

THE ROLE OF THE STATE IN THE FIELD OF CIVIL PROTECTION AND FIRE SAFETY

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STATE REGULATION OF MANAGEMENT DECISIONS IN THE SYSTEM OF THE STATE EMERGENCY SERVICE OF UKRAINE DURING MARTIAL LAW

The article examines the principles of strategic management in conditions of martial law and the peculiarities of management decision-making mechanisms. It analyzes the process of their adoption in non-standard situations and identifies the main tasks of the State Emergency Service of Ukraine. It outlines the factors that ensure the effectiveness of SES management during wartime. It proves that a high level of organization of management activities is one of the key conditions for the successful fulfillment of tasks assigned to personnel. It is noted that with the start of a full-scale war caused by the aggression of the Russian Federation, the management bodies and units of the SES continue to perform critically important functions: eliminating the consequences of shelling of populated areas, providing assistance to the affected population, and assisting local authorities in organizing evacuation measures. It is argued that management decisions in conditions of uncertainty are the result of comprehensive analysis, forecasting, optimization, economic justification,

and the selection of the optimal alternative given limited and incomplete information.

Key words: *state regulation, management decisions, management actions, public administration, extreme conditions.*

Problem setting. Ukraine is currently under armed aggression from the Russian Federation. The enemy is capturing settlements along with their infrastructure and local population. It is taking control of strategic facilities, whose continuous operation is vital for the state, as well as various enterprises, organizations, and institutions, including state ones. As a result, the development of the national economy has slowed significantly. Of course, human life has always been and remains the most valuable asset, but the conditions of martial law necessitate the use of special procedures and the adoption of non-standard management decisions.

The extreme situations faced by government officials are atypical in nature. An unusual situation should be understood as a combination of environmental factors that overload the sensory, cognitive, emotional-volitional, and executive spheres of a manager, significantly influencing their decision-making processes. The study found that such situations can cause two types of reactions in management:

- non-specific reactions – universal for any stressful situation and relatively independent of the nature of the difficulties;
- specific reactions – caused by a specific type of obstacle, threat, or difficulty [1].

Analysis of these factors allows us to develop practical recommendations and algorithms of actions for public authority managers in the context of Russia's armed aggression and other extreme or non-standard situations.

Recent research and publications analysis. The issue of managerial decision-making has been extensively researched in publications by contemporary scholars and has also been the subject of many researchers, such as Zhuravleva V.V., Kisel Z.R., Koshkina A.O., Mazyar O.V., Reshetilo V.P., Fedotova Yu.V., and others.

In their works, scientists define the theoretical foundations for ensuring the quality of management decision-making, raise the issue of the peculiarities of the process of management decision-making by public authorities and the assessment of their effectiveness

in public administration, analyze management decisions as a form of implementation of the organizational function of public administration, justify the organizational mechanism for making management decisions in the public sphere, define procedures for developing, adopting, and implementing public administration decisions in the context of contemporary challenges, assess the peculiarities of management decision-making by public authorities in extreme conditions, etc.

Paper objective. Despite a significant number of publications in this area, the issue of management decision-making in public authorities remains relevant in contemporary Ukrainian society, requiring ongoing in-depth scientific research. It is necessary to identify the factors of professional and managerial activity in the context of decision-making by heads of public authorities in extreme conditions using the example of the State Emergency Service of Ukraine (hereinafter – SES).

Paper main body. The objectives of the manuscript are to study and identify the factors of managerial activity in the context of decision-making by heads of public authorities in extreme conditions of the SES.

Presentation of the main material. The SES is a public authority that implements state policy in the field of civil protection, protection of the population and territories from emergencies and prevention of their occurrence, elimination of the consequences of emergencies, rescue operations, firefighting, fire and man-made safety, activities of emergency rescue services, as well as hydrometeorological activities.

Today, we can encounter many types of extreme situations, classified according to certain criteria. Based on professional activity (service), the following types of extreme situations should be distinguished (Table 1).

Table 1

Types of extreme situations

Type of extreme situation	The essence of an extreme situation
Fleeting	is associated with the need to act in conditions of severe time constraints, at the fastest possible pace, with a high level of organization and significant psychological stress (participation in disaster relief, rescue operations, apprehension of criminals, military operations);
Long-term	psychologically stressful activity over a long period of time (stressful work of operators at chemical plants, nuclear power stations, the process of uncovering and investigating crimes);
Caused by “uncertainty”	requires a decision to be made when there are alternative, subjectively equally significant options for behavior (performance or non-performance of official duties in difficult conditions, reporting official negligence or unlawful behavior of a person or remaining on good terms with them, family conflict, etc.);
A situation that requires constant readiness for action	staying in monotonous, unchanging conditions while waiting for extreme changes (standing guard, staying at a checkpoint);
Based on information that is likely to be unreliable	requires urgent action in the absence of certainty about the reliability of the information received (reports of a possible accident, disappearance of a person, preventive measures taken, etc.);
Caused by subjective circumstances	i.e., by the employee themselves (distraction or lack of concentration, unprofessional performance of actions, etc.).

