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FEATURES OF INSTITUTIONAL DEVELOPMENT OF PUBLIC ADMINISTRATION IN THE SPHERE OF CIVIL PROTECTION IN UKRAINE IN THE CONTEXT OF IMPLEMENTATION OF ITS INTEGRATION DESIRE

ОСОБЛИВОСТІ ІНСТИТУЦІЙНОГО РОЗВИТКУ ПУБЛІЧНОГО УПРАВЛІННЯ У СФЕРІ ЦИВІЛЬНОГО ЗАХИСТУ В УКРАЇНІ В КОНТЕКСТІ РЕАЛІЗАЦІЇ ЇЇ ІНТЕГРАЦІЙНИХ ПРАГНЕНЬ

The article analyzes the features of the institutional functioning of the public administration system in the field of civil protection in Ukraine from the perspective of implementing its integration aspirations. The prospects for the institutional development of the public administration system in the field of civil protection of Ukraine are outlined, taking into account its membership in the EU Civil Protection Mechanism, in particular, within the framework of the deployment of individual modules" during the response to natural disasters, catastrophes and other emergencies.

Key words: *public administration, public administration system, institutional environment, public authorities, civil protection, emergencies, EU Civil Protection Mechanism.*

У статті аналізуються особливості інституційного функціонування системи публічного управління у сфері цивільного захисту в Україні з позиції реалізації її інтеграційних прагнень. Окреслено перспективи інституційного роз-

витку системи публічного управління у сфері цивільного захисту України, зважаючи на її членство в Механізмі цивільного захисту ЄС, зокрема, у межах розгортання окремих модулів» під час реагування на стихійні лиха, катастрофи та інші надзвичайні ситуації.

***Ключові слова:** публічне управління, система публічного управління, інституційне середовище, органи публічної влади, цивільний захист, надзвичайні ситуації, Механізм цивільного захисту ЄС.*

Problem setting. Today, the functioning of the public administration system in the field of civil protection in Ukraine takes place during the declared martial law, the reason for the introduction of which is the full-scale aggression of the Russian Federation. This aggressor state uses kinetic and unconventional weapons in order to cause no less harm to Ukraine, in particular, its information security through the impact on critical infrastructure facilities. Undoubtedly, any use of weapons actualizes the involvement of digital technologies in these processes and affects the population. It is an expression of public interests, which can, under the influence of the aggressor state, transform into social tension, discontent, and, worst of all, a crisis. Therefore, it is important to apply a comprehensive approach to neutralizing the actions of the aggressor state in order to prevent crisis phenomena and processes in Ukraine, among which emergencies occupy a special place [2; 3; 12]. This, in turn, actualizes the issue of improving the public administration system in the field of ensuring civil security in Ukraine. All this determines the relevance of the selected research topic.

Analysis of recent research and publications. The conceptual 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; 3; 4; 5; 7; 8; 12]. At the same time, a number of issues regarding the assessment of the state of implementation of public administration 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, and these aspects are related to its escalation, which affects the level of national and social security as a whole.

Paper objective. The purpose of the article is to analyze the state of functioning of the public administration system in the field of civil protection in Ukraine in the context of the implementation of its integration aspirations.

Paper main body. The main areas of international activity of the State Emergency Service of Ukraine (hereinafter referred to as the SES) are the establishment and development of cooperation with emergency departments of for-

eign states and specialized international organizations, assistance to foreign states in the elimination of emergencies, participation in international humanitarian projects, programs and operations, creation and strengthening of the image of Ukraine in the world community as a state with powerful institutions of emergency humanitarian response for participation in relevant operations abroad.

Within the framework of international cooperation of Ukraine, more than 50 international agreements on interaction and provision of assistance with foreign countries have been concluded. Partnerships have been established and ties have been established with the following UN agencies: UN Office for the Coordination of Humanitarian Affairs (OCHA), UN Refugee Agency (UNHCR), UN World Food Program (WFP), UN World Health Organization (WHO). In addition, there is effective cooperation with specialized international organizations such as the International Civil Protection Organization (ICPO), the International Committee of the Red Cross (ICRC), the International Federation of Red Cross and Red Crescent Societies (IFRC and CE), etc.

