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**MECHANISMS OF PUBLIC MANAGEMENT AND ADMINISTERING
IN THE SPHERE OF CIVIL PROTECTION:
THEORETICAL AND METHODOLOGICAL PRINCIPLES**

Theoretical and methodological principles of mechanisms of public management and administering in the sphere of civil protection are considered. Mechanisms of public management and administering in the sphere of civil protection are singled out. The content of mechanisms of public management and administering in the sphere of civil protection is determined.

Key words: civil protection, mechanisms of public management and administering in the sphere of civil protection, principles of public management and administering in the sphere of civil protection.

Accidents and catastrophes are, unfortunately, an integral part of human history. Emergencies cause significant losses to both individuals and the state, and untimely or unprofessional elimination of their consequences also leads to huge losses. Therefore, the issue of timely detection and tracking of possible emergencies and identifying ways to prevent and overcome them, the solution of which is possible only with a comprehensive theoretical and methodological justification of the content and components of the mechanisms of public management and administering in the sphere of civil protection.

Such scientists as Knyazev V., Bakumenko V., Kostenko V., Maystro S., Trush O. and others devoted their publications to the study of the theoretical foundations of the mechanism of state management of the civil defense system [1; 3; 4; 5].

However, many issues related to determining the content and components of the mechanisms of public management and administering in the sphere of civil protection remain insufficiently studied. The purpose of the article is to determine the theoretical and methodological foundations of the mechanisms of public management and administering in the sphere of civil protection.

According to the Constitution of Ukraine, every citizen has the right to protection of his life and health from the consequences of accidents, catastrophes, natural disasters, use of weapons and to demand guaranteed implementation of this right from executive authorities, heads of enterprises, organizations, institutions regardless of ownership. and subordination. The state, as a guarantor of this right, must create and develop a single national system of civil defense, which includes civil defense and protection of the population and territories from emergencies of man-made and natural nature.

The development of society and the level of its security occurs under the influence of social management, purposeful influence of people on their own social, collective and group life, which consists of two types: self-regulation of society (direct management); public administration (through specially created state structures).

Public governance – purposeful organizational, regulatory and controlling influence of the subject of public administration on the object of public administration through the introduction of public policy, developed by the political system and enshrined in law, through the activities of public authorities endowed with the necessary competence [1].

To study the problems of public governance, a methodology of system approach is used, which allows to analyze any object or phenomenon, as a system in the unity of all its components, continuously interacting, both with each other and with the external environment.

A system is a set of interacting elements that have integral properties that are not inherent in each of these elements separately.

Features of any system, including the civil defense system are its integrity,

structure, hierarchy of the organization (ie the presence of a set of subsystems of different levels, which are arranged in order), the presence of different types of necessary communications between elements and the presence of integrated quality result.

In the management of both the subject and the object of managerial influence is a person. The specificity of public management and administering as a type of government is that it relies on power – the organizational force of society, capable of coercion and extends its influence throughout society.

The subject of public management and administering is a body of state power, a body of local self-government or an official who is endowed with power to carry out public administering .

The object of public management and administering in accordance with the organizational and structural criteria are formally defined structures (region, city, district, enterprise), and the functional criterion – activities, including civil protection [1].

The main tasks of public management and administering of the civil protection system are:

- collection and analytical processing of information on emergencies;
- forecasting and assessment of socio-economic consequences of emergencies;
- implementation of supervision and control in the sphere of Central Administration;
- development and implementation of legislative and other regulations, compliance with norms and standards in the sphere of Central Administration;
- development and implementation of precautionary measures in the sphere of civil protection;
- creation, preservation and rational use of material resources necessary to prevent emergencies;
- development and implementation of scientific and technical programs aimed at preventing emergencies;

- prompt notification of the population about the occurrence or threat of an emergency, timely and reliable information about the current situation, measures taken to prevent emergencies, and overcome their consequences;

- organization of protection of the population and territories from emergencies, provision of emergency psychological, medical and other assistance to victims;

- carrying out urgent works on liquidation of consequences of emergency situations and the organization of life support of the affected population;

- ensuring the constant readiness of the forces and means of the Central Committee for emergencies and the elimination of their consequences;

- providing, using the means of the Central Committee, operational assistance to the population in case of adverse domestic or non-standard situations;

- teaching the population how to protect themselves in the event of emergencies, adverse domestic or unusual situations and the organization of training;

- international cooperation in the sphere of Central Administration [2].

