

UDC 355.58



Yu. Kovalchuk



S. Bielai

**THEORETICAL PRINCIPLES FOR IMPLEMENTING PUBLIC-PRIVATE PARTNERSHIP
IN THE LOGISTIC SUPPORT SYSTEM OF THE UNITS' ACTIVITIES
OF THE NATIONAL GUARD OF UKRAINE**

Theoretical principles for introducing public-private partnerships into the logistics support system for the National Guard of Ukraine formations are studied. It is demonstrated that the problems of introducing mechanisms of public-private partnership in the field of defence capability of the state are of current relevance. It is determined that the use of private organizations to perform assigned tasks allows qualified commercial structures to supply units, thus guaranteeing the most effective and efficient use of resources. The involvement of private partners in NATO operations is also an important factor in increasing the combat capabilities of NATO troops, its member states, and partner countries. It is proven that public-private partnership includes a limited range of combat functions and a wide range of logistics support functions. The need to develop risk-management strategies that fully anticipate the consequences of incorporating public-private partnership elements is justified. Furthermore, the need to compose potential military-response options for situations in which any further use of private partners becomes irrational is substantiated. Prospects for further scholar research are indicated, which will be aimed at developing mechanisms for public-private partnership in peacetime, in case of emergencies, and under conditions of hostilities.

Keywords: *public-private partnership, state-private partnership, military logistics, National Guard of Ukraine, state security, crisis situations, combat operations.*

Statement of the problem. Comprehensive and continuous logistical support of units and subdivisions of the National Guard of Ukraine (NGU) is considered one of the main factors of successful combat operations. The progress and result of the fulfillment of assigned tasks depend on the extent to which and the units and subdivisions will be provided with all the necessary material resources, services, etc., and whether it will be done on time. The peacetime logistical support system enhances the capabilities for conditions of combat operations. It is primarily determined by the level of the country's economy and is one of the important factors influencing the performance of combat missions (along with strategy, tactics, and the management system). Therefore, the result of combat operations depends on the stable and uninterrupted functioning of the logistical support system.

In recent decades, the importance of this type of support has increased dramatically. Today, fundamentally new means of warfare have emerged and continue to be developed, which has

led to increasing needs of units and divisions in material resources, and therefore, the expansion of the scope of activities of the logistical units. The lists of supply items include hundreds of thousands of items, and as a result, the range of tasks of the logistical units has expanded, as have the requirements for supply services (especially ammunition, fuel, and lubricants, etc.), military transportation, etc.

At present, logistics is changing and developing under the immediate influence of combat experience in performing assigned tasks. The focus of military strategy has changed significantly since the large-scale invasion of the Russian Federation in February 2022. In the past, the main efforts were aimed at increasing the capabilities to repel a potential aggressor, thanks to the capabilities of our state. The strategy was based on the expectation that, in the event of a total war, almost all forces would be mobilized and funds from civilian enterprises would be drawn upon. However, the rules and conditions for the functioning of the private sector in the state's market economy have

revealed new challenges in the implementation of this strategy. Therefore, the problem of introducing mechanisms for public-private partnership in the field of the state's defence capability is of current relevance.

Analysis of recent research and publications.

The issue of the development of public-private partnerships has been assessed in a significant number of papers by both Ukrainian [1, 2, 3] and foreign researchers [4, 5, 6]. However, special attention was paid to the problems of public-private partnerships in the civilian components of the state's socio-economic system [7]. In the military sphere, the focus was on the problems of logistical support for security and defence forces in the EU and NATO member states [8, 9], which was reflected in national regulatory legal acts, in particular in [10, 11]. Equally significant was the scholarly work devoted to logistical support in Ukraine's security and defence sector, which examined the problems surrounding the development of public-private partnerships, as well [12, 13].

The analysis of the aforementioned publications allows us to conclude that scholars and practitioners have made a significant contribution to the study of the problems of developing public-private partnerships, as well as improving the system of logistical support for the security and defence sector elements. At the same time, almost no attention has been paid to the problems of introducing public-private partnership mechanisms into the sphere of logistical support for units and subdivisions of the National Guard of Ukraine.

The purpose of the article is to analyse the theoretical principles of introducing public-private partnership into the system of logistical support of the National Guard of Ukraine, and to identify prospects for advancing this area.

