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CIVIL PROTECTION OF THE POPULATION IN THE SYSTEM OF NATIONAL SECURITY OF UKRAINE UNDER MARTIAL LAW

ЦИВІЛЬНИЙ ЗАХИСТ НАСЕЛЕННЯ В СИСТЕМІ НАЦІОНАЛЬНОЇ БЕЗПЕКИ УКРАЇНИ В УМОВАХ ВІСЬКОВОГО СТАНУ

Within the framework of this article, a comprehensive analysis is carried out of the content of such scientific categories as public security, civil defense, and civil protection, considered through the prism of ensuring the national security of the state. Particular emphasis is placed on the fact that, under the conditions of the full-scale war ongoing in Ukraine since 2022, the key priorities of state policy in the security sphere are increasingly concentrated around the categories of "public security" and "public order." It is these categories that serve

as fundamental reference points for shaping effective mechanisms to respond to contemporary threats.

The study establishes that the content of these categories primarily encompasses the protection of vital interests of both the individual and society as a whole. This includes ensuring the rights and freedoms of human beings and citizens, the safeguarding of which is defined as a priority area of activity for security forces, state authorities at various levels, local self-government bodies, as well as their officials and representatives of civil society. In this regard, particular importance is attached to the coordination of actions among these actors aimed at implementing and protecting national interests from the impact of both internal and external threats.

At the same time, an essential component is ensuring an adequate level of protection of state sovereignty, territorial integrity, and the democratic constitutional order. This presupposes the state's capacity to effectively counter both military and non-military challenges, which may be either actual or potential in nature. It is also emphasized that threats to the national security of Ukraine should be interpreted as a set of phenomena, trends, and factors that complicate or even render impossible the realization of national interests, as well as the preservation of fundamental national values.

It is substantiated that the system of public security, along with its structural elements, cannot function as a static construct. On the contrary, it must remain flexible, capable of adaptation and transformation depending on the current situation both at the national level and within its individual sectors. In addition, it is necessary to take into account the probable dynamics of the development of threats and trends that shape the contemporary security environment. Such an approach makes it possible to reinterpret the category of public security in Ukraine as a state of protection of the vital interests of the individual, society, and the state from socially dangerous acts and the consequences of emergency situations.

This, in turn, leads to an expansion of the substantive content of the public security system. The organization and practical implementation of civil protection measures are logically incorporated into its structure, forming an integral component of the overall security architecture of the state. Accordingly, civil

protection is no longer viewed as an isolated domain but is integrated into the broader context of ensuring national security.

In conclusion, it is determined that the transformation processes currently taking place in Ukrainian society in the sphere of the formation and implementation of state policy on civil protection of the population have significant practical implications. The incorporation and adaptation of international experience, taking into account national specificities, contribute to increasing the effectiveness of the functioning of the civil protection system. This is particularly relevant in the context of modern challenges and threats that directly affect the state of Ukraine's national security.

Keywords: *public administration, civil protection management mechanisms, civil protection, public safety, national security, civil defense, state of emergency.*

У межах статті здійснено комплексний аналіз змісту таких наукових категорій, як громадська безпека, цивільна оборона та цивільний захист, розглянутих крізь призму забезпечення національної безпеки держави. Особливу увагу акцентовано на тому, що в умовах повномасштабної війни, яка триває в Україні з 2022 року, ключові пріоритети державної політики у сфері безпеки дедалі більше концентруються навколо категорій «громадська безпека» та «громадський порядок». Саме вони виступають базовими орієнтирами для формування ефективних механізмів реагування на сучасні загрози.

У ході дослідження встановлено, що зміст зазначених категорій передусім охоплює захищеність життєво важливих інтересів як окремої особи, так і суспільства загалом. Йдеться про гарантування прав і свобод людини і громадянина, забезпечення яких визначається як пріоритетний напрям діяльності сил безпеки, державних органів різного рівня, органів місцевого самоврядування, а також їх посадових осіб і представників громадськості. У цьому контексті особливого значення набуває узгодженість дій зазначених суб'єктів, спрямованих на реалізацію та захист національних інтересів від впливу внутрішніх і зовнішніх загроз.

