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Shevchenko K., Master of Public Management and Administration from Bila Tserkva National Agrarian University.

ORCID: 0009- 0005-1774-4174

THEORETICAL PRINCIPLES OF PUBLIC MANAGEMENT AND ADMINISTRATION IN THE FIELD OF CIVIL PROTECTION

The theoretical foundations of public management and administration in the field of civil protection have been defined. The main tools of public management and administration in the field of civil protection have been characterized. The subject-object relations in the system of public management and administration in the field of civil protection have been considered. The main functions and principles of public management and administration in the field of civil protection have been defined.

Keywords: *public management and administration, civil protection, subjects and objects of public management and administration in the field of civil protection, mechanisms, tools, functions, principles of public management and administration in the field of civil protection*

Problem statement. Accidents and catastrophes are, unfortunately, an integral part of human history. Emergencies cause significant losses to both individual citizens and the state, and untimely or unprofessional elimination of their consequences also leads to huge losses. Therefore, the issue of timely detection and tracking of possible emergencies and determining ways to prevent and overcome them is of particular importance, which is possible only under the conditions of a general theoretical justification of the essence and content of public management and administration in the field of civil protection.

Civil protection is one of the key functions of the state, aimed at protecting the population, territories, property and the environment from emergencies. In the current conditions of global challenges (man-made disasters, military threats, climate change), the role of effective public administration in this area is significantly increasing.

Analysis of recent research and publications. Such scientists as Kniazev V., Bakumenko V., Kostenko V., Maistro S., Maslov E., Trush O. and others have devoted their scientific publications to the study of the theoretical and methodological foundations of public management and administration, including in the field of civil protection [1; 2; 3; 4; 5].

However, many issues regarding the definition of the essence and content of public management and administration in the field of civil protection remain insufficiently researched.

The purpose of the article is to determine the theoretical foundations of public management and administration in the field of civil protection.

Presentation of the main material. Every citizen, in accordance with the Constitution of Ukraine, has the right to protect his life and health from the consequences of accidents, catastrophes, natural disasters, the use of weapons and, upon request, guaranteed implementation of this right from executive bodies, heads of enterprises, organizations, institutions, regardless of forms of ownership and subordination. The state, as the guarantor of this right, must create and develop a single nationwide civil defense system, which includes civil defense and protection of the population and territories from emergencies of a man-made and natural origin.

Public management and administration is a purposeful organizational, regulatory and controlling influence of a subject of public administration on the object of public administration through the implementation of state policy, developed by the political system and legally enshrined, through the activities of state authorities endowed with the necessary competence [1].

In our opinion, public administration in the field of civil protection is the activity of state bodies and local self-government bodies aimed at creating and implementing policies for the prevention, response and elimination of the consequences of emergencies.

The legislative framework of public administration and administration in the field of civil protection in Ukraine is represented by the following regulatory legal acts:

- the Constitution of Ukraine (Articles 3, 16) – guarantees the right of citizens to a safe life;
- the Civil Protection Code of Ukraine – the main document regulating activities in this area;
- other acts: laws, resolutions of the Cabinet of Ministers, orders of the Ministry of

Internal Affairs and the State Emergency Service.

The above-mentioned regulatory and legal acts form the legal basis of public administration, establish the powers of management entities and regulate the procedure for action in case of emergency situations.

To study the problems of public administration and administration, the methodology of the systems approach is used, which allows analyzing any object or phenomenon as a system in the unity of all its components, which continuously interact, both among themselves and with the external environment.

The features of any system, including in the field of civil protection, are its integrity, structure, hierarchical organization (i.e., the presence of a set of subsystems of different levels, which are arranged in order of gradualness), the presence of various types of necessary communications between elements, and the presence of integrated quality, the focus of functioning on a useful result.

The subject of public management and administration is a state authority, a local self-government body or an official who is vested with authority to carry out the public management process.

