

DOI: 10.52363/passa-2024.2-4
UDC: 351.172.1

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CONCEPTUAL PRINCIPLES OF FORMING A PUBLIC ADMINISTRATION SYSTEM IN THE SPHERE OF CIVIL DEFENSE IN UKRAINE IN THE CONDITIONS OF ENSURING NATIONAL SECURITY

The conceptual principles of the formation of public administration in the field of civil protection in Ukraine from the perspective of ensuring its national security have been studied. It has been revealed that the concept of risk is becoming relevant today, this conclusion was made in view of the increasing number of challenges to national and civil security in Ukraine, which are transformed into dangers, posing a threat to the life and health of its population and the territories in which it lives. It is emphasized that the Concept of Risk Management of Emergencies of a Technogenic and Natural Nature was adopted in 2014, and it requires updating in view of the growing number of threats to the civil security of Ukraine. In addition, the structure of the public administration system in the field of civil protection has been studied, which allowed us to systematize the principles and tasks of public administration in this area. We recommend that they be included in the updated Concept of Risk Management of Emergencies of a Technogenic and Natural Nature, also focusing on military emergencies.

Keywords: public administration, public administration system, mechanisms, national security, civil security, civil protection, emergencies, authorities, concept.

Problem setting. The state is characterized by a number of features that allow it to be distinguished from other social institutions. Among these features, it is first of all worth highlighting the presence of a single territory and sovereignty, the population forming a special political organization of society, the rule of law throughout the territory of the state, the presence of a management apparatus consisting of special state bodies, the presence of an economic system. In our opinion, at the current stage of the state's development, it would also be possible to identify among its features a system for protecting society and the state itself from external and internal threats, that is, a civil protection system. It has its own hierarchical structure, functional, subject-object, etc. Given the modern challenges facing Ukraine, the issue of determining the role and place of civil protection in the system of public administration is becoming relevant.

Recent research and publications analysis. The methodological principles of the formation and implementation of state policy in the field of national and civil security are outlined in the scientific developments of S. Dombrovska, V. Yemelyanov, L. Zhu-

kova, N. Klymenko, O. Kravchuk, S. Kruk, O. Kryukov, P. Makhortov, R. Meleschenko, N. Nyzhnyk, O. Ostroverkh, S. Pyrozhkov, A. Pomazy-Ponomarenko, G. Pocheptsov, R. Prymush, A. Ruban, G. Sytnyk, A. Thayer, A. Terentieva, V. Fedorchak, T. Yarovy, O. Yashchenko and others. At the same time, the issues of determining the structure of public administration mechanisms in the field of civil protection in the context of ensuring national security in Ukraine due to the full-scale aggression of the Russian Federation were updated within the framework of fundamental science.

Paper objective. The purpose of the article is to determine the conceptual principles of forming a public administration system in the field of civil protection in Ukraine in the context of ensuring national security.

Paper main body. The definition of the theoretical foundations of the formation of the public administration system in the field of civil protection in Ukraine in the context of ensuring national security implies the need to study the concept of a system. When considering the definition of the term "system", it should be noted that in antiquity the thesis was formulated that the whole is greater than the sum of its parts. The Stoics interpreted the system as a world order. Plato and Aristotle paid great attention to the features of the knowledge system and the system of elements (basic qualities and properties) of the worldview. The concept of a system is organically linked to the concept of integrity, elements, subsystems, connections, relationships, structures, hierarchy, multilevelness, etc.

Currently, the definition of the concept of "system" is ambiguous. The understanding of this category is considered in the works of L. Bertalanffy, A. Hall, W. Gosling, R. Ackoff, K. Watt, etc. Thus, L. Bertalanffy defined a system as a complex of interacting components or as a set of elements that are in certain relationships with each other and with the environment. This concept is still the basis of the concepts of "system" used today [1]. By placing special emphasis not on the fact that the whole consists of parts, but on the fact that the behavior and properties of the whole are determined by the interaction of its parts, L. Bertalanffy transformed the concept into the basis of a new, mainly synthetic view of the world.

Definitions of the concept of "system" are based on one of the leading categories. Such categories can be "integrity", "unity", "totality", "organization". Holistic systems are a set of components, the interaction of which generates new qualities that are inherent in their individual constituent elements [6]. In turn, a system (from the Greek *systema* - "whole") is a combination of some variety into a single and clearly divided whole, the elements of which occupy certain places in relation to the whole and its parts [10]; it is a holistic formation with new qualities that are not inherent in its components separately, but arise due to their interaction precisely in the system [2, p. 8].

An integral system is characterized by self-management (self-organization) - this is a purposeful process of reproduction and improvement of this system. Since each integral system consists of certain elements, the essence of management here is reduced to the exchange of information between its elements, since without the interaction of elements the existence of the system is not possible, and information in this case acts

as a connecting link.

Thus, the system for ensuring national security is a set of bodies, forces and means that carry out, in accordance with the law, measures of a political, legal, organizational, economic, military and other nature, aimed at ensuring the security of the individual, society and the state from internal and external threats.