Водночас важливою складовою є забезпечення належного рівня захищеності державного суверенітету, територіальної цілісності та демократичного конституційного ладу. Це передбачає здатність держави ефективно протидіяти як військовим, так і невійськовим викликам, які можуть мати як реальний, так і потенційний характер. Окремо наголошується, що загрози національній безпеці України доцільно трактувати як сукупність явищ, тенденцій і чинників, які ускладнюють або навіть унеможливають реалізацію національних інтересів, а також збереження базових національних цінностей.

Обґрунтовано, що система громадської безпеки, разом із її структурними елементами, не може функціонувати як статична конструкція. Навпаки, вона повинна залишатися гнучкою, здатною до адаптації та трансформації залежно від поточної ситуації як у державі загалом, так і в окремих її сферах. Крім того, необхідно враховувати ймовірну динаміку розвитку загроз і тенденцій, що формують сучасне безпекове середовище. Такий підхід дозволяє по-новому інтерпретувати категорію громадської безпеки в Україні – як стан захищеності життєво важливих інтересів особистості, суспільства та держави від суспільно небезпечних діянь і наслідків надзвичайних ситуацій.

Це, своєю чергою, обумовлює розширення змістового наповнення системи забезпечення громадської безпеки. До її складу логічно включається організація та практична реалізація заходів цивільного захисту, що виступає невід'ємною частиною загальної безпекової архітектури держави. Відповідно, цивільний захист перестає розглядатися як ізольований напрям, а інтегрується у ширший контекст забезпечення національної безпеки.

У підсумку зроблено висновок, що трансформаційні процеси, які нині відбуваються в українському суспільстві у сфері формування та реалізації державної політики цивільного захисту населення, мають вагоме практичне значення. Залучення та адаптація міжнародного досвіду, з урахуванням національних особливостей, сприяють підвищенню ефективності функціонування системи цивільного захисту.

Це особливо актуально в умовах сучасних викликів і загроз, що безпосередньо впливають на стан національної безпеки України.

Ключові слова: *публічне управління, механізми управління цивільним захистом цивільний захист, громадська безпека, національна безпека, цивільна оборона, надзвичайний стан.*

Problem Statement. In the current conditions of Ukraine's development, shaped by a prolonged military confrontation initiated by Russia, the functioning of public authorities in the field of civil protection acquires a number of specific characteristics. These features are manifested primarily in the organizational and managerial, informational and methodological areas. They are due to the fact that the civil protection system, as a complex social structure, cannot remain unchanged and requires constant coordination with dynamic foreign policy and domestic conditions. These conditions generate a wide range of threats to Ukraine's national security, which in turn necessitates a flexible and adaptive response from the state.

Particular attention should be paid to the issue of interaction between public administration bodies and citizens in the field of civil protection. The study of this problem, along with the need to improve regulatory and legal regulation, highlights the need to form a holistic conceptual and methodological basis for relevant state mechanisms. Such a basis should rely both on a systemic vision of state influence on the relevant social relations and on the identification of specific features inherent in public administration regulation in this sphere. Without a clear methodological foundation, the effectiveness of implementing state civil protection policy remains limited.

Taking this into account, it can be argued that the scientific category of "civil protection" occupies one of the central positions in the structure of national security. Its provision is among the key tasks assigned to public administration bodies, particularly the Ministry of Internal Affairs of Ukraine, the State Emergency Service of Ukraine, and other institutions responsible for organizing and implementing civil protection measures. The effectiveness

of their activities largely determines the state's ability to ensure an adequate level of safety for citizens under modern challenges.

Analysis of Recent Research and Publications. Over recent decades, issues of public administration in the field of civil protection have been at the center of attention of scholars from various disciplines. Relevant aspects have been studied by such researchers as S. Dombrovska, P. Makhortov, A. Romin, V. Sadkovyi, O. Kriukov, and others. Their works cover a wide range of issues – from organizational mechanisms to legal support and institutional development of the civil protection system.

