

UDC 351.862:061.1

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**SECURITY MECHANISM OF CIVIL PROTECTION:
WORLD EXPERIENCE IN THE CONDITIONS
OF INCREASING SECURITY CHALLENGES
(TOOLS, APPROACHES, INFRASTRUCTURE)**

Abstract. Currently, discrepancies have been identified in the practice of government bodies and civil defense forces in Ukraine, namely: the level of threats to the safe life of the population is increasing due to the emergence of emergencies of a technogenic, natural, social and military nature, an increase in their number, complexity of impact and speed of development, in particular those related to fires in buildings and structures of various purposes, large-scale fires in natural ecosystems, deterioration of the technical condition of industrial and infrastructure facilities, which leads to negative consequences for the environment, the emergence of risks to the life and health of the country's population and generally significantly affects the state of its security; the intensity of the emergence and development of emergencies is increasing due to the complex multifactorial impact of technogenic, natural, social and military factors on the safe life of the population, which is carried out in conditions of uncertainty and suddenness of their onset.

Decision-making and implementation are the most complex processes of management activity, in which the leader, members of the staff and members of other management bodies are required to have competence, high operational training, knowledge and skills in using technology, the ability to set goals and achieve them, and take responsibility. Decisions in emergency situations are made in various operational situations, including crisis situations, and in extremely limited time. However, they must be made in a timely manner, be as well-founded as possible and ensure the most complete and effective use of available opportunities. This requires a clear understanding by the leadership of the goals and objectives of the operation, a comprehensive and objective assessment of the situation, and competence. Speaking about decision-making, one should keep in mind the following initial components of this complex process: collection and preparation of initial data, construction of a model of the development of an emergency, formulation (adoption) of decisions by the manager, specification and detailing of the decision in the operation plan, bringing this decision to the executors, as well as organization, operational management and control over its implementation. Centralized management allows management to coordinate the activities of executors in strategic situational zones in a short time and in the best way, effectively use equipment and limited resources, quickly transfer efforts from one direction to another, control any issue and, if necessary, take on any initiative in management. At the same time, the management of strategic situational zones should be given a wide opportunity to demonstrate initiative and creativity in solving the tasks set.

Keywords: public administration, civil protection, emergencies, martial law, national security, safe public spaces, shelter, civil protection, spatial planning.

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МЕХАНІЗМ ЦИВІЛЬНОГО ЗАХИСТУ: СВІТОВИЙ ДОСВІД В УМОВАХ ПОСИЛЕННЯ БЕЗПЕКОВИХ ВИКЛИКІВ (ІНСТРУМЕНТИ, ПІДХОДИ, ІНФРАСТРУКТУРА)

Анотація. У сучасній Україні варто зазначити про наявність певних розбіжностей у діяльності органів управління та сил цивільного захисту, наприклад: зростає рівень загроз безпечній життєдіяльності населення внаслідок виникнення надзвичайних ситуацій природного, техногенного, воєнного характеру, збільшення їх кількості, швидкості розвитку, комплексності впливу, зокрема пов'язаних із пожежами у спорудах різного призначення, у природних екосистемах, погіршенням технічного стану промислових та інфраструктурних об'єктів, що призводить до негативних наслідків для довкілля, виникнення ризиків здоров'ю населення країни та стан його захищеності; підвищується інтенсивність виникнення надзвичайних ситуацій внаслідок комплексного багатofакторного впливу природних, соціальних, техногенних, а також безпосередніх воєнних чинників на безпечну життєдіяльність населення, що здійснюється в умовах невизначеності.

Прийняття та реалізація рішень у нестабільному безпековому контексті, що може погіршуватися – складні процеси управлінської діяльності, в яких від керівника, членів штабу і членів інших органів управління вимагаються компетентність, висока оперативна підготовка, навички використання техніки, вміння ставити цілі, брати відповідальність на себе. Рішення за умов надзвичайного стану приймаються в різній оперативній обстановці, у дуже обмежений час. Проте воно повинно бути прийнято своєчасно, максимально обґрунтованим, забезпечувати найбільш повне та ефективне використання наявних можливостей. Для цього потрібно чітко усвідомлення керівництвом задач операції, об'єктивна оцінка обстановки, компетентність. Варто виділити такі вихідні складові процесу прийняття рішень: збір і підготовка вихідних даних, побудова моделі розвитку надзвичайного стану, формулювання прийняття рішень керівником, тактична деталізація рішення, доведення рішення до виконавців, організація, оперативне управління, контроль за його реалізацією. Централізоване управління дозволяє керівництву в короткий термін й найкращим чином координувати діяльність виконавців в стратегічних ситуаційних зон, ефективно використовувати обмежені ресурси, бути гнучкими, швидко переносити зусилля з одного напрямку на інший, контролювати різні питання. Разом з тим керівництву стратегічних ситуаційних зон повинна бути надана широка можливість прояву ініціативи і творчості при вирішенні поставлених задач.