Extreme situations can also be regulated and unregulated, planned and situational, “standard” and “non-standard.”

In other words, in the most general terms, they are divided into four groups:

- caused by extraordinary circumstances (natural disasters, natural or man-made catastrophes, war, mass terrorist acts, etc.);
- everyday, routine (fire, criminal attack, acute lack of time, the need to simultaneously solve several equally important tasks), i.e., those that arise in the life of every person;
- related to potentially dangerous hobbies (mountaineering, scuba diving, speed driving,

etc.);

- work-related, professional – caused by the performance of professional duties. Many types of work involving elements of occupational and professional risk (miners, pilots, sailors, etc.), as well as the official activities of military personnel, law enforcement officers, and employees of the State Emergency Service of Ukraine, are associated with danger to life and health [2].

The State Emergency Service of Ukraine (hereinafter referred to as the SES) is the central executive body whose activities are directed and coordinated by the Cabinet of Ministers of Ukraine through the Minister of Internal Affairs and which implements state policy in the field of civil protection, protection of the population and territories from emergencies and prevention of their occurrence, elimination of the consequences of emergencies, rescue operations, firefighting, fire and man-made safety, activities of emergency rescue services, as well as hydrometeorological activities [3].

The State Emergency Service is guided in its activities by the Constitution and laws of Ukraine, decrees of the President of Ukraine and resolutions of the Verkhovna Rada of Ukraine adopted in accordance with the Constitution and laws of Ukraine, acts of the Cabinet of Ministers of Ukraine, other legislative acts, and the Regulations on the State Emergency Service of Ukraine.

In accordance with its assigned tasks, the State Emergency Service:

1. summarizes the practice of applying legislation on issues within its competence, develops proposals for improving legislative acts, acts of the President of Ukraine, the Cabinet of Ministers of Ukraine, and regulatory acts of ministries, and submits them in the established manner to the Minister of Internal Affairs;

2. directly manages the activities of the unified state civil protection system;

3. develops draft plans in the field of civil protection at the state level in peacetime and in special periods, submits them to the Minister of Internal Affairs for consideration by the Cabinet of Ministers of Ukraine in accordance with the established procedure, and organizes the planning of civil protection measures by central and local executive authorities;

4. trains the management bodies of the functional and territorial subsystems of the unified state civil protection system.

In addition, during Russia's military aggression, we were able to see the exemplary implementation and coordination of the following powers:

1. implements measures for radiation and chemical protection, coordinates and controls the implementation of measures to protect the population and territories in the event of radiation accidents and emergencies related to the spill (release) of hazardous chemicals;

2. together with central and local executive authorities, local self-government bodies, enterprises, institutions, and organizations, forecasts the likelihood of emergencies, determines risk indicators, and divides the territory of Ukraine into zones according to the risk of emergencies;

3. coordinates the activities of central and local executive authorities and business entities in implementing measures for the evacuation of the population;

4. ensures the implementation of measures to minimize and eliminate the consequences of emergencies related to technological terrorist acts and other types of terrorist activities during anti-terrorist operations, and conducts educational and practical training to prepare the population for action in the event of a terrorist act;

5. involves search and rescue forces and emergency rescue services of central and local executive authorities, enterprises, institutions, and organizations regardless of their form of ownership, and coordinates their activities during the elimination of the consequences of state and regional emergencies, organizes search and rescue operations, and monitors their implementation. It also performs other tasks specified by Ukrainian legislation and regulations.

Within the powers provided by law, based on and in accordance with the Constitution and laws of Ukraine, acts of the President of Ukraine, resolutions of the Verkhovna Rada of Ukraine adopted in accordance with the Constitution and laws of Ukraine, acts of the Cabinet of Ministers of Ukraine, and orders of the Ministry of Internal Affairs, the State Emergency Service issues orders of an organizational and administrative nature, organizes and controls their implementation.

The State Emergency Service is headed by a chairperson who is appointed and dismissed by the Cabinet of Ministers of Ukraine upon the recommendation of the Prime Minister of Ukraine, based on proposals from the Minister of Internal Affairs.