Employees of the State Emergency Service of Ukraine are among the first to go to foreign countries for the most complex search and rescue operations. The State Emergency Service of Ukraine actively continues to implement the methodology of the International Consultative Group on Search and Rescue and the United Nations Emergency Response Coordination and Assessment System (UNDAC). As is known, a number of representatives of the State Emergency Service of Ukraine have received the qualification of a “heavy” class search and rescue team.

It should be emphasized that Ukraine’s cooperation with the EU Civil Protection Mechanism (hereinafter referred to as the EU Civil Protection Mechanism) occupies a special place. In 2023, an agreement was ratified, which provides for Ukraine’s full membership in the EU Civil Protection Mechanism [8]. It should be noted that Ukraine was involved in the elimination of emergencies abroad and before officially joining 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; 6]. In addition, Ukraine provided assistance during the flood response in the Republic of Slovenia. Thus, it is worth noting that the EU Civil Protection Mechanism is designed to provide assistance in protecting the population, the environment and property within this mechanism or outside the European Union.

In continuation, we note that the EU ICZM was established in 2001. And this institutional formation represents the greatest achievement of Europe in the

field of civil protection. Since then, the EU ICZM has not undergone any changes in the principles and vectors of its activities. Therefore, it is currently designed for civil protection of the population affected by disasters, the consequences of which are difficult to eliminate on its own in the country where it occurred. A priori, the EU ICZM is activated in conditions of “emergency” necessity, that is, when there is a need to receive additional assistance to the affected country in responding to disasters. Unfortunately, when responding to disasters caused by terrorist acts, nuclear or radiological accidents, the EU ICZM is not fully applied [4; 5]. For an effective response to emergencies, the EU ICZM is used if necessary, which allows for the prompt and effective exchange of: 1) civil protection forces and means; 2) confidential information; 3) positive management experience gained during the liquidation of an emergency [6]. Since its establishment, the EU Civil Protection Mechanism has responded to over 700 requests for assistance both inside and outside the EU [10].

The European Union Civil Protection Mechanism is, therefore, nothing more than a system of institutional cooperation of the EU, 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 the 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 [6].

As for the advantages of participating in the EU Civil Protection Mechanism, the following can be distinguished:

- direct integration into the European civil protection family;
- rapid and operational assistance (24/7) in responding to emergencies;
- financial support (grants, co-financing of the involvement of response forces and means, etc.);
- exchange of professional knowledge and experience, study of best practices in the field of civil protection;
- improvement of the national civil protection system and development of common approaches with the EU in this area;
- increased level of security and protection of the population;
- international cooperation and solidarity;
- participation in the formation of EU policy in the field of civil protection;
- strengthening the image of Ukraine, including the State Emergency Service, in the international arena.

It is worth noting that Ukraine has come a long way towards joining the EU Civil Protection Mechanism. Strictly speaking, first in 2008, an Administra-

tive Arrangement was signed between the Ministry of Emergency Situations of Ukraine and the Directorate-General for Environment of the European Commission on cooperation and exchange of information. Then in 2014, an Association Agreement with the EU was signed. According to this agreement, Ukraine undertook to gradually harmonize national legislation and develop an Action Plan for the implementation of the said agreement. Of course, it was during this period that the armed aggression of the Russian Federation against Ukraine began, which added greater complexity to the implementation of the integration aspirations of our state and the protection of its territorial integrity and sovereignty.

The next stage in the development of international cooperation in the field of civil protection of Ukraine is marked by the following: the State Emergency Service of Ukraine, within the limits of its powers, ensured the implementation of the Implementation Plan of the Association Agreement with the EU. In this direction, the State Emergency Service of Ukraine regularly communicated with EU institutions and member states, and also exchanged experience to harmonize legislation and positive foreign management practices in the field of civil protection. In addition, the State Emergency Service ensured the participation of its representatives in joint exercises, international projects and rescue missions.