At the same time, despite a significant number of scientific studies, there remains a certain ambiguity in the interpretation of basic concepts. In particular, this concerns the definition of the category "civil protection," which still lacks a fully established and unified scientific interpretation.

Purpose of the Study. Given the above, the purpose of this article is an in-depth study of the essence of the scientific category "civil protection" in the context of ensuring national security under martial law.

Main Body. In our view, within the system of national security provision, public administration bodies primarily perform coordinating and guiding functions. This involves not only the activities of state institutions but also the involvement of non-state actors, including civil society organizations and citizens themselves, in identifying, preventing, and neutralizing threats. In effect, a multi-level model of interaction is formed, within which ensuring the security of the individual, society, and the state becomes a shared task of various actors.

In the context of the ongoing war in Ukraine since 2022, the content and priorities of national security have undergone significant reconsideration. Categories such as public safety and public order come to the forefront, defining the basic architecture of security policy. In this context, it primarily concerns ensuring an adequate level of protection of vital interests of individuals and society, including guarantees of citizens' rights and freedoms. Their protection is seen as a key guideline for the activities of security forces, public authorities, local self-government bodies, and civil institutions acting in coordination to realize national interests.

At the same time, an important element is the preservation of state sovereignty, territorial integrity, and constitutional order. Under current conditions, this implies the ability to effectively counter a wide range of threats – both military and non-military. Threats themselves should be understood as a set of factors and processes capable of significantly complicating or even disrupting the realization of the state's strategic interests and the preservation of its fundamental values.

However, the analysis of public safety issues should not be limited solely to assessing the current situation. A more productive approach combines the present state with a forward-looking perspective. In other words, it is necessary to consider not only current challenges but also potential scenarios of transformation of the security environment, which allows for the development of more sustainable and adaptive management decisions.

Accordingly, the system of public safety and its components cannot remain unchanged in terms of forms and instruments of implementation. It must be dynamic and open to adjustments depending on conditions at both the national level and within individual sectors. It is also important to consider the probable dynamics of changes shaping the security environment, as these determine the effectiveness of strategic planning.

Summarizing the above, public safety can be interpreted as a condition in which an adequate level of protection of vital interests of individuals, society, and the state is ensured against socially dangerous phenomena, as well as against the consequences of emergencies. This approach logically expands the content of the system of its provision by including the organization and practical implementation of civil protection measures as an integral element.

At the same time, it should be emphasized that the concept of public safety does not exhaust the full range of characteristics of national security. It is only one of its components, albeit an extremely important one. Therefore, there remains a need for further scientific conceptualization of the categorical apparatus, particularly with regard to civil protection.

In this context, public safety should be considered as an integral component of national security, encompassing a system of social relations aimed at preventing or eliminating threats to life, health, and property of citizens. It is organically linked with both personal security and public order, forming a comprehensive security space. This approach allows structuring this concept by distinguishing two basic components: first, a state of absence of danger for individuals, society, and the state; and second, a system of state measures aimed at maintaining this state and fostering a sense of security among citizens.

If considered more broadly, public safety can also be interpreted as a certain social environment characterized by the absence of conflicts, including those based on national or religious grounds. In this sense, it is closely related to the concept of public peace. In the field of public administration, this concept acquires a more formalized meaning and is defined as a system of social relations and corresponding legal norms aimed at ensuring stability, safety of life and health of the population, normal living conditions, and functioning of institutions.

At the same time, as already noted, there is some uncertainty in the scientific community regarding the basic concepts of this field. This primarily concerns the category "civil protection," which remains debatable. Different researchers propose different approaches to its interpretation, necessitating continuous reconsideration and further clarification.

In Ukrainian practice, the concept of "civil protection" was finally enshrined in official documents in 2012. This provides a basis for its analysis from a public administration perspective and allows it to be characterized as a complex, multidimensional category. In particular, in specialized terminology sources, civil defense (protection) is defined as a function of the state aimed at protecting the population, territories, environment, and property from emergencies through prevention, response, and assistance to victims both in peacetime and in special periods.