Summary of the main material. According to the Law of Ukraine "On Public-Private Partnership" [15], the term "state-private partnership" has been changed to "public-private partnership". Having analysed the Law [15], we can conclude that the legislator introduced a new concept to ensure compatibility and integration with EU legislation, but does not provide a definition of the term "public-private partnership". Article 4 establishes the scope of application of the public-private partnership. Particular attention is paid to paragraph 13 of part 1, namely that "public-private partnership may be used to ensure the functioning of penal institutions, detention centres,

border crossing points, security and defence". In the previous Law of Ukraine "On State-Private Partnership", now repealed [14], this paragraph was absent; that is, the legislator, by the specified legal norm, expanded the scope of application of public-private partnership to include the security and defence sector. So, let's take a closer look at the features of introducing public-private partnerships in the system of logistical support of the National Guard of Ukraine.

The key documents in the sphere of logistical support [8–11] specify that all efforts in organizing logistical support – both military and civilian – must be directed toward meeting operational needs essential for the successful execution of assigned tasks. Cooperation across the spectrum of logistical support, in particular between the private and military sectors, promotes more efficient distribution of available limited resources. At all levels of state administration, it is necessary to coordinate the organization of logistical support for the security and defence sector's elements. Coordination with the private sector is also required. Standard and permanent agreements are tools that facilitate coordination and interaction in the sphere of ensuring state security, and coordination should be carried out within the framework of daily work.

State resources should be used as efficiently as possible. Practice confirms the need to identify needs promptly to optimize the real allocation of resources and their effective use. The logistical system must function in a way that enables it to fulfil its intended tasks, while being at the same time able to adapt and respond quickly to changing circumstances in order to achieve the desired result. Flexibility is improved in case possible changes in circumstances are taken into account during planning. In addition, for effective supply, the logistics system must be visible and transparent.

As the experience of the EU and NATO member states shows [16], the capabilities of private structures are increasingly being involved in the implementation of assigned tasks. Support provided by private partners through NATO agencies forms the basis of civilian forces and means of support. The use of private organizations to perform assigned tasks enables qualified commercial structures to supply units, which allows for the most effective and efficient use of resources. The involvement of private partners in NATO operations is also an important factor in enhancing the combat capabilities of NATO troops

and its member states and partner countries. The involvement of private organizations is a factor in boosting combat capabilities, which is of particular importance in cases where: the number of personnel in the combat area is limited; the necessary forces and means cannot be obtained from existing military sources; the necessary forces and means have not been allocated for the organization of logistical support; the number of military forces and means is insufficient for prolonged operations; military forces and means are needed to perform other tasks; the involvement of private organizations (from the civil sector or local labour resources) to perform certain functions and at a certain time period proves to be more cost-effective, etc.

Therefore, private partners involved in logistical support do not replace the military, but rather, beneficially complement their efforts. With appropriate organization and financing, public-private partnerships can improve the operational support, free up combat and logistical resources for performing more priority tasks in other areas, and restore the identified deficit in forces and means.

Of course, the involvement of private partners is impossible for the performance of combat missions. Public-private partnership includes a limited range of combat functions and a wide range of logistical support functions. This involves providing services through the engagement of qualified experts specializing in technical systems or processes. Such services may include work related to the installation and maintenance of communications, technical services for communications and information, automatic data processing systems, technical training, and expert consultations, etc. In the field of logistical support, this foresees the involvement of auxiliary units that provide transportation, construction of base camps, facilities, and institutions and their security, storage and distribution of fuel, assistance in organizing medical services, water supply, organization of food, waste-management services, etc.

Although logistical support for most types of service and combat activities to some extent requires public-private partnerships to provide the main types and items of supply, options for full private-sector involvement are not suitable for performing all tasks. Threat levels and associated risks directly affect the ability and readiness of private partners to deploy their forces and assets to support the logistics of units and subdivisions of the National Guard of Ukraine. Operational

experience in combat missions indicates that public-private partnerships have proven effective and capable of being deployed in high-risk areas. However, there are limitations in what tasks can be assigned to private partners. Therefore, it is appropriate to develop risk management strategies that would fully anticipate the consequences of involving elements of public-private partnerships. Furthermore, within the scope of this analysis, it is necessary to develop potential military-response options should the continued involvement of private partners become unjustified.

