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**Korohodova Olena**

PhD in Economics, Associate Professor,  
Associate Professor of the Department of International Economics  
(corresponding author)  
ORCID ID: 0000-0003-2338-365X

**Hlushchenko Yaroslava**

PhD in Economics, Associate Professor,  
Associate Professor of the Department of International Economics  
ORCID ID: 0000-0003-1454-0369

**Chernenko Natalya**

PhD in Economics, Associate Professor,  
Associate Professor of the Department of International Economics  
ORCID ID: 0000-0002-7424-7829  
National Technical University of Ukraine  
"Igor Sikorsky Kyiv Polytechnic Institute"

**Корогодова О. О., Глущенко Я. І., Черненко Н. О.**

Національний технічний університет України  
«Київський політехнічний інститут імені Ігоря Сікорського»

## PECULIARITIES OF CRISIS MANAGEMENT UNDER MARTIAL LAW

### ОСОБЛИВОСТІ АНТИКРИЗОВОГО УПРАВЛІННЯ В УМОВАХ ВОЄННОГО СТАНУ

*This article examines the peculiarities of crisis management under martial law conditions in Ukraine. The transformation of emergency response mechanisms since 2014 and after the full-scale invasion in February 2022 is analyzed. Specific features of crisis management during active hostilities are considered, including rapid public notification about missile and bomb attacks, organization of civilian evacuation from combat zones, intensification of SESU pyrotechnic units' work, establishment of secure digital radio communication, development of action algorithms in case of destruction of electricity and water supply systems. Preventive measures for ensuring population safety, threat monitoring, increasing population preparedness level, coordination between government agencies, local self-government bodies and international partners are analyzed. A system of indicators for assessing local communities' resilience to crisis situations is proposed, including regulatory framework, institutional capacity, financial resources, digital infrastructure and social engagement.*

**Keywords:** crisis and emergency situations, regulatory and legal acts, local authorities, crisis management, local self-government bodies, local communities, martial law.

У статті розглянуто особливості антикризового управління в умовах воєнного стану в Україні. Теоретичний аналіз ґрунтується на узагальненні наукових підходів до міжвідомчої координації, поліцентричного врядування, мобілізації ресурсів, участі громадян у кризовому реагуванні, а також адміністративно-правових аспектів взаємодії між державними органами та інститутами громадянського суспільства в умовах збройних конфліктів. Зазначене надало можливість виокремити прогалини у дослідженнях, пов'язані з адаптацією системи кризового управління до реалій воєнного стану, зокрема в частині забезпечення стійкості, оперативного прийняття рішень та ефективної взаємодії на всіх рівнях управління. Проаналізовано трансформацію механізмів реагування на надзвичайні ситуації з 2014 року та після повномасштабного вторгнення у лютому 2022 року. Розглянуто специфічні риси управління кризами під час активних бойових дій, включаючи швидке оповіщення населення про ракетні та бомбові атаки, організацію евакуації цивільних з зон бойових дій, інтенсифікацію роботи піротехнічних підрозділів ДСНС, встановлення захищеного цифрового радіозв'язку, розробку алгоритмів дій у випадку руйнування систем електро- та водопостачання, ліквідацію наслідків надзвичайних ситуацій на територіях, що постраждали від бойових дій. Проаналізовано превентивні заходи забезпечення безпеки населення, моніторинг загроз, підвищення рівня готовності населення, будівництво безпечної інфраструктури, координацію між державними органами, органами місцевого самоврядування та міжнародними партнерами. Запропоновано систему індикаторів оцінки стійкості місцевих громад до кризових ситуацій, що включає нормативно-правову базу, інституційний потенціал, фінансові ресурси, цифрову інфраструктуру, соціальну залученість, матеріальні ресурси, комунікації, мобільність та рівень довіри до влади. Обґрунтовано необхідність удосконалення нормативно-правових засад, розширення можливостей застосування цифрових рішень, покращення рівня комунікації, забезпечення згуртованості громад та впровадження кращих міжнародних практик для підвищення ефективності превентивних заходів антикризового управління.

**Ключові слова:** кризові і надзвичайні ситуації, нормативно-правові акти, місцеві органи влади, антикризове управління, органи місцевого самоврядування, місцеві громади, воєнний стан.

**Problem statement.** Ukraine possesses unique experience in crisis and emergency management, shaped by Russia's military aggression that began in 2014 and escalated into a full-scale invasion on February 24, 2022. The necessity to rapidly adapt traditional emergency response mechanisms to wartime realities, including missile and bomb attack notifications, civilian evacuations from combat zones, and infrastructure restoration under active hostilities, presents unique challenges that require systematic analysis and documentation. The critical importance of effective coordination between government agencies, local self-government bodies, and international partners in ensuring population safety during armed conflict highlights the need for a comprehensive examination of existing crisis management frameworks.

