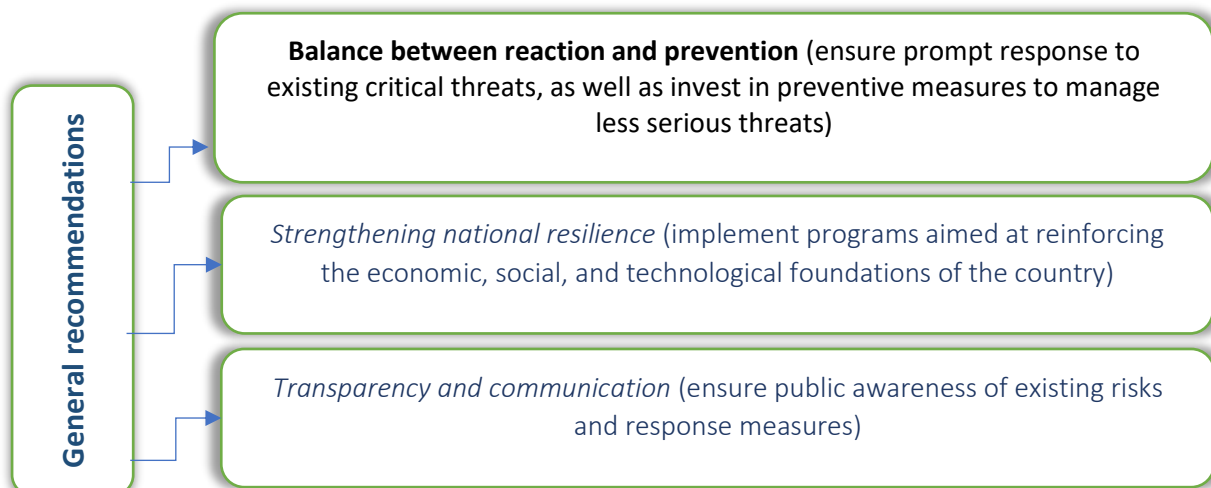


Figure 3 – General directions for improving recommendations on enhancing Ukraine's MER in the face of modern challenges and threats to national security in the context of the scientific work "Economic Security of Ukraine in Conditions of Prolonged War"

Source: authors' position

Table 3 – Recommendations for determining the main ways to enhance Ukraine’s MER in the context of current challenges and threats to national security in the framework of the scientific work “Current Challenges and Threats to the Economic Security of Ukraine under Martial Law”

	Regulatory legal acts
1. Ensuring macroeconomic stability	<p><i>Budget Code of Ukraine</i> (it is necessary to review the norms regulating the formation and use of the state budget, especially in terms of financing critical sectors (defence, energy sector, social support)).</p> <p><i>Law of Ukraine 'On the National Bank of Ukraine'</i> (strengthen the regulatory role of the NBU under martial law to control the foreign exchange market, inflation, and maintain financial stability).</p> <p><i>Tax Code of Ukraine</i> (improve taxation mechanisms by introducing incentives for strategically important sectors, such as the defence industry and infrastructure construction).</p>
2. Enhancing social security	<p><i>Law of Ukraine 'On State Social Assistance to Low-Income Families'</i> (update the criteria for assessing social assistance for internally displaced persons (IDPs) and other affected categories).</p> <p><i>Law of Ukraine 'On Employment of the Population'</i> (expand the provisions for creating temporary employment programs for individuals who have lost their jobs).</p> <p><i>Law of Ukraine 'On Mandatory State Social Insurance'</i> (implement additional guarantees for individuals affected by military actions (e.g., compensation for loss of earnings)).</p>
3. Development of production potential	<p><i>Law of Ukraine 'On Investment Activity'</i> (amendments regarding state support for investors who invest in the restoration of infrastructure and strategic industries).</p> <p><i>Law of Ukraine 'On the Development and State Support of Small and Medium Enterprises in Ukraine'</i> (establish preferential conditions for manufacturing enterprises in regions affected by hostilities).</p> <p><i>Law of Ukraine 'On the Defence and Industrial Complex of Ukraine'</i> (strengthen support for defence industry enterprises through state orders and subsidies).</p>
4. Strengthening the financial system	<p><i>Law of Ukraine 'On Banks and Banking Activity'</i> (introduce additional norms for deposit insurance of the population during martial law).</p> <p><i>Law of Ukraine 'On Financial Services and State Regulation of Financial Services Markets'</i> (enhance control over the activities of financial institutions to prevent fraud and ensure transparency).</p> <p><i>Law of Ukraine 'On Insurance'</i> (expand insurance risk opportunities for businesses and the population).</p>
5. Support for Foreign Economic Security	<p><i>Customs Code of Ukraine</i> (simplification of customs procedures for strategic goods (equipment, raw materials) and export-oriented industries).</p> <p><i>Law of Ukraine 'On Foreign Economic Activity'</i> (diversification of export markets by introducing incentives for enterprises entering new markets).</p> <p><i>Law of Ukraine 'On State Export Control'</i> (establishing a priority for the export of strategically significant products (including defence)).</p>
6. Ensuring food security	<p><i>Law of Ukraine 'On State Support of Agriculture of Ukraine'</i> (introduce state subsidies for small farms).</p> <p><i>Law of Ukraine 'On Grain and the Grain Market in Ukraine'</i> (include provisions for ensuring a food reserve fund).</p> <p><i>Law of Ukraine 'On Logistics and Infrastructure of the Agricultural Sector'</i> (expand the legislative framework for alternative ways of exporting agricultural products).</p>

Source: authors' position

Therefore, to implement these recommendations, it is necessary to conduct a comprehensive legislation review, namely to create a working group to systematise changes in

regulatory legal acts considering the wartime challenges; to implement regional programs to adapt regulatory provisions to the needs of specific regions affected by hostilities, as well as to engage the public (conducting consultations with public organizations, businesses, and experts to form relevant changes).

