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Architecture of Managerial Interrelationships in the Civil Protection System

Abstract. Introduction. The article examines the architecture of managerial interconnections within the civil protection system, as well as the functional characteristics of its regional, local, and urban levels under contemporary crisis and emergency conditions.

Purpose. The study aims to investigate the architecture of managerial interconnections by developing and substantiating an organizational and functional structure of the civil protection system of territorial communities in the Bucha Raion of Kyiv Oblast. This structure is based on the integration of regional, local, and urban governance levels. Additionally, the study seeks to identify the mechanisms of interaction among key civil protection actors under contemporary security challenges.

Results. The research is based on Institutional Mapping, systemic and institutional analysis of the regulatory framework, as well as an assessment of the coordination and interaction mechanisms within the civil protection subsystems. The empirical basis is the Bucha Raion in Kyiv Oblast, which includes the Bucha, Vyshneve, and Irpin territorial communities. Managerial linkages are classified according to vertical subordination, horizontal coordination, and diagonal inter-agency interaction.

The architecture of managerial interconnections among civil protection actors across three levels of governance is systematized. The regional level is found to ensure strategic management and policy coordination; the local level is found to perform organizational and coordination functions; and the urban level is found to be responsible for operational response and direct population protection. Key challenges include the duplication of responsibilities, the insufficient coherence of horizontal communication, and the weak development of diagonal intersectoral linkages. The study demonstrates that the effectiveness of emergency responses depends on institutional coherence, clear hierarchical mechanisms, and well-developed coordination networks.

Conclusions. The study emphasizes the necessity of improving the three-level civil protection management model by strengthening coordination mechanisms, optimizing the allocation of responsibilities, and improving institutional interaction. The proposed approach allows for the identification of managerial dysfunctions, assessment of the level of integration of civil protection actors, and improvement of territorial communities' preparedness for crisis situations.

Keywords: civil protection system; local self-government bodies; local executive authorities; managerial interrelations; risks; territorial communities; crisis and emergency situations; Bucha Raion; institutional mapping.

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Архітектура управлінських взаємозв'язків у системі цивільного захисту

Анотація. У статті досліджено архітектуру управлінських взаємозв'язків у системі цивільного захисту та функціональні характеристики регіонального, місцевого і міського рівнів Єдиної державної системи цивільного захисту в умовах сучасних кризових і надзвичайних ситуацій. Метою дослідження є розроблення та обґрунтування організаційно-функціональної структури системи цивільного захисту територіальних громад Бучанського району Київської області на основі інтеграції регіонального, місцевого та міського рівнів управління, а також визначення механізмів взаємодії між основними суб'єктами цивільного захисту в умовах сучасних безпекових викликів.

Методологія. Дослідження ґрунтується на методі інституційного картування (Institutional Mapping), системному та інституційному аналізі нормативно-правової бази, а також оцінюванні механізмів координації та взаємодії в підсистемах цивільного захисту. Емпіричною базою дослідження є Бучанський район Київської області, зокрема Бучанська, Вишнева та Ірпінська територіальні громади.

Управлінські зв'язки класифіковано за критеріями вертикального підпорядкування, горизонтальної координації та діагональної міжвідомчої взаємодії. Систематизовано архітектуру управлінських взаємозв'язків між суб'єктами цивільного захисту на трьох рівнях управління. Встановлено, що регіональний рівень забезпечує стратегічне управління та координацію політики, місцевий рівень виконує організаційно-координаційні функції, а міський рівень відповідає за оперативне реагування та безпосередній захист населення.

Виявлено ключові проблеми, зокрема дублювання повноважень, недостатню узгодженість горизонтальних комунікацій та слабкий розвиток діагональних міжсекторальних зв'язків. Доведено, що ефективність реагування залежить від рівня інституційної узгодженості, чіткості ієрархічних механізмів та розвитку координаційних мереж.

Обґрунтовано необхідність удосконалення трирівневої моделі управління цивільним захистом через посилення координаційних механізмів, оптимізацію розподілу повноважень та розвиток інституційної взаємодії. Запропонований підхід дозволяє виявляти управлінські дисфункції, оцінювати рівень інтегрованості суб'єктів цивільного захисту та підвищувати готовність територіальних громад до реагування на кризові ситуації.