It is obvious that due to the full-scale invasion of the Russian Federation into Ukraine in 2022, a new stage began towards ensuring the accession of our state to the EU ICZM. In this context, the dialogue and work of Ukraine and the EU institutions at all levels to ensure full-fledged membership of Ukraine in the EU, including in European security institutions and programs, was intensified. The Government of Ukraine received a Questionnaire on Ukraine's accession to the EU and directly from the Minister of Internal Affairs of Ukraine - a Roadmap on accession to the EU Civil Protection Mechanism, which were subsequently processed by the State Emergency Service within its powers. During this preparatory period (before Ukraine's accession to the EU Civil Protection Mechanism), representatives of the State Emergency Service raised and discussed the issue of supporting Ukraine's accession to the EU Civil Protection Mechanism at international meetings with European colleagues of various levels, including during a meeting with the President of the European Parliament R. Metsola [6; 10].

On 20.04.2023, an Agreement between Ukraine and the EU on participation in the EU Civil Protection Mechanism was signed in Kyiv, and on 08.11.2023 its ratification was ensured (by the way, all interstate procedures were completed on 14.12.2023) [4; 5]. As a result, the current stage (from 2023 onwards) is marked by the implementation of the Agreement on Ukraine's membership in the EU MCS. 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, 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 MCS 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 MCS, distribution of responsibilities between units, etc.;

- an internal knowledge base on the EU MCS 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 MCS 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 State Emergency Service of Ukraine 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 State Emergency Service of Ukraine;

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

3) active interaction with the EU ICZ and raising awareness of open opportunities:

- systematic participation in joint exercises and trainings with the EU, working groups; constant communication, support and development of fruitful cooperation with European partners;

- active participation in grants and projects within the EU ICZ;
- participation of the State Emergency Service in humanitarian missions within the EU ICZ;
- participation in expert missions and exchange of experience;
- improvement of language skills of personnel;
- familiarization with the capabilities of the Mechanism of the Young Generation of Rescuers.

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 [6; 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 questionnaire was conducted (using the sociological sampling method) 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 in this direction to certify additional EU MCS modules. By the way, 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 Act when harmonizing Ukrainian legislation with European legislation is emphasized.

In addition, the European Union Civil Protection Knowledge Network was established to enhance the efficiency and effectiveness of civil protection exercises, promote innovation and dialogue, and enhance cooperation between national authorities and individual civil protection professionals of the Member States. It is an information platform that brings together first responders, disaster risk managers, scientists and decision-makers and helps them meet their needs for information, experience and best practices through methodologies, tools, solutions, resources, information exchange, etc. [9].

Regarding the latest response operations using the resources of the European Civil Protection Pool, among them (operations) we can highlight the one related to the response to the floods in France in 2024. Thus, at the beginning of the year, France experienced severe floods and river overflows caused by heavy rains. On 02.01.2024, this country requested emergency assistance through the EU ICZM for the departments of Nord and Pas-de-Calais. Slovakia and the Netherlands deployed a group of high-performance pumps. The Netherlands sent 4 pumps, pipelines, personnel and vehicles, while Slovakia sent 1 high-performance pumping module equipped with 2 pumps [10].

As noted above, Ukraine is actively involved in the development of the EU

MCS. Representatives of the SES 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 SES of Ukraine was certified as a heavy class urban search and rescue team 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 [10]. Therefore, Ukraine has every chance of certifying an additional CBRN module within the EU MCS. In addition, representatives of the SES 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. Thus, on this basis, we can point to the following prospects for the development of the state policy of Ukraine, which is constantly under missile and drone attacks from the Russian Federation: 1) improvement of institutional mechanisms of public administration in the field of civil protection of Ukraine, which involves the active use of the potential of the EU Civil Protection Mechanism and other international institutions; 2) increase of resource and financial capabilities of Ukraine to participate in this mechanism.

Conclusions. Based on the conducted research, the following conclusions can be drawn. The need to determine the principles of institutionalization of the process of implementation of the EU Civil Protection Mechanism in Ukraine is substantiated. On this basis, it is recommended to carry out periodization of the implementation of this mechanism, namely: 1) 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 the framework of which the Association Agreement with the EU was signed, as well as the Action Plan for the implementation of the said agreement was developed; 3) the current period (2023 – according to the 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, the development of further cooperation between Ukraine and the EU ICZM and other security institutions.

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