Ключові слова: публічне управління, цивільний захист, надзвичайні ситуації, воєнний стан, національна безпека, безпечні публічні простори, укриття, цивільний захист, просторове планування.

Introduction. There is objectively a need to reform civil protection systems regarding their further transition from responding to probable emergency situations to ensuring the stability of the state in crisis situations of various nature and strengthening the interaction of civil protection forces and management bodies with law enforcement agencies and armed forces [4].

In Ukraine, this process is taking place under the conditions of the extension of the quarantine established to counter the COVID-19 pandemic. Because of this, the unified state system of civil protection of Ukraine has been operating in emergency mode for almost three years. The mode was introduced on March 25, 2020 in order to eliminate the consequences of a medical and biological emergency of natural origin at the state level, to ensure sanitary and epidemic well-being of the population, and, according to the latest decision of the Government of Ukraine, it was extended until April 30, 2023. At the same time, on February 24, 2022, martial law was introduced in Ukraine as a result of a large-scale invasion of the Russian Federation troops into the country's territory. Therefore, the issue of accelerating Ukraine's comprehensive integration into the European space, including into European security structures, one of which is the EU Civil Protection Mechanism, appeared on the agenda.

Literature review. The dissertation of O. Leshchenko [4] is dedicated to studying the

transformation of the civil protection system of Ukraine in the conditions of modern military-political conflicts of the hybrid type, in the course of which the author pays considerable attention to the problems of the transformation of the civil protection systems of the Euro-Atlantic countries. In particular, the author identified the main trends of the mentioned transformation in the conditions of modern military and political conflicts, to which he attributes the creation of complex integrated systems of preventing dangers and responding to predicted emergency situations; increasing the capabilities of civil protection entities; their reorientation from responding to possible emergency situations to ensuring the stability of the state in crisis situations; increased attention to preparation for actions under such conditions and enhanced interaction with other security structures, as well as to training the population in the relevant rules. In addition, in the course of the conducted research, the author also summarized the experience of ensuring the protection of the population and territories in the area of the Anti-Terrorist Operation/Joint Forces Operation.

V. Terent'ieva and O. Tverdokhlib investigate the technological features and the circumstances of the activation of the European Union Civil Protection Mechanism in response to requests from countries within the EU and beyond, as well as the role of Ukraine in the functioning of the said Mechanism in accordance with

the commitments it has assumed, the degree of its readiness to counteract the negative consequences caused by the global spread of the COVID-19 coronavirus pandemic within the framework of cooperation with relevant institutions in the areas of humanitarian aid, training and monitoring, financial support, consulting, and immediate response to emergency situations.

K. Bielikova [1] argues for the importance of studying and introducing into the system of civil protection of Ukraine the experience of foreign countries regarding the organization of interaction between heterogeneous structures performing tasks in the field of civil protection, as well as progressive methods of training management staff and specialists in this field. S. Poteriako substantiated the usefulness of Ukraine's accession to international legislation in the field of security, which will ensure joint actions during the emergence of a global crisis [11].

Aims. The purpose of the publication is to analysis of issues and theoretical approaches to problematic aspects of civil protection of the population as an important part of the system of ensuring public security.