Ключові слова: система цивільного захисту; органи місцевого самоврядування; місцеві виконавчі органи; управлінські взаємозв'язки та ризики; територіальні громади; кризові та надзвичайні ситуації; Бучанський район; інституційне картографування.

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Formulation of the problem. Contemporary territorial communities in Ukraine are facing increasing risks of emergency situations, especially under the conditions of Russia's full-scale aggression. This significantly increases the demand for an effective civil protection system, particularly in the Kyiv region and the Buchansk district, which have experienced significant destruction and now require effective response mechanisms. Decentralization has substantially reshaped the distribution of responsibilities in civil protection. However, the coordination between the regional, district, and local levels is insufficient. This leads to the duplication of functions, inconsistent decision-making, and the inefficient use of resources. Under these conditions, establishing a clear managerial interrelations architecture and organizational-functional models of civil protection at the community level is particularly important. Studying such a model in Bucha Raion is important for improving public safety, both theoretically and practically.

Analysis of recent research and publications. The theoretical and practical foundations of Ukraine's civil protection system have been widely covered in the works of domestic scholars. Ukrainian researchers have made significant contributions to the study of the system's development. Leshchenko O. defines conceptual directions for transforming the state civil

protection system in the face of current national security threats [1], and Melnyk V. substantiates the role of civil protection as a key element in ensuring Ukraine's national security amid European integration processes [2]. Samilo, Mulko, Kupchak, and Yakovchuk substantiate the theoretical foundations of governance within the civil protection system, including managerial decision-making, leadership functions, and interaction specifics between system actors [3]. Poteryaiko S. examines the evolution of the civil protection system, emphasizing its institutional structure and functional characteristics [4]. Kurepin V. and Kurepin D. explore the transformation of public administration in the field of civil protection in the context of decentralization and the expansion of local self-government powers [5]. Studies [6; 7] emphasize the need for a risk-based approach to safety management, which is essential for building effective managerial linkages. Research on crisis management becomes particularly relevant under martial law conditions. Sharapov V. emphasizes the importance of adaptive governance structures and strengthened interagency coordination [8]. In this context, the authors' previous work is also relevant. It focuses on crisis management during wartime and the development of human capital in territorial communities [9; 10]. Special attention should be given to research on cross-sectoral cooperation: Boichak O. and McKernan B. analyse volunteer practices in wartime conditions [11], while Kushnir M., Nagurney A., and Konrad R. examine the integration of civilian and military sectors [12], thereby expanding the understanding of the modern architecture of managerial interrelations. At the same time, most scholarly works

focus on individual components of the civil protection system and insufficiently address the interaction between regional, district, and local levels of governance within Ukraine's new administrative-territorial structure.

Despite a considerable body of research, issues regarding the comprehensive modeling of the organizational and functional structure of civil protection in territorial communities, based on the integration of all levels of governance, remain largely unexplored. Further scientific justification is required for distributing responsibilities among civil protection actors and for forming an effective coordination system for their activities in the face of contemporary security challenges.

Formulation of research goals. The article aims to study the architecture of managerial interrelations by developing and substantiating the organizational and functional structure of the civil protection system of territorial communities in the Bucha Raion of Kyiv Oblast, based on integrating regional, local, and local levels of governance. Additionally, it aims to define the interaction mechanisms between the main civil protection actors in the face of contemporary security challenges.

The following objectives have been defined to achieve this aim: analyzing the structure of civil protection actors at regional, raion, and local governance levels; systematizing the functional responsibilities of state authorities, local self-government bodies, and specialized civil protection services; developing an organizational and functional model of interaction between civil protection actors in the Buchansk district; substantiating coordination mechanisms between governance levels in preventing and responding to emergency situations; and identifying the practical advantages of implementing the proposed structure to improve territorial community effectiveness under current security threats.

The scientific novelty of the study lies in the comprehensive, three-level organizational and functional structure of civil protection for territorial communities in the Bucha Raion of Kyiv Oblast, which reflects the architecture of interrelations between the regional, local, and local levels of governance. This structure ensures the integration of all civil protection actors into a unified emergency response system.