The basis of public management and administration of the civil protection system are the basic principles. According to the existing legislation of Ukraine, civil protection operates on the following principles:

- guarantee by the state to citizens of the constitutional right to protection of life, health and their property, and to legal entities – the right to safe functioning;

- voluntary involvement of people in the implementation of measures in the sphere of central health, related to the risk to their lives and health;

- a comprehensive approach to solving the problems of the Central Committee;

- creation of a system of rational preventive safety in order to minimize the possible, economically justified reduction of the probability of emergencies and minimize their consequences;

- territoriality and functionality of a single system of the Central Committee;

- minimization of environmental damage;

- publicity, free access of the population to information in the field of central government in accordance with the law [2].

Maslov Y. considers that civil protection should be based on the following principles:

- guarantee of the constitutional right of citizens to protection of life, health and their property;

- voluntary involvement of people in the implementation of measures in the sphere of civil protection;

- comprehensive approach to solving problems of civil protection;

- rationality of economically justified reduction of the risk of emergencies and minimization of their consequences;

- territorial and functional principle of organization of the Unified system of civil protection;

- publicity, free access of the population to information on civil protection in accordance with current legislation [6].

The solution of problems of natural and technogenic safety of Ukraine is provided by carrying out at the state level of such actions:

1. Implementation of man-made risk management, which will ensure a sustainable, guaranteed reduction in the number and consequences of emergencies of man-made and natural nature.

2. Creation of an integrated interdepartmental system for monitoring and establishing a state service for forecasting and prevention of natural and man-made emergencies.

3. Creation of a national register of potentially dangerous objects and territories and mechanisms for their monitoring.

4. Improving the efficiency of state supervision over the condition and functioning of potentially dangerous industries [3].

These measures are implemented through certain mechanisms of state management of the civil protection system.

The mechanism of state management of the civil protection system is a way

of applying measures of influence of the subject of public administering to prevent and overcome the consequences of emergencies, ensure the necessary level of man-made environmental safety and fulfill public goals and objectives in the sphere of human security and society as a whole [5].

The main mechanisms of public management and administering of the civil protection system are state standardization, certification, expertise, state supervision and control of compliance with the requirements in the sphere of emergency situations, licensing, accounting and implementation of the requirements of the emergency situations, as well as insurance and economic regulators. for damages, funds, benefits, etc.) [4].

State standardization is determined by the Law of Ukraine "On Standardization" establishes norms, characteristics and rules that correspond to the level of scientific, technical and technological development, forms a single system of measurements harmonized with international standards.

Creating a set of standards in the field of central government allows to achieve the optimal degree of streamlining and consolidation of established norms, regulations, rules, methods for predicting the occurrence and development of emergencies, prevention, elimination of these situations and their consequences, simplifies the work of executive authorities, enterprises, institutions and organizations in this area.

The group of standards included in the set of national standards in the sphere of emergency includes: standards of requirements for monitoring, prevention and elimination of emergencies, protection of the population, animals, plants, economic objects, soil protection, air, food, food raw materials and feed, water sources and systems of water supply, means and methods of management, communication and notification, technical equipment of emergency rescue formations, means of special protection.

State expertise. The main documents on this issue are the Laws of Ukraine "On Scientific and Scientific-Technical Expertise", "On Ecological Expertise". As part of a comprehensive state examination, safety aspects in emergencies are

considered in its components such as state examination of design and estimate documentation in terms of fire safety, state examination of projects for the construction of hazardous industrial protection facilities in terms of emergency protection.

State licensing is carried out in order to establish qualification, organizational, technological and other requirements and control their observance for certain types of economic activity. As a regulatory mechanism, licensing belongs to the group of traditional administrative management methods, which are defined by the Law of Ukraine "On licensing of certain types of economic activity" [4].

Licensing of economic facilities for early implementation of a set of measures to prepare facilities for sustainable operation in emergencies and categorical facilities with emergency situation in wartime, to which certain licensing rules will be applied, as well as these rules in the country are absent.