Operational experience in combat missions shows that the main limiting factor in involving public-private partnership mechanisms in the field of logistics is the lack of well-established interaction between military command bodies and public partners, which prevents timely management of logistical forces and assets. Another factor that complicates the involvement of private partners is the limited choice of opportunities for increasing the readiness of private partners when the time for performing logistical tasks is limited.

There are several ways to increase readiness for public-private partnerships. A minimum level of pre-planning involves composing a list of pre-selected private organizations that could perform logistics tasks [16]. Pre-selection allows the military command to contact in advance private organizations that are pre-planned to perform logistical tasks. Such pre-planned arrangements can save time in the process of organizing logistics. However, despite the fact that this significantly reduces planning time, there remains a large gap between the combat readiness of National Guard of Ukraine units and divisions and the time required by the private partner to plan, prepare, and begin providing supplies or services. The aforementioned pre-selection process does not require a budget for current expenses, since there is no signed contract and no funds have been paid.

The next step is to conclude contracts for guaranteed access to the necessary supplies and services [16]. Signing guaranteed-access contracts in the usual manner during the preliminary readiness stage involves a certain degree of risk, as their implementation requires high annual expenditures that produce optimal results only when forces are actually deployed. Although the guaranteed-access contract improves readiness, there are still risks and a dependence on the type of operation, and therefore, the contract cannot

guarantee the readiness of the private partner. There is always a risk that even with the clauses in the contract on penalties, the public partner may refuse or be unable to perform the work and provide logistical services. Current funding mechanisms do not simplify the process of concluding guaranteed-access contracts, but remain an option in case the operational situation requires the adoption of such readiness measures to ensure the successful completion of the assigned tasks by the units and subdivisions of the National Guard of Ukraine.

Based on the above, it is possible to determine the key principles to be followed when implementing public-private partnership mechanisms in the field of logistical support for units and subdivisions of the National Guard of Ukraine:

- the decision on use private organizations in organizing logistical support should be appropriately assessed during the operational planning process;
- the presence of an appropriate logistics management body in the area of combat operations, tasked with coordinating with representatives of private organizations, is essential;
- if necessary, the private organization should be able to deploy and ensure the long-term effective work of the project management department in the area of combat operations;
- the involvement of private partners in logistics presupposes appropriate legal documentation, which takes time, and therefore negotiations should begin as early as possible;
- a budget for operating costs should be created as early as possible, and the level of pre-financing should be determined by contract, as well as the result of the agreed levels of readiness for specific critical services and items of logistics;
- private partners can be involved to perform logistical supporting tasks for units and subdivisions of the National Guard of Ukraine, but military management bodies should be informed about the limitations of the use of private partners;
- risk assessments should be conducted and appropriate action plans should be devised for eliminating the consequences in case the continued involvement of private partners becomes unjustified.

Conclusions

1. Logistics is changing and developing under the direct influence of combat experience in executing assigned tasks. The focus of military strategy has changed significantly since the large-scale invasion of the Russian Federation in February 2022. In the past, the primary efforts were focused on enhancing the state's capabilities to repel a potential aggressor. It was assumed that, in the event of a large-scale war, nearly all forces would be mobilized and resources from civilian enterprises would be used. However, the rules and conditions for the functioning of the private sector in the state's market economy have revealed new challenges in the implementation of this strategy. Therefore, the problem of introducing mechanisms for public-private partnership in the field of the state's defence capability is of current relevance.

2. Analysis of recent research and publications indicates that scholars and practitioners have made a significant contribution both to the study of public-private partnership development and to the improvement of the logistical support system for the security and defence sector. At the same time, almost no attention has been paid to the problems of introducing public-private partnership mechanisms in the area of logistical support for units and subdivisions of the National Guard of Ukraine.

3. As the experience of EU and NATO member states shows, private sector capabilities are increasingly being used to accomplish relevant tasks. Support provided by private partners through NATO agencies forms the basis of civilian forces and means of support. The use of private sector organisations to conduct respective tasks allows qualified commercial entities to supply units, thus enabling the most effective and efficient use of resources. The involvement of private sector partners in NATO operations is also an important factor in increasing the combat capabilities of NATO forces and its member and partner countries.

