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DEVELOPMENT OF THE MECHANISMS OF PUBLIC ADMINISTRATION IN THE FIELD OF CIVIL PROTECTION IN UKRAINE IN THE CONTEXT OF IMPLEMENTING ITS INTEGRATION DESIRE

A definition of the concept of “complex mechanism of public administration in the field of civil protection” is proposed, which includes legal, economic, organizational and information mechanisms. It is determined that their basis is the appropriate methods and measures, in order to significantly reduce the risks of emergencies of a natural, technogenic and military nature, as well as mitigate the consequences of catastrophes and natural disasters in Ukraine by increasing the level of education and awareness of the individual, society about the risks of emergencies and measures to eliminate them. Vectors and scenarios for the development of the mechanism of public administration in the field of civil protection of Ukraine in the context of the implementation of its integration aspirations are substantiated. Among these scenarios, favorable, moderately threatening, dangerously threatening and critically threatening are distinguished.

Keywords: *public administration, public administration mechanisms, development, national security, civil security, civil protection, emergencies, authorities, EU, Ukraine, EU Civil Protection Mechanism.*

Problem setting. Recently, the public administration system in the field of civil protection of Ukraine has been experiencing the growing impact of the full-scale aggression of the Russian Federation. This led to the declaration of martial law in Ukraine, because the actions of the aggressor state are aimed at destabilizing the normal life of Ukrainian society and the state apparatus of Ukraine. The aggressor state uses kinetic and unconventional weapons in order to cause damage to each component of the ecological, economic and social sphere of Ukraine. Therefore, we have to talk about the need for comprehensive protection of national interests, which include state, public and individual interests, which can, under the influence of the aggressor state, transform into threats of a social nature (in particular, social tension, discontent, crisis, civil war, etc.). Therefore, it is important to take timely measures to neutralize the actions of the aggressor state in order to prevent crisis social phenomena and processes in Ukraine, among which emergencies occupy a special place [2; 3; 13]. This, in turn, raises the issue of scientific substantiation of vectors for improving and developing public administration mechanisms in the field of ensuring civil security in Ukraine. All this determines the relevance of the selected research topic.

Recent research and publications analysis. The scientific principles of the formation and implementation of state policy in the field of national and civil security are outlined in the scientific works of S. Belaya, S. Dombrovska, V. Yemelyanov, L. Zhukova, N. Klymenko, O. Kravchuk, S. Kruk, O. Kryukov, P. Makhortov, R. Meleschenko, N. Nyzhnyk, O. Ostroverkh, S. Pyrozhkov, A. Pomaza-Ponomarenko, G. Pocheptsov, R. Prymush, A. Ruban, G. Sytnyk, A. Thayer, A. Terentieva, V. Tyutyunyk, V. Fedorchak, T. Yarovy, O. Yashchenko and others [1;

2–3; 5–8; 9; 10; 13]. At the same time, a number of issues related to determining the prospects for the development of public administration mechanisms in the field of civil protection in Ukraine in the context of the implementation of its integration aspirations in conditions of full-scale aggression remain insufficiently researched, therefore they require more detailed scientific consideration.

Paper objective. The purpose of the article is to identify promising directions for the development of public administration mechanisms in the field of civil protection in Ukraine in the context of the implementation of its integration aspirations.

Paper main body. The analysis of scientific developments provides grounds to determine the components of a comprehensive mechanism of public administration in the field of civil protection of Ukraine - legal, economic, organizational and information mechanisms that are used to significantly reduce natural and man-made risks, as well as to mitigate the consequences of catastrophes and natural disasters by increasing the level of safety of the individual, society and the environment in conditions of possible emergencies (hereinafter referred to as emergencies) (Table 1).