**Analysis of recent research and publications.** The issues of crisis and emergency management in armed conflicts have been actively studied in domestic and foreign scientific literature, in particular in the aspects of interdepartmental coordination, resource mobilization, and adaptation of institutional mechanisms to extreme conditions. Specifically, the paper [1] examines the impact of decentralization of governance in Ukraine in the context of a full-scale war, with an emphasis on the role of polycentric governance mechanisms in ensuring anti-crisis resilience and social innovations at the local level. One of the research areas in the work of [2] is the analysis of innovative strategies for anti-crisis management of communities, with an emphasis on flexible planning, citizen engagement, partnerships with business and NGOs, as well as the use of modeling to assess the long-term consequences of management decisions in crisis conditions. S. V. Hlobenko proposed a comprehensive model for monitoring the national information space and developed a resilience framework emphasizing adaptability, threat forecasting, and recovery [3]. The work [4] analyzes the administrative and legal principles of interaction between state bodies and civil society institutions in times of crisis, which is important for substantiating models of cooperation between state structures and volunteer organizations during the elimination of emergency situations during wartime. Yu. O. Lukashevskyi focused on citizen participation in local self-governance, highlighting the importance of e-governance tools and innovative public engagement mechanisms [5]. V. V. Pylyp contributed to the doctrinal understanding of the administrative and legal mechanisms enabling civil society institutions to participate in the formation and implementation of public policy in the field of law enforcement [6].

Modern international research defines community resilience as a multifaceted concept encompassing social, economic, institutional, infrastructural components, and psychological preparedness. In works by Melissa Teo, Ashantha Goonetilleke, Abdul Mohamed Ziyath [7], key elements such as resources, governance, social cohesion, emergency preparedness, and mental resilience are emphasized [7]. These frameworks underpin many indicator systems designed to assess community vulnerability and capacity.

Ukrainian studies highlight the crucial role of digital tools and volunteer networks. The Kyiv Digital platform provides real-time notifications to the population about threats, shelters, and psychosocial support [8–9]. Empirical evidence also shows that messaging applications have

been effective in mobilizing resources and maintaining communication during wartime. Taking into account the findings and approaches discussed above, it becomes possible to develop an adapted system for assessing the resilience of communities in Ukraine. This system integrates key indicators such as governance effectiveness, institutional capacity, infrastructure quality, digital preparedness, and social cohesion. These conceptual and empirical insights formed the basis for our further research presented in this article, which focuses on the peculiarities of crisis management under martial law.

**Formation of the objectives of the article.** The objective of this article is to investigate the specific features of crisis management systems operating under martial law conditions, analyze the transformation of emergency response mechanisms, and identify key directions for improving preventive safety measures for the population during active hostilities.

**Presentation of the main material.** Since the beginning of the war in 2014 and the full-scale invasion in February 2022, Ukraine has found itself in conditions that require rapid adaptation of response mechanisms, coordination across all levels of government, and flexibility in the crisis management system. Before the full-scale invasion, in 2017, Ukraine developed and approved a Strategy for Reforming the State Emergency Service System. An important step in its implementation was the expansion of the powers of local self-government bodies in crisis management.

The full-scale invasion has introduced specific features in the management of crisis and emergency situations under martial law, including:

- rapid public notification about missile and bomb attacks;
- organization of the evacuation of civilians from active combat zones and dangerous areas;
- intensification of the work of the SESU's pyrotechnic units (rapid demining, use of unmanned aerial vehicles);
- establishment of secure digital radio communication;
- development of action algorithms in case of destruction of electricity and water supply systems, as well as loss of firefighting equipment;
- elimination of the consequences of emergencies in territories affected by hostilities.

In Ukraine, regulatory and legal acts have been developed to legislatively govern public alert in emergency situations. The channels of communication defined by law are quite diverse. Various governmental bodies are responsible for public alerts during crises. General public alerts are the responsibility of central authorities in the field of civil protection, particularly the State Emergency Service of Ukraine (SESU), as well as local authorities. Informing the population about civil protection shelters is the responsibility of both local and central executive authorities, as well as the SESU. Alerts about evacuation are the responsibility of evacuation commissions, which are established by central and local authorities.

Analysis of the causes and stages of crisis and emergency situations indicates the need to strengthen early intervention measures, since it is the stage of crisis emergence that often remains without due attention. Preventive measures aimed at preventing such situations include continuous monitoring of threats, risk assessment, forecasting possible scenarios of events and implementing

preventive actions, such as strengthening critical infrastructure and modernizing early warning systems.