The structure of the State Emergency Service apparatus is approved by its Head in agreement with the Minister of Internal Affairs. The staffing table and budget of the State Emergency Service apparatus are approved by its Head in agreement with the Ministry of Finance.

Thus, even with a clear hierarchy, the activities of the State Emergency Service of Ukraine are carried out in conditions of increased complexity. The main tasks of the above-mentioned units are to rescue people in case of a threat to their lives, to extinguish fires or other threats to the extent that they have developed at the time of the unit's arrival, and to provide assistance in eliminating the consequences of accidents, disasters, and natural disasters. As already mentioned, the performance of such tasks carries with it potential danger and threat to the lives of employees and places special demands not only on their level of professional training, but also on their psychological and psychophysiological qualities.

The effectiveness of the SES management in special conditions is determined by:

- a) the specific situation: flood, large fire, accident, disaster, epidemic, etc.;
- b) the peculiarities of the situation;
- c) the nature of the SES work.

The basic legal documents in this area are the Civil Protection Code of Ukraine, the Regulations on the State Emergency Service of Ukraine, and the Charter of Actions in Emergency Situations of Management Bodies and Units of the Civil Protection Operational Rescue Service. These documents define the powers of the heads of SES bodies at various levels.

As soon as there is a danger of the emergence or occurrence of special conditions, the head of the SES operational headquarters must take the following actions and make management decisions.

Thus, a high level of management of the SES bodies in special conditions is one of the main requirements for the successful performance of the tasks assigned to the personnel.

The management bodies and units of the State Emergency Service continue to carry out tasks to eliminate the consequences of shelling of populated areas by Russian troops, provide assistance to the affected population and local authorities in organizing the evacuation of the

population.

As soon as there is a danger of the emergence or occurrence of special conditions, the head of the operational headquarters of the State Emergency Service must take the following actions and make management decisions.

The order of management actions of the State Emergency Service when making a management decision:

Action 1. Personally or through the duty officer, put the relevant operational plan into effect, announce the gathering of members of the operational headquarters, and organize their work.

Action 2. Control and ensure the gathering, equipping, and preparation of the deployment of a special combined unit of the State Emergency Service, other interacting forces, and resources to the area of operations.

Action 3. At the end of the operation, give instructions on the preparation and conduct of a debriefing, appoint the place and time of its conduct in order to identify the strengths and weaknesses of the actions of the State Emergency Service and the forces assigned to it, and determine measures for further improving preparedness in special conditions.

Thus, a high level of management by the State Emergency Service in special conditions is one of the main requirements for the successful completion of the tasks assigned to the personnel. The management bodies and units of the State Emergency Service continue to carry out tasks to eliminate the consequences of shelling of populated areas by Russian troops, provide assistance to the affected population and local authorities in organizing the evacuation of the population, respond adequately, follow clear instructions, not panic, use the knowledge gained earlier, and help, not hinder, rescuers and other officials, military personnel, and specially authorized persons.

In an unstable external environment, risk and uncertainty are inherent in the overall activities of the State Emergency Service. It is often impossible to predict with a high degree of accuracy changes in the trends of key situations that arise in the activities of this body. This undoubtedly requires the use of new approaches to management decision-making that take into account as many factors as possible arising from the impact of uncertainty on the behavior of managers and employees of the relevant services. As a result, management

decisions in conditions of uncertainty are the result of analysis, forecasting, optimization, economic justification, and the selection of alternatives in conditions of insufficient information or complete or partial absence of information.

Conclusions. Thus, management decisions in extreme conditions (in particular, during martial law and a full-scale invasion of the independent sovereign state of Ukraine by the Russian Federation) have their own characteristics. These are, first and foremost, decisiveness, responsibility for the consequences, and activities that are limited in time, resources, information, and at one's own risk. That is why, in these difficult times, citizens themselves must respond appropriately in such situations, follow clear instructions, not panic, use the knowledge they have acquired previously, and help, rather than hinder, rescuers and other officials, military personnel, and specially authorized persons.

Strategic management in a state of martial law in the country in the bodies and subdivisions of the State Emergency Service requires managers at all levels to take into account the specifics of the current situation in the region and in the service area, to process information promptly, to adhere to the principles of management, optimizing activities and the rational use of human resources, organizing and ensuring conditions for subordinates to perform their duties, personal professional growth, and improving knowledge and skills, which together will contribute to ensuring and increasing the effectiveness and functional capabilities of subordinate agencies and units.

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