Results. Today, a special place is occupied by emergencies (hereinafter referred to as emergencies) of a socio-political nature: wars, civil disobedience, terrorism, crime. In connection with numerous terrorist acts and the emergence of military conflicts in the Balkans and the Middle East, the provision of humanitarian assistance to significant contingents of the affected population is becoming an urgent problem. The population suffers not only from the consequences of military actions, but also to a large extent from a catastrophic shortage of drinking water, food, medicines and the lack of medical care. And such constant companions of catastrophes and natural disasters as confusion, panic, fear and helplessness completely deprive a person of the ability to self- and mutual help, which is extremely necessary for the victims. The risk of the consequences of an emergency in general, and medical and sanitary as the most tragic, is the main problem in solving the tasks of overcoming the consequences of an emergency of a natural and technogenic nature due to the fact that the risks themselves are largely determined by the effectiveness of measures to eliminate the consequences of an emergency. Of particular importance are the risks of the occurrence of certain medical and sanitary consequences of an emergency, which is due to their certain specificity and direct impact on the life of both an individual person and significant

human contingents, and sometimes society as a whole. However, until now, the problems of determining and managing risks under emergency conditions, unlike, for example, the economy, have almost not been considered from a scientific and practical perspective. points of view. To date, unfortunately, no comprehensive scientific research has been conducted on the problems of risk management that arise during the emergencies themselves, as well as in the process of overcoming their consequences, especially medical and sanitary, as the most tragic.

The European Union Civil Protection Mechanism (hereinafter referred to as the Mechanism) is the world's largest system of providing international coordinated operational assistance in case of emergency situations, which was created with the aim of increasing the effectiveness of the systems of prevention of, preparation and response to natural and man-made disasters, support and coordination of the actions of the EU member states in the field of civil protection. This is because the increase in the number of natural and man-made emergency situations with severe consequences and the high probability of an increase in the scale of disasters in the future require an integrated approach to their prevention. Therefore, the Mechanism became a key tool of the European Union civil protection system. It includes 32 states [14].

The Mechanism consists of the Emergency Response Coordination Center (hereinafter referred to as the Coordination Center), the European Emergency Response Capacity in the form of a voluntary pooling of pre-determined capacities of member states, trained experts, the Common Emergency Communication and Information System and contact points in the member states. The Coordination Center can directly contact the national civil protection authorities of the affected country and financially support the transportation of civil protection forces and equipment. In addition, the Coordination Center has its own portal, which is a source of information for professionals working in the field of civil protection at the national, regional and local levels, volunteers and non-governmental organizations and members of the public [13]. Declared European integration as one of the priorities of ensuring the national security, Ukraine has set itself the goal of full membership in all European structures, including those for civil protection.

Identification of a number of main contradictions that arise in the process of making management decisions under emergency conditions, as well as the types of reserves

necessary to solve operational management tasks. The progress and results of emergency liquidation work depend on the ratio of resource-economic, moral-political, scientific-technical and organizational potentials of the system, but also on the effectiveness of operational management. In turn, the effectiveness of the process of making, implementing and correcting operational decisions is determined by the ability of management to focus its main efforts on the main areas of eliminating the causes of the emergency and its consequences [4].

It should also be noted that along with the usual types of reserves (time and resource), when solving operational management tasks under emergency conditions, other types of reserves should be used, such as structural-technological, natural-climatic and ecological-physiological, etc. The presence of a structural-technological reserve will allow effective management of available forces and means in the event of loss of performance of a number of system elements. The natural-climatic reserve is divided into two types. The presence of a natural-climatic reserve of the first type ensures the possibility of the existence of an organization under the conditions of its performance of basic functions due to the implementation of a certain set of other functions (deterministic or non-deterministic). Usually, the efficiency of their implementation for a given organization is lower than from the implementation of basic functions. The natural-climatic reserve of the second type allows the organization to reduce expenses for the implementation of a certain set of functions during a certain period of time due to the provision of sufficiently satisfactory conditions for their implementation in specific natural-climatic conditions during this period. The ecological-physiological reserve also comes in two types. The first type of this reserve is the ability of living organisms (including humans) to resist changes in environmental conditions without subsequent deterioration of health. Under the ecological and physiological reserve of the second type, there is a possibility of stabilizing the situation and bringing it to normal conditions without human intervention by using only natural factors. The values of the reserves of the first type can be established through medical studies of the capabilities of the human body and clarification of the norms of its stay in harmful conditions (radiation, noise, vibration, etc.). Reserves of the second type are determined when studying the possibilities of self-purification of water bodies, the atmosphere, etc. An important problem of improving the operational management system is the development of