The subjects of public management in the field of civil protection include:

- the Cabinet of Ministers of Ukraine which determines the national policy;
- the Ministry of Internal Affairs which coordinates activities in the field;
- the State Emergency Service of Ukraine (SES) which is the key executor of civil protection measures;
- local executive authorities and local self-government bodies which are responsible for implementing the policy on the ground;
- public organizations – carry out educational activities, volunteer support [2].

The object of public management and administration in the field of civil protection, according to the organizational and structural criterion, is formally defined structures (region, city, district, enterprise), and according to the functional criterion, types of activities (civil protection) [1].

The main tasks of public management in the field of civil protection are:

- collection and analytical processing of information on emergencies;
- forecasting and assessment of socio-economic consequences of emergencies;

- supervision and control in the field of civil protection;
- development and implementation of legislative and other regulatory legal acts, compliance with norms and standards in the field of civil protection;
- development and implementation of preventive measures in the field of civil protection;
- creation, preservation and rational use of material resources necessary for the prevention of emergencies;
- development and implementation of scientific and technical programs aimed at the prevention of emergencies;
- prompt notification of the population about the occurrence or threat of occurrence of emergencies, timely and reliable information about the developing situation, measures taken to prevent emergencies, and overcome their consequences;
- organization of protection of the population and territories from emergencies, provision of emergency psychological, medical and other assistance to victims;
- carrying out urgent work to eliminate the consequences of emergencies and organizing the life support of the affected population;
- ensuring the constant readiness of civil defense forces and means of protection for emergencies and the elimination of their consequences;
- providing, using civil defense means, operational assistance to the population in the event of adverse domestic or non-standard situations;
- teaching the population how to protect themselves in the event of emergencies, adverse domestic or non-standard situations and organizing training;
- international cooperation in the field of civil defense [2].

The main functions of public administration in the field of civil protection are: forecasting and identification of potential threats; planning measures to protect the population; coordinating the actions of authorities, services and the public; providing resources and regulatory legal acts; controlling and monitoring the implementation of civil protection tasks.

The basis of public administration of the civil protection system is the basic principles. According to the existing legislation of Ukraine, civil protection operates on the following principles:

- guaranteeing by the state to citizens the constitutional right to protect life, health and

their property, and to legal entities the right to safe functioning;

- voluntary involvement of people in the implementation of measures in the field of civil protection associated with a risk to their life and health;
- an integrated approach to solving civil protection tasks;
- creation of a system of rational preventive security in order to reduce the likelihood of emergencies as much as possible, economically justified and minimize their consequences;
- territoriality and functionality of a unified civil protection system;
- minimizing damage to the environment;
- publicity, free access of the population to information in the field of civil protection in accordance with the legislation [2].

Maslov E.P. believes that civil protection should be carried out according to the following principles:

- guarantee of the constitutional right of citizens to protect life, health and their property;
- voluntariness of involvement of people in the implementation of measures in the field of civil protection;
- • comprehensiveness of the approach to solving civil protection tasks;
- • rationality of economically justified reduction of the risk of emergencies and minimization of their consequences;
- territorial-functional principle of organization of the Unified Civil Protection System;
- transparency, free access of the population to information on civil protection in accordance with current legislation [4].

In our opinion, the key principles of public administration in the field of civil protection should also include the following principles: priority of human safety; unity of management – consistency of actions at all levels of government; prevention – orientation towards preventing threats; scientificity – use of data and research in planning decisions and measures in the field of civil protection.

Solving the problems of natural and man-made security of Ukraine is ensured by carrying out the following measures at the state level:

1. Implementation of man-made risk management, which will ensure a sustainable,

guaranteed reduction in the number and consequences of man-made and natural emergencies.

2. Creation of an integrated interdepartmental monitoring system and establishment of a state service for forecasting and preventing natural and man-made emergencies.

3. Creation of a nationwide register of potentially dangerous objects and territories and mechanisms for their monitoring.

4. Increasing the efficiency of state supervision bodies over the condition and functioning of potentially hazardous production facilities [3].

These measures are implemented through certain mechanisms and tools of public administration in the field of civil protection.