4. Public-private partnership includes a limited range of combat functions and a wide range of logistical supporting functions. This refers to the provision of services involving qualified experts in the delivery of technical systems or processes. Such services may include work related to the installation and maintenance of communications, technical services for communications and information, automatic data processing systems,

technical training, and expert consultations, etc. In the field of logistical support, this foresees the involvement of auxiliary units that provide transportation, construction of base camps, facilities, and institutions and their security, storage and distribution of fuel, assistance in organizing medical services, water supply, organization of food, waste-management services, etc.

5. Operational experience in combat missions indicates that public-private partnerships have proven effective and capable of being deployed in high-risk areas. However, there are limitations to the tasks that can be assigned to private partners. Therefore, it is appropriate to develop risk management strategies that would fully anticipate the consequences of involving elements of public-private partnerships. Furthermore, within the scope of this analysis, it is necessary to develop potential military-response options should the continued involvement of private partners become unjustified.

Further scientific research will be aimed at the introduction and development of public-private partnership mechanisms in the system of logistical support for the National Guard of Ukraine in peacetime, in case of emergencies, and under conditions of hostilities.

References

1. Diehtiar O. A. (2013). *Osoblyvosti formuvannia ta rozvytku derzhavno-pryvatnoho partnerstva v sotsialnii sferi* [Features of the formation and development of public-private partnerships in the social sphere]. *Pravo ta derzhavne upravlinnia*, no. 2 (11), pp. 103–108 [in Ukrainian].
2. Merzliak A. V., Doroshenko S. O. (2013). *Praktyka zastosuvannia mekhanizmiv derzhavno-pryvatnoho partnerstva v enerhetychnii ta sumizhnykh z neiu sferakh* [The practice of applying public-private partnership mechanisms in the energy sector and related areas]. *State and Regions. Derzhava ta rehiony. Seriia: derzhavne upravlinnia*, no. 4 (44), pp. 95–100 [in Ukrainian].
3. Pavlova H. O. (2011). *Derzhavno-pryvatne partnerstvo: analiz svitovoho dosvidu ta shliakhy rozvytku v Ukraini* [Public-private partnership: analysis of global experience and ways of development in Ukraine]. *Publichne upravlinnia: teoriia ta praktyka*, no. 3 (7), pp. 130–133 [in Ukrainian].
4. Yescombe, E. R. (2007). *Public-Private Partnerships: Principles of Policy and Finance*. London : Yescombe Consulting Ltd [in English].
5. Hoepner, A. G. F., B. Kant, B. Scholtens, and P.-S. Yu (2013). Is the journal *Ecological Economics* really in itself a poor and misleading guide to what ecological economics is about? A reply to "Influencing the perception of what and who is important in ecological economics". *Ecological Economics*, no. 89, pp. 174–176 [in English].
6. Gerrard, Michael B. (2001). What are public-private partnerships, and how do they differ from privatizations? *Finance and Development*, no. 3 (38), pp. 48–51 [in English].
7. Bielai S. V. (2015). *Derzhavni mekhanizmy protydyi kryzovym yavyscham sotsialno-ekonomichnoho kharakteru: teoriia, metodolohiia, praktyka* [State mechanisms for counteracting socio-economic crises: theory, methodology, practice]. Kharkiv : NA NGU [in Ukrainian].
8. AJP-4 (2018). *Allied joint doctrine for logistics*. Brussels : NATO HQ [in English].
9. STANAG 2034 (2011). *NATO Standard Procedures for Mutual Logistic Assistance*. Brussels : NATO HQ [in English].
10. Komanduvannia Syl lohistyky ZSU (2020). *Doktryna "Obiednana lohistyka"* [Doctrine of "Integrated Logistics"]. VKP 4-00(01).01 [in Ukrainian].
11. Komanduvannia Syl lohistyky ZSU (2021). *Doktryna "Syly lohistyky"* [Doctrine of "Logistics Forces"]. VKP 4-32(41).01 [in Ukrainian].
12. Bondarenko O. H. (2019). *Derzhavne upravlinnia lohistychnym zabezpechenniam spilnykh dii syl bezpeky pry reahuvanni na kryzovi sytuatsii* [State Management of Logistical Support for Joint Actions of Security Forces in Responding to Crisis Situations]. Doctor's thesis. Kharkiv : NA NGU, p. 470 [in Ukrainian].
13. Pysarevskyi S. V. (2021). *Teoretychni zasady upravlinnia derzhavno-pryvatnym partnerstvom u sferi lohistychnoho zabezpechennia syl bezpeky Ukrainy* [Theoretical foundations of public-private partnership management in the field of logistics support for Ukraine's security forces]. *Chest i zakon*, no. 4 (79), pp. 68–74 [in Ukrainian].
14. *Zakon Ukrainy "Pro derzhavno-pryvatne partnerstvo" № 2404-VI* [The Law of Ukraine about state-private partnership activity no. 2404-VI]. (2010, July 1). Retrieved from: <https://surl.li/qpmsta> (accessed 1 August 2025) [in Ukrainian].

