

*Bindas D., PhD student of National University of Civil Defence of Ukraine*

*ORCID: 0009-0001-4825-5489*

## MAIN MECHANISMS OF PUBLIC ADMINISTRATION IN THE SPHERE OF CIVIL PROTECTION IN UKRAINE

*The genesis of approaches to the theory of public management and administration in the sphere of civil protection was examined. The theoretical and methodological foundations of public management and administration mechanisms in the sphere of civil protection were defined. Institutional-legal and organizational-economic mechanisms of public management and administration in the sphere of civil protection have been identified.*

*It is stated that an important aspect of the system of public management and administration in the sphere of civil protection is the formation of a normative-legal and institutional framework. This framework should combine stability with timely adjustment of the interests of state policy subjects in accordance with societal changes, and it should facilitate the creation of truly operational mechanisms that ensure compliance with legislation in this sphere. Therefore, the institutional-legal mechanism of public management and administration in the sphere of civil protection is identified. This mechanism is formed by the system of legislative and normative-legal acts of the state, which ensures the proper functioning of the civil protection sphere and harmonizes Ukrainian legislation in this sphere with international legislation, including European law.*

*It is determined that the organizational-economic mechanism of public management and administration in the sphere of civil protection is a set of organizational, financial, and economic incentives, levers, and tools provided by law, through which the stable functioning of the civil protection sphere is ensured. It is outlined that emergencies are becoming more complex, diverse, and atypical, with severe consequences for both the population and territories. This complicates the possibility of quick and proper response due to an insufficiently developed*

*algorithm of actions, both within the system of public management and administration in civil protection and among the population. Therefore, in modern conditions, it is necessary to form unified methodological foundations for the collection, processing, storage, and dissemination of data on environmental monitoring, critical infrastructure objects, and the risks of emergencies in general.*

**Keywords:** *public management, public management mechanisms, public management and administration, civil protection, public management and administration mechanisms in civil protection.*

**Problem Statement.** In modern conditions in Ukraine, there is a constant increase in the risks of military, social, natural, and man-made emergencies. This is associated with Russian military aggression, terrorist acts, the coronavirus pandemic, global climate change, and other current challenges and risks.

It is obvious that in conditions of destruction of civilian and critical infrastructure, mass migration of the population, a decline in its living standards, and a significant increase in the number of emergencies, the issue of ensuring the effective and efficient functioning of the civil protection sphere in Ukraine gains particular importance.

Activities in the sphere of civil protection have specific legal, organizational-managerial, methodological, and other characteristics. This is because the civil protection system, like any management system, requires correlation with changing foreign policy and domestic conditions that generate various types of threats to the country's security.

**Analysis of Recent Research and Publications** The source basis of our research consists of theoretical and methodological principles of organizing public management in the sphere of civil protection, which are revealed in the works of well-known scholars.

The scientific basis for solving these important state tasks primarily consists of theoretical developments regarding public management mechanisms, which are contained in the works of [2, 4, 5].

Among the scientific works of scholars who have investigated civil protection problems, the works of [1, 3] deserve attention.

The purpose of the study is to investigate the main mechanisms of public management in the sphere of civil protection in Ukraine.

Presentation of the Main Material. The interests of the state in the sphere of public safety lie in the effective prevention and operational liquidation of natural and man-made emergencies, minimizing losses, damages, and other negative consequences from them.

The interests of society in the sphere of public safety lie in ensuring the protection, realization of rights, and achievement of stability of social groups and structures of society during natural and man-made emergencies.

The aggregate interests of the individual, society, and the state in the sphere of public safety primarily consist in the country implementing a unified, consistent, and effective state and municipal policy on the issues of preventing and liquidating emergencies.

At the same time, the priority should be the desire to achieve the maximum possible effect in the matter of preventing emergencies, averting them or reducing possible harm, i.e., creating such conditions under which these situations would not arise at all or, if they do arise, would lead to minimal losses and damages. [2].

Threats to public safety, manifesting in a number of spheres of state, societal, and citizen life, are differentiated on the following grounds:

- The first group of threats primarily includes those related to the constant possibility of unfavorable and dangerous natural phenomena and processes, accidents, and man-made disasters, conditioned by the laws of nature and the regularities of the emergencies sphere.

- The second group of threats is due to a systemic crisis in the country and negative processes in the domestic economy and social instability. As a result, the state is unable to effectively resist natural and man-made threats and implement full-fledged measures to mitigate them.

- The third group of threats is caused by possible shortcomings of organizational, engineering, and technical safety systems, as well as their still relatively low effectiveness.