The mechanism of public administration of the civil protection system is a way of applying measures of influence of the subject of public administration to prevent and overcome the consequences of emergencies, ensure the necessary level of technogenic and environmental safety and fulfill the goals and tasks set for society in the field of human and society security as a whole [5].

The main tools of public administration in the field of civil protection are state standardization, certification, examination, state supervision and control over compliance with requirements in the field of civil protection, licensing, consideration and implementation of the requirements of the Civil Protection Technical Regulations (civil defense), as well as insurance and economic regulators (taxes, fines, sanctions for compensation for damages, funds, benefits, etc.). Let us consider them in more detail.

State standardization is determined by the Law of Ukraine «On Standardization» establishes the norms, characteristics and rules that correspond to the level of scientific, technical and technological development, forms a single measurement system harmonized with international standards.

The creation of a set of standards in the field of civil protection allows achieving the optimal degree of streamlining and consolidation of established norms, regulations, rules, and methods for predicting the occurrence and development of emergency situations, preventing them, eliminating these situations and their consequences, and simplifies the work of executive and local government bodies, enterprises, institutions, and organizations in this area.

The group of standards included in the complex of national standards in the field of civil protection includes: standards for requirements for monitoring, preventing and eliminating

emergencies, protecting the population, animals, plants, economic facilities, protecting soils, atmospheric air, food, food raw materials and feed, water sources and water supply systems, means and methods of control, communication and notification, technical equipment of emergency and rescue units, special protective equipment [5].

The regulatory and legal basis of state expertise is the Laws of Ukraine “On Scientific and Scientific-Technical Expertise”, “On Environmental Expertise”. Within the framework of a comprehensive state expertise, aspects of safety in emergency situations are considered in such components as state expertise of design and estimate documentation in terms of fire safety, state expertise of construction projects of hazardous production facilities in terms of emergency protection.

State licensing is carried out in order to establish qualification, organizational, technological and other requirements and monitor their compliance for the conduct of certain types of economic activity. As a regulatory mechanism, licensing belongs to the group of traditional administrative management methods, which are defined by the Law of Ukraine “On Licensing Certain Types of Economic Activity” [4].

Licensing of economic facilities for the early implementation of a set of measures to prepare facilities for sustainable operation in emergency situations and categorical civil defense facilities in wartime, to which separate licensing rules will apply, and these rules themselves are absent in the state.

Certification of protection and security management systems is recognized worldwide as an effective mechanism for independent competent assessment of compliance with the requirements of regulatory legal acts. Civil defense certification should primarily concern the reliability of technical components of protection systems, notification and management of civil defense measures at categorical facilities, security management systems at potentially dangerous facilities, confirmation of personnel readiness indicators for action in emergency situations. The main motivation for this certification is the interests of national security, and therefore its nature should be mandatory. Currently, certification remains a methodologically insufficiently developed tool of public management and administration in the field of civil protection.

The regulatory and legal basis of insurance in the field of civil protection is the Law of Ukraine «On Insurance». The main classes of insurance provided for in the legislation and

relating to the field of civil protection include insurance against natural hazards, fire and technical risks. The development of the insurance system is directly related to solving the problem of determining the risk of emergency situations, because it is this indicator that forms the basis of the insurance process [5].

It should be noted that the existing regulatory and organizational structure of the public management and administration system in the field of civil protection has a number of problems related to: lack of funding; weak interaction between various management entities; insufficient level of personnel training; low level of public participation, which requires its appropriate improvement through: digitalization of monitoring and alert systems in the field of civil protection; reforming territorial defense and interaction with military structures; strengthening international cooperation in the field of emergencies, etc.

Conclusions from this study and prospects for further research in this direction. Thus, the system of public management and administration in the field of civil protection is a complex and extremely important area of state activity. The effective functioning of the civil protection system is possible only under conditions of clear coordination, adequate funding and active participation of all levels of public authority, as well as civil society. Only proper improvement of the theoretical foundations of the system of public management and administration in the field of civil protection will contribute to increasing the security of each citizen and society as a whole, which will be the subject of further scientific research.

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