15. *Zakon Ukrainy "Pro publichno-pryvatne partnerstvo" № 4510-IX* [The Law of Ukraine about public-private partnerships activity no. 4510-IX]. (2025, June 19). Retrieved from: <https://surl.li/wmrpoy> (accessed 1 August 2025) [in Ukrainian].

16. NATO Logistics Handbook (2012). International Staff. Logistics Capabilities Section. Brussels : NATO HQ [in English].

The article was submitted to the editorial office on 15 August 2025

УДК 351.712:355.6

Ю. І. Ковальчук, С. В. Белай

**ТЕОРЕТИЧНІ ЗАСАДИ ЗАПРОВАДЖЕННЯ ПУБЛІЧНО-ПРИВАТНОГО ПАРТНЕРСТВА
У СИСТЕМІ ТИЛОВОГО ЗАБЕЗПЕЧЕННЯ ДІЙ ФОРМУВАНЬ
НАЦІОНАЛЬНОЇ ГВАРДІЇ УКРАЇНИ**

Тилове забезпечення зазнає змін і розвивається під безпосереднім впливом бойового досвіду виконання завдань за призначенням. Спрямованість воєнної стратегії значно змінилася з часів широкомасштабного вторгнення РФ у лютому 2022 р. У минулому головні зусилля були спрямовані на нарощування можливостей для відсічі потенційного агресора завдяки спроможності нашої держави. Ставка робилася на те, що у разі розв'язання загальної війни будуть відмобілізовані майже всі сили і залучені кошти цивільних підприємств. Однак правила й умови функціонування приватного сектору у ринковій економіці держави виявили нові виклики у реалізації цієї стратегії. Тому питання запровадження механізмів публічно-приватного партнерства у сфері обороноздатності держави є своєчасними й актуальними.

Як переконує досвід країн-членів ЄС та НАТО, для виконання поставлених завдань дедалі більше залучаються можливості приватних структур. Забезпечення з боку приватних партнерів, що надаються агентствами НАТО, утворюють основу цивільних сил і засобів забезпечення. Використання приватних організацій для виконання завдань за призначенням дає змогу кваліфікованим комерційним структурам забезпечувати підрозділи, що уможливорює найбільш результативне й ефективне використання ресурсів. Залучення приватних партнерів до операцій НАТО є також важливим чинником підвищення бойових можливостей військ НАТО та її держав-членів і країн-партнерів. Публічно-приватне партнерство містить обмежене коло функцій бойового і широке коло функцій тилового забезпечення. Це надання послуг у сфері залучення кваліфікованих експертів у галузі забезпечення технічних систем або процесів.

Досвід виконання бойових завдань показує, що публічно-приватне партнерство довело свою ефективність і готовність до розгортання у небезпечних районах. Однак є обмеження в тому, які завдання можна поставити приватним партнерам. Тому доречно розробляти стратегії управління ризиками, які б повною мірою передбачали наслідки залучення елементів публічно-приватного партнерства. Крім цього, у межах такого аналізу мають бути розроблені варіанти потенційного військового реагування на випадок, коли подальше використання приватних партнерів стане нераціональним.

Ключові слова: публічно-приватне партнерство, державно-приватне партнерство, тилове забезпечення, Національна гвардія України, державна безпека, кризові ситуації, бойові дії.

Kovalchuk Yuri – Chief of the Training Equipment Support Service Training Department Education and Research Center for the Organization of the Educational Process, National Academy of the National Guard of Ukraine
<https://orcid.org/0000-0001-8930-171X>

Bielai Serhii – Doctor of Sciences in Public Administration, Professor, Head of the Center for Organization and Coordination of Scientific and Innovative Activities, National Academy of the National Guard of Ukraine
<https://orcid.org/0000-0002-0841-9522>