Presentation of the main research material. The research methodology integrates institutional mapping and systemic analysis of the legal and regulatory framework, coordination mechanisms, and the practical functioning of civil protection subsystems. It uses the Buchan Raion of Kyiv Oblast as a case study, including territorial communities and the cities of Bucha, Vyshneve, and Irpin. Institutional mapping allowed for the structural and functional modeling of managerial interrelations within the civil protection system and the identification of key coordination nodes. Decomposing the system into regional, raion, and local levels allowed for the formalization of vertical, horizontal, and diagonal

linkages between civil protection groups. Managerial linkages were differentiated as follows: vertical linkages ensure subordination and directive governance across levels; horizontal linkages enable coordination, partnership, and information exchange within the same level; diagonal linkages facilitate interagency and cross-sectoral interaction among local authorities, the State Emergency Service, business entities, civil society organizations, and the population. The systemic approach framed civil protection as a multilevel open system with hierarchical governance, feedback loops, and emergent properties. Institutional analysis identified formal rules, actor competencies, and decision-making mechanisms. Meanwhile, structural-functional and comparative analyses clarified the roles of institutions in the "planning–response–recovery" cycle and governance distribution across administrative levels. This combined methodological framework formalized managerial interrelations, identified coordination gaps and duplication, and justified a three-level governance model to improve the efficiency of civil protection under contemporary security challenges.

The proposed organizational and functional structure of civil protection in Bucha Raion is based on a three-level governance model that covers the regional, raion, and local levels of the Unified State Civil Protection System. This model ensures coherent decision-making, clear allocation of responsibilities, and coordinated actions in the prevention, response, and recovery from emergencies. The Department of Civil Protection, Defense, and Cooperation with Law Enforcement Agencies of the Kyiv Oblast State Administration define policy, coordinate district authorities, ensure interaction between systems, and monitor the readiness of response forces at the regional level. The department performs strategic governance and provides methodological support to lower levels. The raion level is represented by the Bucha Raion State Administration, the Raion Council, the Permanent Commission on Technogenic and Environmental Safety and Emergencies, the Civil Protection Department, and specialized services. This level coordinates territorial communities, ensures interinstitutional cooperation, implements state policy, and supervises program execution. This level serves as an intermediary between regional authorities and local communities. The local level directly implements civil protection measures. The mayor heads this level and leads the local subsystem and the emergency commission. This level's structure includes self-government bodies, evacuation units, dispatch services, coordination centers, and civil protection forces. These forces are responsible for operational response, evacuation, rescue, and recovery activities, as well as the continuity of essential services. The system operates based on the principles of subsidiarity, continuity, coordination, rapid response, and resource integration. Vertical linkages ensure the hierarchical implementation of state policy, and horizontal linkages support

cooperation among authorities, emergency services, utilities, and civil society actors.

The proposed structure adapts to Ukraine's post-reform territorial governance and the increasing security risks of a military, technological, or natural origin. It clarifies the distribution of functions across levels, improves coordination efficiency, and strengthens the capacity for timely emergency responses. The resulting three-level model forms an integrated territorial safety management framework that combines strategic governance, coordination, and operational response within a unified system.

The scientific novelty of the organizational and functional model (Figures 1 and 2) lies in its comprehensive representation of interconnections across all levels of civil protection governance within

territorial communities. This makes the model a universal basis for improving community safety systems in Ukraine. Figure 1 illustrates the organizational and functional model of the relationships between local self-government bodies and local executive authorities within the Unified State Civil Protection System at the local level. It illustrates the structure and interaction mechanisms among the various bodies involved in ensuring public safety during emergency situations. The model emphasizes the role of local self-government in planning, organizing, and implementing civil protection measures, as well as the responsibility of executive bodies for their practical execution. The model schematically demonstrates how these institutions coordinate their actions to achieve a common goal: ensuring the safety and protection of the population.