Certification of security protection and management systems is recognized worldwide as an effective mechanism for independent competent assessment of compliance with regulatory requirements. Certification with the Central Command, first of all, should concern reliability of technical components of systems of protection, the notification and management of actions of the Central Command on categorical objects, safety management systems on potentially dangerous objects, confirmation of indicators of readiness of personnel for actions in the conditions of emergency.

The main motivation for this certification is the interests of national security, and therefore its nature should be mandatory. At present, certification with the Central Committee remains methodologically a poorly developed mechanism of state management of the civil protection system in the national legal sphere.

Economic regulation, the main mechanisms of which can be classified according to the functional principle, highlighting the following groups:

- mechanism of economic responsibility (sanctions, damages);
- risk redistribution mechanism (insurance);

- mechanism of formation and use of budgetary and extra-budgetary funds (system of funds);
- mechanism to stimulate increased security (preferential income taxation, preferential lending for security measures);
- contingency mechanism in case of emergency (formation of reserves of material and financial resources intended for emergency response) [4].

Insurance. The basic legislative act is the Law of Ukraine "On Insurance". The main classes of insurance provided by law and related to the sphere of central heating include insurance against natural disasters, fire and technical risks. The development of the insurance system is directly related to solving the problem of determining the risk of emergencies, because this indicator is the basis of insurance mechanisms.

It should be noted that the mechanism that performs systematic monitoring and control of facilities, processes and protection systems, forecast zones and consequences of probable emergencies, the state of implementation of preventive measures to reduce their scale, collection, processing, transmission and storage of this information is monitoring.

Monitoring should be carried out using many methods and tools on the principle of maximum involvement of existing organizational structures of the subjects of monitoring of man-caused environmental safety and emergencies.

For example, monitoring and forecasting of the initial events of the initiating emergencies of hydrometeorological nature is carried out by HMS institutions, which, in addition, monitors the condition and pollution of the atmosphere, water and soil. Seismic observations and forecasting of earthquakes in the country is carried out by the system of seismological observations and forecasting of earthquakes, which includes institutions and monitoring systems of the National Academy of Sciences, the Ministry of Defense and the State Construction Committee.

Ecological structures carry out the general management of the state system of ecological monitoring.

The Ministry of Health, through the territorial bodies of sanitary and epidemiological supervision, organizes and carries out social and hygienic monitoring and forecasting in this area.

Monitoring of the state of man-made objects and accident forecasting is carried out by the structures of industrial safety, nuclear regulation, as well as supervisory bodies within the central executive bodies in accordance with the branches of the economy.

Law enforcement agencies monitor external destabilizing factors (armed conflicts, terrorist acts, etc.) [4].

A single information environment for the prompt delivery of data for such monitoring to executors, in order to predict the risks of emergencies and scenarios, should provide the Government Information and Analytical System for Emergencies (UIAS Emergency) created to support the preparation, adoption and monitoring of management decisions. related to emergencies, based on comprehensive processing of operational, analytical, regulatory, expert and statistical data from various sources [4].

For Ukraine, the full integration of the subjects of such nationwide monitoring into a single system, the development of a single methodology for collecting, accumulating and transmitting monitoring information remains a problem. And it is the construction of an effective mechanism of state management of the civil protection system will significantly increase the effectiveness of monitoring and get a significant effect from emergency monitoring by reducing time to prepare for response and response, as well as obtaining objective data for planning.

Thus, the systematic approach makes it possible to consider the mechanism of public management and administering in the sphere of central government in the unity of its components of the first and second levels, which are inextricably linked with the external environment. He considers a complex organization as a system consisting of a number of interconnected subsystems and mechanisms, allows to determine the purpose of each of them in the context of the overall goal, to

formulate tasks that need to be solved for each of these subsystems. It should be noted that the division of public management and administering in the sphere of civil protection into subsystems and elements can be carried out on the basis of other aspects of its operation: by territory, levels of emergency response, industry, modes of operation, main measures or organizational structure, or other mechanisms of state influence on the prevention and overcoming of the consequences of accidents, catastrophes, natural disasters and other crisis situations, which will be the subject of further research.

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