In addition, the study of the sources and consequences of crises emphasizes the importance of building a comprehensive monitoring system, improving rapid response mechanisms and strengthening coordination between state bodies, local communities and international partners. Education of the population, training of specialists and development of strategies for action in case of emergencies play a key role in minimizing the consequences of crisis events and increasing the level of security at all levels of management. That is, the need to optimize mechanisms for responding to crisis and emergency situations should include not only responding to various negative phenomena, but also taking appropriate preventive measures.

Preventive measures to prevent and respond to emergencies under martial law cover a wide range of actions aimed at identifying hazards, preventing crisis events, preparing the population, developing effective response plans, and improving the regulatory framework. These preventive measures are aimed at increasing Ukraine's resilience to emergencies and minimizing their consequences for the population and infrastructure.

In March 2022, the Ministry of Health of Ukraine developed and implemented Procedures for the Provision of First Aid to Persons in Emergency Conditions [10]. In 2023, the Procedure for Cooperation between Educational Institutions, Territorial Bodies and Units of the State Emergency Service of Ukraine, and the National Police of Ukraine Regarding the Operation of Safety Classrooms [11] was developed and approved. Ukraine has developed and adopted a number of regulatory acts concerning the modernization of shelters and bomb shelters. In 2023, the Cabinet of Ministers of Ukraine adopted Resolution No. 419 dated April 28, 2023, Procedure and Conditions for the Provision of a Subvention from the State Budget to Local Budgets for the Implementation of a Public Investment Project Aimed at Ensuring Safe Conditions in Institutions [12].

Threat monitoring is carried out by state bodies, in particular the State Emergency Service of Ukraine and the Security Service of Ukraine, which allows assessing potential risks, identifying areas of increased vulnerability and predicting possible scenarios for the development of events. Based on the data received, an audit of critical infrastructure is carried out to identify weaknesses and develop measures for their resilience. Preventive measures are being implemented in Ukraine, and the population is being trained in emergency situations, including evacuation drills and exercises and providing first aid. The implementation of preventive measures includes engineering protection of facilities, construction of bomb shelters, modernization of warning systems, as well as diversification of logistics routes for the supply of critical resources. It is important to ensure strategic reserves of food, medicines, fuel, generators and communication equipment, which contributes to an effective response in the event of an emergency. Special attention is paid to issues of biological and chemical safety, in particular, the introduction of control over potential threats and the introduction of quarantine measures in the event of the spread of dangerous infections.

The population is being prepared and personnel are being trained through information campaigns that

raise citizens' awareness of the rules of behavior during emergencies, as well as through the training of rescue services, police, military and medical personnel. An important area is the development of voluntary initiatives, such as territorial defense and volunteer groups, as well as specialized training for critical infrastructure workers.

The development of response plans includes the creation of regional and local instructions for authorities, municipal services and medical institutions, as well as the organization of effective evacuation measures. Safe zones are being identified, humanitarian centers are being deployed, crisis headquarters are being created for operational management of situations. Modern technologies are being used to quickly inform the population, in particular mobile applications, messages, loudspeaker notification systems.

The resilience of local communities to crises and emergencies is a key precondition for ensuring national security and sustainable development, especially in the context of prolonged military aggression and large-scale challenges. Prior to the full-scale war in February 2022, Ukraine's regulatory framework and institutional coordination in the sphere of crisis management were fragmented. However, with the onset of hostilities, both the vertical structure of state response and the role of civil society significantly strengthened. In this context, the development of a system of indicators for assessing the resilience of local communities to crises and building an effective risk management system at all levels has become particularly relevant.

During 2024–2025, a number of legislative changes were introduced in the field of civil protection, directly affecting the powers and procedures of local self-government bodies in managing emergency situations. Resolution No. 270 of the Cabinet of Ministers of Ukraine dated March 8, 2024, amended the Regulation on the Unified State Civil Protection System and the Regulation on the Organization of Notification of the Threat or Occurrence of Emergencies and the Organization of Communication in the Field of Civil Protection [13]. These changes aim to clarify the responsibilities of civil protection actors and to improve the notification system, which is critically important for timely response to emergencies at the local level.

The Plan of Main Civil Protection Measures of Ukraine for 2025 was approved by the Cabinet of Ministers' Directive No. 1313-r dated December 24, 2024 [14], which outlines specific tasks and activities in the field of civil protection at both national and local levels. Furthermore, Order No. 879 of the Ministry of Internal Affairs of Ukraine dated December 30, 2024, approved the form for inspection reports of civil protection shelter facilities [15], thereby increasing the responsibility of local self-government bodies for the condition and readiness of shelters within their territories [16]. It is also worth noting the amendments to the Regulation on the Unified State Civil Protection System introduced by Resolution No. 418 of the Cabinet of Ministers of Ukraine dated April 11, 2025 [17], which clarified the procedure for involving the Ukrainian Red Cross Society in activities related to the prevention and elimination of emergency consequences [18]. These legislative developments demonstrate the ongoing efforts to adapt the civil protection system to current challenges and to strengthen the role of local self-government bodies in ensuring public safety.