Таблиця 1
Components of a comprehensive public administration mechanism in the field of civil protection of Ukraine

Mechanism components	Content
Goal	Preventing the emergence and development of emergencies and ensuring a guaranteed level of safety for the individual, society and the state <u>within scientifically based criteria of acceptable risk</u>
Task	- implementation of a set of measures to prevent and respond to man-made and natural emergencies; - ensuring readiness and control over the actions and interaction of management bodies in this area, forces and means intended to prevent and respond to man-made and natural emergencies; - ensuring the elimination of the consequences of man-made and natural emergencies.
Principles	Risk acceptability; prevention; risk minimization; completeness; targeting; choosing an appropriate risk value; obligation to inform.
Functions	Analytical and evaluative: determination of risks of man-made and natural emergencies, necessity, scope, content and cost of measures to prevent them. Coordination: streamlining organizational and economic relations, interaction of authorities. Control: fulfillment of requirements of legislation and relevant authorities to reduce risks of emergencies. Informational: support for making management decisions in emergency conditions.
Means	Legal, economic, organizational, informational

Source: compiled based on [1; 2; 5–6; 8]

Today, the relevance of the application of a comprehensive public management mechanism in the field of civil protection of Ukraine is quite high. The components of this mechanism can be defined as a set of management methods that include information support, monitoring, forecasting, and personnel training, which operate with the aim of comprehensive and constant monitoring and adjustment of public emergency risk management measures, in particular, the development and implementation of state policy, the implementation of state target programs, and the implementation of regulatory legal acts aimed at emergency risk management. In these areas, the development and improvement of public administration mechanisms in the field of civil protection of Ukraine should take place [8].

Given that their functioning occurs in parallel and they have a mutual influence on each other, we propose to consider the vectors of their development within the unifying category - a complex mechanism, which is characterized by an institutional nature.

The above-mentioned mechanisms of public administration in the field of civil protection as components of a more capacious complex mechanism should be sufficiently flexible in relation to changes in various aspects of the state's life, to the dynamics of global processes. Ukraine is increasingly integrated into the international community, which leads not only to changes in the state of functioning of its economy and politics, but also increases the pace of structural changes, the intensity of information flows. This requires constant adaptation of public administration in the field of civil protection to new conditions, in order to ensure sustainable and safe development of Ukraine [8].

The main areas of international activity of the State Emergency Service of Ukraine (hereinafter referred to as the SES) are establishing and developing cooperation with emergency departments of foreign states and specialized international organizations, providing assistance to foreign states in eliminating emergencies, participating in international humanitarian projects, programs and operations, creating and strengthening the image of Ukraine in the world community as a state with powerful institutions of emergency humanitarian response for participation in relevant operations abroad.

It should be emphasized that a special place is occupied by Ukraine's international cooperation with the EU Civil Protection Mechanism (hereinafter referred to as the EU Civil Protection Mechanism). In 2023, an agreement was ratified, which provided for Ukraine's full membership in the EU Civil Protection Mechanism [8]. It should be noted that Ukraine was involved in the elimination of emergency situations abroad and in its official entry into the EU Civil Protection Mechanism. Strictly speaking, in February 2023, Turkey received international assistance within the framework of the EU Civil Protection Mechanism, without being a member of this mechanism. It was provided with assistance in the field of civil protection by 90 countries, which sent 38 urban search and rescue teams, including Ukraine. Ukrainian rescuers in Turkey, where a powerful earthquake occurred in early 2023, dismantled 72 rubbles [4; 5]. In addition, Ukraine provided assistance during the response to floods in the Republic of Slovenia. Thus, it is worth noting that the EU ICH is designed to provide assistance in protecting the population, the environment and property within this mechanism or outside the European Union.

The European Union Civil Protection Mechanism is nothing more than a system of EU institutional cooperation, including 27 EU Member States and 10 participating countries (Albania, Bosnia and Herzegovina, Iceland, Moldova, Montenegro, North Macedonia, Norway, Serbia, Turkey and Ukraine), aimed at strengthening prevention, warning and response to emergencies in the EU and beyond, including through the provision of coordinated international

assistance. The vectors of the functioning of the EU Civil Protection Mechanism are determined by separate “modules”, the basis of which is the principle of prioritizing the prevention of natural and man-made disasters [8].