methods for making optimal decisions and plans of operations for the emergency as a whole, as well as for individual strategic situational zones (SZ) and their aggregates. Management decisions made under emergency conditions are the basis of operational management. In accordance with them, all subsequent activities of management bodies for the liquidation of the emergency are carried out. Making operational decisions in this direction is a creative and responsible task. Its essence is to determine, in accordance with the set goal, basic plans and the current situation, the general meaning of the operation to eliminate the emergency, specific measures for its implementation in each SSC, the procedure for the interaction of forces and means for their implementation and the necessary support. Operational decisions are made by the head of the work and he is personally responsible for them. Almost all employees of the management bodies take part in the preparation of data for making operational decisions in accordance with their functional responsibilities. During the implementation of operational decisions, they can replace each other. Operational management decisions under emergency conditions must meet the requirements of timeliness, justification and unambiguous understanding by the executors, as well as categoricalness of their implementation.

The main contradictions that should be taken into account when making management decisions under emergency conditions are the following: – between the complexity of assessing the situation and making operational decisions and practically zero time resources for making and implementing management decisions; – the need for centralization of management, which ensures mutual coordination of actions, forces and means, as well as the efficiency of coordination and management, the needs of decentralization, which ensures stability in management, increases the efficiency of solving local problems and the initiative of the heads; – the validity of the decisions made and the efficiency of management. The resolution of these contradictions is the goal of improving the operational management system under emergency conditions. It is also necessary to take into account the existing difference between the characteristics of the tasks of planning work on preventing and eliminating the consequences of emergencies and the tasks of operational management, which are solved under emergency conditions. Planning tasks, as a rule, are characterized by a large volume of work and a large size, and the volume of work does not change significantly over time. The frequency of their solution is usually small, the solution periods are regulated, and the solu-

tion time is not a limiting factor. The frequency of changes in the initial data is relatively small, and their reliability is low. Therefore, the accuracy of solving planning problems is determined mainly by the reliability of the initial data. Operational management tasks under emergency conditions (meaning the efficiency and adequacy of their solution) are characterized by random moments in time when orders for their solution arrive. On average, the amount of computational work for solving operational management tasks is small, and the frequency of tasks arriving at service nodes is large. Although the solution time is usually small, it is a limiting factor. The frequency of changes in the initial data is very high, and the reliability is very low. The accuracy of solving operational management tasks is usually determined not only by the reliability of the data, but also by the quality of algorithms for solving problems of this class. The problem of assessing the effectiveness and adequacy of the functioning of emergency operational management systems is quite important and specific.

Unlike the management of industry, agriculture, household services, etc., the effectiveness of the functioning of which is assessed by productivity, product quality, profit, expenses, etc., the effectiveness of the functioning of operational management systems under emergency conditions should be assessed by efficiency and effectiveness. Efficiency is a strategic indicator and serves to assess the degree of achievement of the system of the goal set for it, the level of completion of the required work. When assessing efficiency, it is necessary to take into account the performance of all necessary work in accordance with the nature of the development of the emergency and the strategy for eliminating its consequences, whether they are effective, whether the results of the required quality are achieved, and the timeliness of their implementation. To measure efficiency, it is necessary to compare the degree of implementation of planned work, that is, to compare what was necessary to do with what has already been done. Effectiveness under significant efficiency is an operational-tactical indicator. The performance indicator reflects the current characteristics of the level of work performance in the system as a whole and in individual SZs.

The operational management system under emergency conditions is designed not only to ensure an increase in the individual and overall productivity of each employee, but also to unite all employees to achieve the common goal of the system, to achieve their active participation in the implementation of operational plans for the elimination of the consequences of the

emergency. One of the main requirements for the management system under emergency conditions is the requirement for its high efficiency. During the operational management of the liquidation of an emergency, it is necessary to keep a careful record of the time balance, comparing the available time with the dynamics of the development of the emergency and calculating its reserve or deficit. For this purpose, when managing the liquidation of an emergency, two types of time should be considered – available and required, which are in contradiction. The greater the difference between the available and required time, the greater the time reserve to compensate for unforeseen circumstances, elements of probability and uncertainty. In the event that the required time turns out to be greater than the available time, a time deficit is created, which does not allow the planned amount of work to be completed or to be completed with the efficiency that was expected.