In this context, the authors propose to assess the capacity and readiness of local communities to withstand crisis situations through the following structural elements.



### Regulatory Framework and Institutional Structure.

Until 2022, Ukraine lacked a unified legislative act comprehensively regulating crisis management. Key provisions were dispersed across the Law of Ukraine “On the Legal Regime of Martial Law” [19], the Law “On Civil Defense” [20], and other subordinate legal acts. Institutionally, the State Emergency Service of Ukraine (SESU) served as the primary coordinating body, though the vertical interaction between central and local levels remained underdeveloped. This regulatory fragmentation created preconditions for ineffective responses, particularly in large-scale emergencies. Russia’s military aggression has underscored the need for a systemic approach to risk management at national, regional, and local levels.

**Preventive Measures and Planning.** Before the full-scale war, preventive planning was a secondary component of the national security system. Training efforts in emergency preparedness were mainly concentrated on security forces such as SESU, the National Police, and the Armed Forces of Ukraine. In contrast, local self-government bodies and community members had minimal involvement in risk forecasting and planning, which significantly weakened local capacities for self-organization during crises. The current context necessitates integrating communities into the national security framework by engaging them in planning, risk assessment, and simulation-based training.

**Funding and Resource Allocation.** Crisis response funding in Ukraine has largely been reactive rather than proactive. Prior to 2022, the state budget allocated limited emergency reserves, most of which were redistributed as needed or used to address immediate needs. While donor support and international aid were important, they varied significantly by region. Long-term strategic budget planning at the community level was hindered by limited human capacity and weak institutional frameworks.

**State-Civil Society Interaction.** Since 2014, Ukraine has developed a robust volunteer and civil society sector that plays a key role in mobilizing resources during crises. Nevertheless, the initial phase of the 2022 invasion revealed significant gaps in official communication channels, with many citizens relying on unofficial sources for critical information. Over time, state institutions began actively partnering with civic initiatives, which has become a vital element of the crisis response system.

**Digital Solutions such as Mobile Applications and Notification Systems.** Several EU countries, including Poland, have successfully implemented mobile apps and SMS-based warning systems for civil protection. In Ukraine, this experience began to materialize during war-

time, notably through the “Air Alert” app and integration of emergency e-alerts into regional platforms. However, at the community level, the lack of a unified digital infrastructure policy remains a barrier to timely responses.

**Crisis Response. Transformation During the War.** Since the full-scale invasion in 2022, Ukraine’s crisis management system has undergone significant transformation. A clear vertical management structure has emerged, with coordination led by SESU and the Office of the President. Local humanitarian aid centers were established, and local self-governments enhanced their resource mobilization efforts. Civil society has not only filled institutional gaps but also introduced innovative practices – from logistics to local safety plans. This cooperation laid the foundation for a new resilience model based on trust, adaptability, and self-organization.

The war has become a catalyst for the transformation of Ukraine’s crisis management system. While the legal and institutional frameworks were fragmented as of 2022, current developments show increasing integration of efforts by the state, local authorities, and civil society. To build resilient communities, it is crucial to improve the regulatory framework and establish a transparent system for assessing preparedness. Such a system should include both quantitative and qualitative indicators to identify vulnerabilities, plan resources, and promote prevention strategies.

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**Conclusions.** Preventive emergency management under martial law is critically important for ensuring the safety of citizens and reducing losses. The main areas of preventive activity include: threat monitoring, increasing the level of population preparedness, building security infrastructure, and coordinating actions between government agencies. To increase the effectiveness of preventive measures, it is necessary to expand the range of possibilities for applying digital solutions, improve the level of communication, ensure community cohesion, improve interaction with volunteer organizations, and adopt best international practices. Specific features of the organization and coordination of emergency response under martial law include: the increasing role of local self-government bodies; active involvement of the National Guard of Ukraine; accelerated information exchange among all actors and at all levels – national, regional, and local.

Table 1

Proposed System of Indicators for Assessing Local

Category	Indicator
Regulatory Framework	Availability of approved local emergency response plans
Institutional Capacity	Number of trained professionals (SESU, medical, volunteers)
Financial Resources	Share of community budget allocated to civil protection
Digital Infrastructure	Availability of local alert systems (apps, SMS)
Social Engagement	Percentage of citizens involved in civil defense training
Material Resources	Availability of food, medicine, and fuel reserves
Communications	Number of official citizen information channels
Mobility	Average deployment time for evacuation logistics (hours)
Trust in Authorities	Level of public trust in local governance (survey-based)

Source: author’s development

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