Table 4 – Recommendations for determining the main ways to enhance Ukraine’s MER in the face of current challenges and threats to national security in the context of the scientific work ‘Economic Security of Ukraine in Conditions of Prolonged War’

	Regulatory legal acts
1. Response to catastrophic threats	<p><i>Law of Ukraine ‘On the Legal Regime of Martial Law’</i> (expand provisions regarding the protection of critical infrastructure and energy security, as well as provide clear mechanisms for interaction between military and civilian structures).</p> <p><i>The Law of Ukraine ‘On the Fundamentals of National Security of Ukraine’</i> (to specify threats in the field of national security, considering cyberattacks, energy dependence, and international pressure, as well as to establish priority directions of state policy in the field of responding to catastrophic threats).</p> <p><i>The Law of Ukraine ‘On Civil Protection’</i> (to supplement with provisions regarding management in conditions of mass emergencies related to war).</p> <p>The Civil Protection Code of Ukraine (introduce norms to enhance the protection of the population under conditions of critical threats (shelters, evacuation, communication)).</p>
2. Managing Significant Threats	<p>The Law of Ukraine ‘On the Basic Principles of Ensuring Cybersecurity of Ukraine’ (improve mechanisms for early detection and response to cyberattacks, as well as provide for accountability for neglecting cybersecurity in state institutions).</p> <p><i>Law of Ukraine ‘On Energy Efficiency’</i> (provide measures for the diversification of energy resources and the protection of energy infrastructure).</p> <p><i>Law of Ukraine ‘On Financial Mechanisms for Security Assurance’</i> (supplement with provisions to ensure rapid financing of measures to eliminate significant threats).</p> <p><i>Law of Ukraine ‘On the Defence and Industrial Complex of Ukraine’</i> (expand the mobilisation capabilities of the defence and industrial complex to meet the needs of responding to significant threats).</p>
3. Prevention of escalation of moderate and low threats	<p><i>Law of Ukraine ‘On Local Self-Government in Ukraine’</i> (grant local authorities more powers in monitoring and local response to moderate and low threats).</p> <p><i>Law of Ukraine ‘On Monitoring of Risks and Emergencies’</i> (introduce provisions for early detection of new threats (environmental, food, social)).</p> <p><i>Law of Ukraine ‘On Environmental Safety’</i> (update provisions regarding the prevention of environmental risks associated with military actions (water and soil pollution)).</p> <p><i>Law of Ukraine ‘On State Support of the Agricultural Sector of the Economy’</i> (supplement with provisions on ensuring food security in crisis conditions).</p>
4. Improvement of Strategic Management	<p><i>Law of Ukraine ‘On Strategic Planning’</i> (to provide for mandatory analysis of threats at various levels and the creation of response plans).</p> <p><i>Law of Ukraine ‘On State Defence Procurement’</i> (to establish funding priorities for measures related to preventing significant and moderate threats).</p> <p><i>Law of Ukraine ‘On the Management of State Resources in Crisis Situations’</i> (to introduce mechanisms for resource coordination between central and regional authorities).</p>
5. Strengthening international cooperation	<p><i>Law of Ukraine ‘On International Technical Assistance’</i> (expand opportunities for obtaining financial and technical assistance to eliminate threats of various levels).</p> <p><i>Law of Ukraine ‘On International Cooperation in the Field of Security’</i> (implement mechanisms for joint exercises with NATO’s partners to respond to catastrophic threats).</p> <p><i>Law of Ukraine ‘On Foreign Economic Activity’</i> (expand cooperation opportunities with international companies to ensure technologies in the field of cyber defence and energy).</p>

Source: authors’ position

It should also be considered that the regulatory legal acts governing the economic resilience provision, and the defence capabilities enhancement are often duplicated or contradict each other, complicating coordination between ministries, military structures, and the private sector. The absence of a unified strategic document that integrates economic and defence aspects creates gaps in the planning and measures implementation. Therefore, to enhance the effectiveness of implementing an early warning, response, and threat impact minimization system at any level, one of the priorities may be synchronization with international standards, namely taking into account the experience of NATO and EU countries in implementing threat response systems at various levels, updating crisis legislation, specifically conducting an analysis of all current acts to include crisis management mechanisms, including paying attention to centralization and localization, in the direction of introducing cooperation mechanisms between central government bodies and local administrations.

Conclusions

In the context of modern challenges and threats to national security, caused by prolonged military conflict, hybrid attacks, economic pressure, and instability, there is an urgent need to form an effective regulatory framework to ensure the foundation of Ukraine's MER. Legal regulation in this area is an important element that determines the principles of ensuring macroeconomic stability, enhancing social security, developing production potential, strengthening the financial system, supporting external economic security, ensuring food security, responding to catastrophic threats, managing significant threats, preventing the escalation of moderate and low threats, improving strategic management, as well as strengthening international cooperation.

The research findings emphasize the need for a systematic approach to risk management and resilience, taking into account existing practices, which will not only enhance the effectiveness of responding to current challenges but also lay the foundation for long-term economic growth and strengthening of national security.

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