Civil protection in Ukraine, according to the current legislation, is defined as «a set of measures that are implemented in the territory of Ukraine in peacetime and in a special period and are aimed at protecting the population, territories, natural environment, property, material and cultural values from emergency situations and other dangerous events, prevention of the occurrence of such situations and events, liquidation of their consequences, provision of assistance to their victims, implementation of state supervision (contro) in the field of fire and man-made safety». Ensuring the implementation of state policy in the field of civil protection is carried out by the unified state system of civil protection of Ukraine, which is a set of management bodies, forces and means of central and local executive bodies, the Council of Ministers of the Autonomous Republic of Crimea, executive bodies of councils, enterprises, institutions and organizations that provide the implementation of state policy in the field of civil protection.

Under martial law, the unified state system of civil protection has been functioning for almost a year. During this period, in accordance with the norms of the Law of Ukraine «On the Legal Regime of Martial Law» and the Procedure for Implementing Measures during the Introduction of a Curfew and the Establishment of a Special Light Masking Regime in Certain Areas Where Martial Law Has Been Introduced, a curfew is in effect at night in the territory under the control of Ukraine, which in regions close to the areas of active hostilities is periodically extended to the daylight hours in order to fight against enemy sabotage and reconnaissance groups and

spotters. It is worth noting that as a result of active hostilities in the territory of the northern, eastern and southern regions of the country, a significant part of the enterprises forming the budget of these regions suffered destruction and damage; the same applies to a part of city-forming enterprises, life support facilities and critical infrastructure. Numerous educational, cultural, health care institutions, shopping centers, transport infrastructure facilities, private and multi-apartment buildings, farm buildings, etc. throughout Ukraine were destroyed. All this is accompanied by injury and death of the civilian population. Civil protection units and emergency recovery services are involved in the liquidation of the consequences of each of these disasters.

At the same time, in settlements that have undergone temporary occupation, there are recorded cases of supply of untreated technical water without disinfection through destroyed engineering networks that may contain pathogenic viruses and bacteria, which can lead to the emergence and mass spread of various infectious diseases. Another risk for the safety of the population and the environment is forest and steppe fires and fires in grain fields as a result of ammunition explosions or deliberate arson in combat zones [8]. In addition, in the temporarily occupied territories of Ukraine and in the territories along the contact line, the work of emergency and rescue services is often complicated or impossible due to constant shelling and hostilities.

It is worth noting that, almost since the beginning of the large-scale aggression, all EU member states have been providing humanitarian aid to Ukraine through the mentioned Mechanism. And the Coordination Center deals with issues of medical evacuation of wounded or sick citizens of Ukraine to hospitals throughout Europe. With its help, humanitarian partners of the EU supply the vulnerable sections of the population of the de-occupied territories with vital goods, generators, materials for

the construction of temporary housing, and necessary household items.

Conclusions. The need for the implementation of conceptual principles of managing the risks of emergencies and their consequences is substantiated. The main mechanisms of state regulation in the field of risk management are state standardization, certification, state expertise, state supervision and control, licensing, economic regulation, declaration of the safety of hazardous facilities and insurance.

The basis of the public management system in the field of technogenic and natural safety and, accordingly, risk management should be economic mechanisms, the purpose of which is to create an economic foundation for the functioning of this system at all levels of safety management, starting from the object level and ending with the national level. The complex of economic mechanisms of regulation should ensure the optimal balance of economic costs and the level of technogenic and natural safety in conditions of limited state resources.

Given the rapid changes in the situation during emergencies, when making operational management decisions, it is necessary to base this decision on the maximum justification, which should ensure the most complete and effective use of available capabilities and resources.

According to the results of the study, it was established that the effectiveness of the functioning of operational management systems during emergencies should be assessed by effectiveness and efficiency, which are the main criteria for assessing the process of overcoming the consequences of emergencies of a natural and man-made nature.

There are cases when emergency and rescue units cannot reach the places of work due to constant shelling by the troops of the aggressor country, which greatly complicates rescue and recovery work. There is an urgent need to unite the efforts of all progressive countries in countering emergency situations of various nature to protect the civilian population.

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Дата надходження статті: 24.07.2025

Дата прийняття статті: 02.09.2025

Дата публікації (оприлюднення) статті: 30.09.2025