Many scholars emphasize the comprehensive nature of this category, viewing it as part of nationwide defense and security measures. At the same time, some approaches limit its content mainly to defensive functions, which,

in our opinion, does not fully reflect the modern nature of civil protection, especially in the context of multi-vector threats.

In modern conditions, especially during wartime, issues of cooperation in the field of civil protection gain additional relevance. This includes, in particular, the harmonization of national legislation with European approaches, which allows for the development of a coordinated legal framework taking into account the specifics of each state.

A comparative analysis of approaches used in post-Soviet countries is also of interest. In many of them, similar problems arise when forming relevant concepts, but they are addressed differently. In particular, in the legislation of countries such as Moldova, Uzbekistan, and Kyrgyzstan, the term "civil protection" is used as equivalent to "civil defense," emphasizing continuity of approaches.

At the same time, in different countries this concept is filled with different content. For example, in the Kyrgyz Republic it is interpreted as part of a system of nationwide measures aimed at protecting the population and territories from emergencies, and in wartime – from the consequences of hostilities. In Ukraine, emphasis is placed on the institutional dimension, where civil protection is viewed as a state system of governing bodies, forces, and means ensuring relevant functions.

In Kazakhstan, these approaches are combined, forming a more comprehensive definition, while in Armenia and Tajikistan greater emphasis is placed on the military aspect. In the Baltic states, which are members of the European Union, the concept of civil protection is primarily oriented toward ensuring the resilience of socio-economic systems in crisis situations.

Generalization of these approaches allows concluding that the category "civil protection" is highly variable both theoretically and normatively. It encompasses various state-administrative and legal phenomena that do not always fully coincide. At the same time, a common trend is the gradual expansion of its content – from a purely defensive function to a comprehensive system of measures aimed at protecting the population and values from the full spectrum of modern threats.

The theoretical analysis, supplemented by a comparative legal study, has allowed for a clearer definition of the public administration and legal nature of activities in the field of civil defense (protection). In this context, it emerges as an integrated element of the system for ensuring public order and public safety. At the same time, a trend towards the gradual expansion of the scope of this activity has been identified. While its functional content was previously associated primarily with responding to the consequences of military actions, it now also encompasses countering the consequences of emergencies of various natures.

It is this evolution of approaches that determines the logical order of the study's conceptual and categorical framework, within which public safety acts as the core category, civil defense (protection) as its functional component, and emergencies as the key source of threats. Such structuring allows for a more systemic approach to the analysis of security processes and the determination of state policy priorities.

Based on the public administration nature of activities in the field of civil protection (defense), and taking into account the results of the comparative legal analysis of the legislation of post-Soviet states, it is proposed to refine the definition of the relevant concept. Specifically, civil protection (defense) should be defined as a system of state measures provided for by current legislation aimed at protecting the population, the economy, administrative structures, the state territory, as well as material and cultural values, while simultaneously ensuring public order in emergency situations.

Conclusions. Summarizing the results of this study, it can be argued that a comparative legal analysis of the category of "civil defense (protection)" has allowed for a more thorough disclosure of its public administration and legal essence in the context of ensuring public order and public safety. It has been established that the current stage of development in this field is characterized by the expansion of functional areas of activity, driven by the need for a comprehensive response to diverse threats.

In particular, this refers to the protection of the population, territories, and the material and cultural values of Ukraine, not only in conditions of armed

conflict but also in cases of natural, man-made, or other emergencies. This, in turn, ensures the logical consistency of the categorical series: "public safety – civil defense (protection) – emergencies," where each element performs a specific function within the general system of national security.

In conclusion, based on the research results and considering the public-management nature of the relevant activities, the expediency of refining the concept of "civil protection (defense)" is substantiated. It should be viewed as a systemically organized set of state measures, enshrined in current legislation, aimed at ensuring the safety of the population, economy, territory, and society as a whole in the face of both emergency situations and military challenges.

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