Thus, the task of the civil protection sphere is to comprehensively solve problems of preventing man-made accidents, disasters, fires, and to provide assistance to every person who is in trouble.

Rescuers work on land and underground, on and under water, perform their assigned tasks in complex mountainous conditions, at any time of year and day, in various weather conditions, protecting the country and its citizens from emergencies.

A rescuer is one of the noblest professions, uniting courageous and selfless people whose high professionalism and constant readiness for self-sacrifice ensure reliable protection from natural and man-made disasters and emergencies [1, c. 89]

In modern conditions of civilization development, the need to ensure safety has increased many times, as throughout the entire XX and the first quarter of the XXI century, social, political-managerial, economic, and environmental threats and their components have reached their intensity. In our opinion, this has become even more evident in the last few years (Russian military aggression against Ukraine, the global pandemic associated with the spread of COVID-19 infection; terrorist threats and other challenges).

Given the above, we can conclude that there is a need for comprehensive countermeasures to emergency situations caused by these dangers.

In these conditions, the work of public management bodies in counteracting emergencies has formed into a clearly defined sphere of activity belonging to the scope of national security issues. Furthermore, today there are all prerequisites to classify the system of civil protection of the population and territories from natural and man-made emergencies as an independent direction of national security [2].

Therefore, the system of public management and administration in the sphere of civil protection is an organizational sociotechnical system that is necessarily open, as it is in constant interaction with the external environment. It requires a constant influx of necessary resources from outside for its proper functioning and responds to external demands with the corresponding results of its activities: liquidation of the consequences of emergencies, cessation of the action or influence of dangerous factors caused by it, rescue of the population and property, localization of the emergency zone, and also liquidation or minimization of its consequences that threaten the life or health of the population, cause harm to the territory, the natural environment, or property.

Thus, in conditions where it is necessary to ensure an appropriate level of protection of the population and territories from emergencies and the country's transition to sustainable development, the systemic approach is the methodological basis. This approach allows for the implementation of all functions of public management and administration in the sphere of civil protection, ensuring the coordination of activities of all institutions whose work is aimed at forming and developing the civil protection sphere as a necessary prerequisite for

preventing emergencies, responding to emergencies, and liquidating their consequences in peacetime and during a special period.

An important aspect of the system of public management and administration in the sphere of civil protection is the formation of a regulatory and institutional framework that should combine stability and timely adjustment of the interests of state policy subjects in accordance with social changes, contributing to the creation of truly operational mechanisms that will ensure compliance with legislation in this area [1].

Therefore, it is proposed to single out the institutional and legal mechanism of public management and administration in the sphere of civil protection, which forms a system of legislative and regulatory legal acts of the state, through which the proper functioning of the civil protection sphere is ensured, the harmonization of Ukrainian legislation in this area with international legislation, including European legislation, is ensured.

The main law that regulates relations related to the protection of the population, territories, the environment and property from emergencies, response to them, the functioning of a unified state civil protection system, and determines the powers of state authorities, local self-government bodies, the rights and obligations of citizens of Ukraine, foreigners and stateless persons, enterprises, institutions and organizations regardless of their form of ownership is the Civil Protection Code of Ukraine [3].

Therefore, regulatory and legal support is based on improving the legislation that regulates the comprehensive development of the civil protection sector (laws, resolutions, strategic documents, programs). At the same time, the implementation of legal norms and the implementation of strategies in the field of civil protection involves the use of the organizational and economic mechanism of public management and administration in order to provide the civil protection sector with the necessary resources: human, material, financial, etc.

Therefore, in our opinion, it is important to identify the organizational and economic mechanism of public management and administration in the field of civil protection and use its capabilities, which should ensure the process of development of the civil protection system by adapting the appropriate forms, methods, tools and resources of public management and administration to modern security requirements of social development. So, there is an urgent need to study the features of the organizational and economic mechanism of public management and administration in the field of civil protection.

It should be noted that issues related to the theoretical and methodological aspects of the functioning of the organizational and economic mechanism of public management and administration are widely studied in the scientific literature. The organizational and economic mechanism is considered as a system in which there are elements of organizational and economic action on management processes, where a purposeful transformation of the influence of management elements on the object of management is carried out. This system contains subsystems related to management, regulation, stimulation, coordination, motivation [4, c.78].

The organizational and economic mechanism should ensure the functioning and operation of existing elements of the organizational and economic system and the organization of interaction between these elements in order to achieve the established goals [5].