It should be noted that Ukraine has come a long way towards joining the EU ICZM, namely:

1) the preparatory stage (2008–2013), during which the Administrative Arrangement between the Ministry of Emergency Situations of Ukraine and the Directorate-General for Environment of the European Commission on cooperation and information exchange was signed;

2) the negotiation stage or permanent development (2014–2022), within which the Association Agreement with the EU was signed, and an Action Plan for the implementation of the said agreement was developed;

3) the current period (2023 – by t/h), during which the Agreement between Ukraine and the EU on its accession to the EU ICZM was signed and ratified, which necessitates the harmonization of national legislation with European legislation, including in the field of civil protection, and the development of further cooperation between Ukraine and the EU ICZM and other security institutions.

Regarding Ukraine’s further plans to ensure the development of the EU MCS, the following can be noted:

1) strengthening the institutional capacity of the SES and developing a legal framework for interaction with the EU MCS:

- the SES has established an Office (working group) for interaction with the EU MCS;
- an Action Plan (roadmap) for the implementation of the Agreement between Ukraine and the EU on participation in the EU MCS has been approved;

- the SES has been recognized as the national coordinator for Ukraine’s participation in the EU MCS (CMU Resolution No. 535 of 10.08.2024);

- from 15.08.2023, together with the EKO Department, a rotational secondment of SES representatives to the Emergency Response Coordination Center (ERCC) in Brussels has been introduced;

- the internal architecture of cooperation with the EU ICZ has been developed and a number of regulatory acts of the State Emergency Service have been adopted on certain aspects, in particular, information exchange, regular and systematic participation of representatives of the State Emergency Service in working groups and meetings within the EU ICZ, distribution of responsibilities between units, etc.;

- an internal knowledge base on the EU ICZ has been created, and registration of representatives of the State Emergency Service on the EU platform for knowledge exchange in the field of civil protection has been ensured;

- obtaining access to CECIS, which requires connection to the TESTA system, as well as access to the browser version of CECIS;

- deepening interaction and coordination at the interagency level;

- increasing awareness of the State Emergency Service bodies and units about the EU ICZ and its capabilities;

- further strengthening capabilities and improving national legislation and practices in the field of civil protection in accordance with the best approaches of the EU member states;

2) certification of the forces and means of the SES in the EU ICZ system:

- operation of the heavy-duty HUSAR search and rescue team in urban conditions;

- conducting command and staff exercises on the involvement of HUSAR within the EU

ICZ;

- certification of the flood control module of high-performance motor pumps based on the 2nd SCSHR of the SES of Ukraine;

- obtaining the opportunity to create additional modules (CBW module, aviation module for medical evacuation, extinguishing module using aviation, demining module, etc.);

3) active interaction with the EU ICZ and raising awareness of the open possibilities of this mechanism.

By the way, the largest number of EU MCS modules were certified by France and Spain. By the way, representatives of these countries attend training programs on the features of the EU MCS functioning the most [10]. In order to disseminate “up-to-date” knowledge on the features of the EU MCS functioning, the European Commission organized a training course for the National Headquarters for Civil Protection and Disaster Management (NAT) [ibid.]. As part of this course, a survey (using the sociological sampling method) was conducted of more than 80 people from European countries. At the same time, Ukraine has the necessary potential to develop its own emergency response capabilities, which can be certified and used within a separate EU MCS module. The State Emergency Service is working on this direction of certification of additional EU MCS modules. Today, the EU MCS has trained more than 6 thousand experts in the field of civil protection. Their training included familiarization with the current legal framework in this area (Table 1). In this context, the importance of taking into account the provisions of the above-mentioned legal acts of the EU Civil Protection Mechanism is emphasized when harmonizing Ukrainian legislation with European legislation.