The actions of the state as a system for ensuring security can be considered by the object of protection, distinguishing the state and society as objects, thereby outlining the directions of ensuring security - external and internal. The state's protection of itself is possible from threats of violation of its territorial integrity from the outside, or changes to the existing state system from the inside. The protection of society is carried out by the state based on real threats to the vital interests of the aggregate of individuals. Thus, the state as a system of ensuring security in relation to society protects primarily the individual, his rights and freedoms, which ensures the very existence of man.

The state is a guarantor of the security of the individual and society, which through the implementation of its social and other functions ensures the security of the individual and the entire society. The performance of the functions of the subject of ensuring the security of the individual determined the supra-class nature of the state, which must equally take care of observing the interests of all segments of society through the law [8; 9].

Thus, it is possible to draw conclusions that ensuring the safety and protection of the population, economic facilities and the country's national heritage in general from the negative consequences of emergencies is considered in Ukraine as an integral part of the state policy of national security and state building, as the most important function of executive bodies, local governments, enterprises, organizations, institutions and citizens. The practical implementation of state policy in the field of protecting the population and territories from emergencies, the priority of which is to prevent their occurrence and adequately respond, should be based on a set of legal norms, united in a single thematic legislation.

Regarding the purpose of the state's activities as the main subject of ensuring natural and technogenic security, it should be noted that there is no unanimity of opinion among scientists and legislators. Thus, V. Lapin, considering civil protection, emphasizes that it is carried out in order to implement state policy aimed at ensuring the safety and protection of the population, territories, material, cultural values, and the environment from the negative consequences of emergencies in peacetime and special periods, as well as overcoming the consequences of emergencies, including the consequences of emergencies on the territories of foreign states in accordance with international treaties of Ukraine [4].

The Concept of Risk Management for Emergencies of a Technogenic and Natural Nature (2014) states that the main goal of managing the risks of Emergencies of a Technogenic and Natural Nature is to improve the quality of ensuring technogenic and natural security in the state, which consists in changing the essence of this activity, namely, in the transition from ensuring the "protection" of the population and territories

to ensuring the "normative level of this protection". The objects of risk management are complex systems of the "human-technical system-environment" type, which take into account the influence of the human factor on the level of security [3; 8]. In our opinion, this definition of the goal of state management of man-made and natural emergency risks is the most complete.

The purpose and principles of state management of emergency risks are also considered in the educational literature. Thus, speaking of the fact that at the present stage the main goal of state policy in the field of protecting the population and territories from emergencies is to ensure a guaranteed level of security for the individual, society and the state within the scientifically based criteria of acceptable risk, it can be determined that the formation and implementation of this policy is carried out in compliance with the basic principles, which, in our opinion, subject to certain refinement, can be applied in domestic practice, namely:

- the entire population of the state, as well as foreign citizens and stateless persons staying on the territory of the country, are subject to protection from emergencies;
- preparation and implementation of measures to protect against emergencies are carried out taking into account the division of powers between state authorities and local self-government bodies;
- in the event of an emergency, priority is given to tasks related to saving lives and preserving people's health;

- measures to protect the population and territories from emergencies of various nature are planned and implemented in strict accordance with international treaties and agreements of Ukraine, the Constitution of Ukraine, laws of Ukraine and other regulatory legal acts;

- the main scope of measures aimed at preventing emergencies, as well as at the maximum possible reduction of damage and losses in the event of their occurrence, is carried out in advance;

- planning and implementation of measures to protect the population and territories from emergencies of various nature are carried out taking into account economic, natural and other characteristics, features of the territories and the degree of real danger of emergencies of various nature;

- the scope and content of measures to protect the population and territories from emergencies of various nature are determined based on the principle of necessary sufficiency and maximum possible use of available forces and means;

- the elimination of emergencies of various nature is carried out by the forces and means of organizations, local governments, executive authorities, in the territories of which the emergency has occurred. If the above forces and means are insufficient, in accordance with the procedure established by the legislation of Ukraine, the forces and means of executive authorities and local self-government bodies are involved, as well as, if necessary, the forces and means of other economic entities.

Conclusions of the research. Thus, public management in the field of civil protection is carried out on the basis of a number of concepts. Historically, the first concept

according to which a person managed his own safety was the concept of justified risk. Regulation took place intuitively, by trial and error, in accordance with a person's subjective ideas about the relationship between the quality of life and safety. It was found that today the concept of risk is also gaining relevance, this conclusion was made in view of the increase in the number of challenges to national and civil security in Ukraine, which are transformed into dangers, posing a threat to the life and health of its population and the territories in which it lives. At the same time, it should be understood that the Concept of Risk Management of Emergencies of a Technogenic and Natural Nature was adopted in 2014, and requires updating in view of the growing number of threats to the civil security of Ukraine. In addition, the structure of the public management system in the field of civil protection was studied, which allowed to systematize the principles and tasks of public management in this area. We recommend including them in the updated Concept for Risk Management of Man-made and Natural Emergencies, also focusing on military emergencies.

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Received: 15.10.2024
Accepted: 15.11.2024
Published: 23.12.2024