The organizational and economic mechanism of public management and administration in the field of civil protection, as a complex socio-economic integrity, cannot function effectively, on the one hand, without a single center that performs the functions of goal-setting, coordination and optimization of the structure for the entire system (state), and on the other hand, without local self-government, endowed with sufficient powers and material capabilities for operational maneuver and flexible regulation of the development of the field of civil protection, taking into account local characteristics and local changes in the operational situation. The purpose of public management and administration policy in the sphere of civil protection is to clearly distinguish, and at the same time combine, on the basis of a systemic approach, political, administrative, organizational, economic, social and other functions of subsystems.

Therefore, the organizational and economic mechanism of public management and administration in the field of civil protection can be defined as a combination of elements of organizational and economic influence in order to ensure the implementation of target priorities by the subject of management activity through methods, levers, tools, methods and implementation of the functions of planning, organization, motivation, coordination and control, organizational, financial, economic and technical and technological support of the process of public management and administration in the field of civil protection.

The organizational and economic mechanism for the formation and implementation of state policy in the sphere of civil protection includes the following instruments: state

investments; economic standards and limits; depreciation deductions; customs tariffs; taxes and fees; state target programs and projects; leasing; insurance; subsidies; targeted financing on a non-refundable basis and the provision of interest-free loans; ensuring the preferential right to use a land plot of state or municipal property for the implementation of a particular project in the field of civil protection; provision, at the expense of state and local budgets and from other sources not prohibited by law, of the construction of related infrastructure facilities (roads, communication lines, heat, gas, water and electricity supply facilities, engineering communications, etc.) necessary for the implementation of relevant projects in the sphere of civil protection, etc [4].

**Conclusions.** The identification and analysis of the mechanism of hazards' action allow for solving two important methodological and practical tasks. Firstly, they allow to see and analyze the system of interconnections between its elements, which is very important for creating a system of object protection from hazards. Secondly, they help to develop a clear system of hazard classification. Therefore, knowledge of the essential characteristics and classification of emergencies serves as a theoretical and methodological basis for analyzing the possibility of their occurrence in Ukraine.

The essence and content of public management and administration have significantly changed in recent decades, which necessitates seeking new management models, besides market and hierarchical ones, including in the sphere of civil protection. The pluralization of public structures, the complexity of relationships between different population groups, a high level of public needs and expectations, the increasing scale of uncertainty and risk, the globalization of the world economy and the development of social networks, the decline in public trust in governments and state administrative bodies in general, the informatization of society – all this and much more has led to a revision of traditional public management approaches.

## **References:**

1. Andreiev S. O. Derzhavni systemy tsyvilnoho zakhystu: instytutsionalni zasady ta problemy rozvytku : monohrafiia; Nats. akad. derzh. upr. pry Prezydentovi Ukrainy. Kh.: Tim Pablish Hrup, 2017. 432 s.
2. Boiko O.A. Podalsha detsentralizatsiia derzhavnoho upravlinnia u sferi tsyvilnoho



- zakhystu. Teoriia ta praktyka derzhavnoho upravlinnia. Kharkiv: KhRI NADU, 2019. No. 1(64). S.195-201 s. <http://tpdu.journal.kharkiv.ua/index.php/tpdu/article/view/24/23>
3. Plakhuta V. V. Rozvytok derzhavnoi polityky u sferi tsyvilnoho zakhystu Ukrainy .- Hurzhiivski istorychni chytannia. 2011. Vyp. 4. S. 276-277.s.277 – Rezhym dostupu: [http://nbuv.gov.ua/j-pdf/gurit\\_2011\\_4\\_129.pdf](http://nbuv.gov.ua/j-pdf/gurit_2011_4_129.pdf)
  4. Fedorchak V. V. / Mekhanizmy derzhavnoho upravlinnia ryzykamy vynykennia nadzvychainykh sytuatsii v Ukraini // Dysertatsiia na zdobuttia naukovoho stupenia doktora nauk z derzhavnoho upravlinnia za spetsialnistiu 25.00.02 – mekhanizmy derzhavnoho upravlinnia. Natsionalnyi universytet tsyvilnoho zakhystu Ukrainy. – Kharkiv, 2018.S.429c.193
  5. Shoiko V.A. Instytutsionalizatsiia sfery tsyvilnoho zakhystu v umovakh hlobalizatsiinykh protsesiv. Ekspert: paradyhmy yurydychnykh nauk ta derzhavnoho upravlinnia. 2020. No.1(7) – liutyi 2020, 2020. Rezhym dostupu: [file:///C:/Users/user/Downloads/Duur\\_2013\\_3\\_6.pdf](file:///C:/Users/user/Downloads/Duur_2013_3_6.pdf)