Thus, Ukraine is actively involved in the processes of developing the EU Civil Protection Mechanism. Representatives of the State Emergency Service received the qualification of a “heavy” class search and rescue unit, and in February 2024, the search and rescue team of the Mobile Rescue Center of the State Emergency Service of Ukraine was certified as a heavy class search and rescue team in urban conditions as a module of the EU Civil Protection Mechanism. In March 2024, an EU expert mission to Ukraine on radiation, chemical, and biological protection was organized within the framework of the EU Civil Protection Mechanism [12]. Therefore, Ukraine has every chance of certifying an additional CBRN module within the EU Civil Protection Mechanism. In addition, representatives of the State Emergency Service are involved on a rotational basis in the working group on assistance to Ukraine, established at the Emergency Response Coordination Center (ERCC) of DG ECHO. Among the prospects for the development of Ukraine’s state policy in the field of civil protection, we can identify the following: 1) improvement of institutional mechanisms of public administration in the field of civil protection of Ukraine, which involves active use of the potential of the EU ICZM and other international institutions; 2) increasing Ukraine’s resource and financial capabilities to participate in this mechanism.

In our opinion, the development of public administration mechanisms in the field of civil protection in Ukraine can occur within several scenarios: 1) favorable scenario; 2) moderately threatening scenario; 3) dangerously threatening scenario; 4) critically threatening scenario. A favorable scenario involves the implementation of a promising model of organization of the state civil protection forces, which provides for ensuring:

- adherence to the principle of human-centricity when organizing the activities and development of civil protection forces, taking into account the characteristics of each region (after all, there are safer regions and those in which active hostilities are conducted or

numerous missile and drone attacks occur);

- optimization of the organizational structures of state authorities that are part of the civil protection forces and the Unified State System of Civil Protection in general, with a clearly defined structure (functional and territorial subsystems, management bodies and civil protection forces), as well as specified tasks and powers of civil protection entities in peacetime and special periods;

- functioning of a modern system of management (coordination) of civil security processes, built taking into account the capabilities of the civil protection management system as part of the State Emergency Management Center and a network of relevant lower-level situational centers, equipped with the necessary forecasting and modeling complexes, modern communication and information means and in full interaction with the Main Situational Center;

- the ability to respond promptly and competently to predicted emergencies and dangerous events;

- creation of an effective system of prevention and management of risks of emergencies of a technogenic, natural and military nature, which will allow reducing the number and minimizing the socio-economic consequences of emergencies, ensuring the achievement of a guaranteed acceptable level of security for citizens and society;

- elimination of corruption risks in the activities of civil protection forces;

- effective functioning of the system of selection of qualified personnel of civil protection forces and the system of training highly qualified specialists in the areas of their future activities, including through participation in the EU Civil Protection Mechanism;

- active development of international cooperation in the field of civil protection, integration into European and global mechanisms for responding to emergencies, protecting the population in conditions of large-scale emergencies and the escalation of full-scale aggression by the Russian Federation.

Conclusions of the research. Based on the conducted research, the following conclusions can be drawn:

1. It is proposed to define a comprehensive mechanism of public administration in the field of civil protection as a set of legal, economic, organizational and information mechanisms used by the state, the basis of which are appropriate methods and measures, in order to significantly reduce the risks of emergencies of a natural, man-made and military nature, as well as mitigate the consequences of catastrophes and natural disasters in Ukraine by increasing the level of education and awareness of the individual and society about the risks of emergencies and measures to eliminate them.

2. It is reasonable to single out such features of the development of public administration mechanisms in the field of civil protection as sovereignization, institutionalization and evaluation. Sovereignization involves preventing the impact of emergencies on the security situation of the country as a whole, institutionalization is the legislative consolidation of the principles regarding the stages and scenarios of the development of individual public administration mechanisms in the field of civil protection, and evaluation is their assessment on a regular basis in order to respond to emergencies in a timely manner.

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