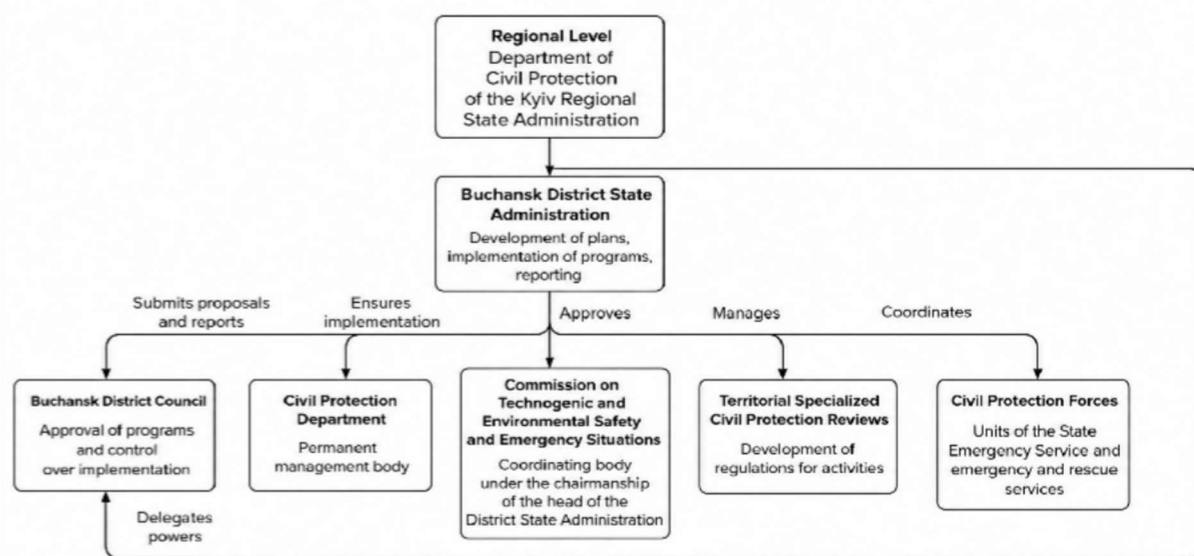


Figure 1 – Organizational and functional model of the civil protection structure (local level).

Source: developed by the authors based on [13-17]

As illustrated in Figure 1, the model depicts the author's framework for organizing the civil protection system at the local level. This framework is based on the interaction between public authorities, local self-government bodies, specialized civil protection services, and emergency coordination bodies. The model is built on a two-level governance principle involving the regional and local levels of the civil protection system.

At the regional level, the Department of Civil Protection, Defence, and Cooperation with Law Enforcement Agencies of the Kyiv Oblast State Administration plays a key coordinating role. This structural unit implements state civil protection policy within the region, provides district administrations with methodological support, coordinates the regional subsystems of the Unified State Civil Protection System, and organizes cooperation among all response actors. The department's main functions include implementing

state civil protection policy, enforcing legislation on technogenic and fire safety, coordinating district state administrations and local self-government bodies, operating risk monitoring systems, organizing public preparedness for emergency situations, and supervising the readiness of territorial subsystems to respond. The regional level performs a strategic governance function, ensuring policy coherence and methodological guidance for lower administrative levels.

The Bucha Raion Council plays an important role as a representative body of local self-government at the local level. In accordance with Ukrainian legislation, the Council approves district civil protection programs, establishes financial mechanisms for public safety measures, decides on funding for preventive and recovery activities, and oversees the use of budgetary resources in the field of civil protection. The Bucha Raion State Administration operates alongside the Council and

is responsible for directly implementing state civil protection policy in the district. Overall coordination is exercised by the Head of the District State Administration through the First Deputy Head responsible for the relevant portfolio. The central permanent management body is the Civil Protection Department of the Bucha Raion State Administration. It is responsible for planning civil protection measures, monitoring emergency risks, organizing public warning systems, coordinating interaction among response actors, controlling the readiness of civil protection forces, and organizing training for the population and officials.

The Permanent Commission on Technogenic and Environmental Safety and Emergencies plays a special role. It serves as the main coordination body, ensuring coherent actions among all stakeholders during emergency prevention and response. The commission is chaired by the head of the raion state administration. The system also includes territorial specialized civil protection services organized by functional area, including medical, transportation, energy, engineering, utilities, fire protection, and more. These services'

operations are regulated by specific provisions that define their procedures and interagency cooperation during emergencies. An additional component is the civil protection forces, which include the State Emergency Service's fire and rescue units, volunteer fire brigades, and other emergency rescue structures located within Bucha Raion. The authors emphasize that the local level acts as an intermediary link between regional authorities and local, community-level governance. This ensures the integration of resources, the coordination of activities, and the implementation of a unified civil protection policy.

Figure 2 illustrates how different institutional structures interact to ensure effective governance under emergency conditions. It outlines the main functions and responsibilities of each body, as well as coordination mechanisms among them. Particular emphasis is placed on cooperation between local self-government bodies, responsible for planning and organizing civil protection measures, and municipal executive authorities, responsible for their practical implementation.

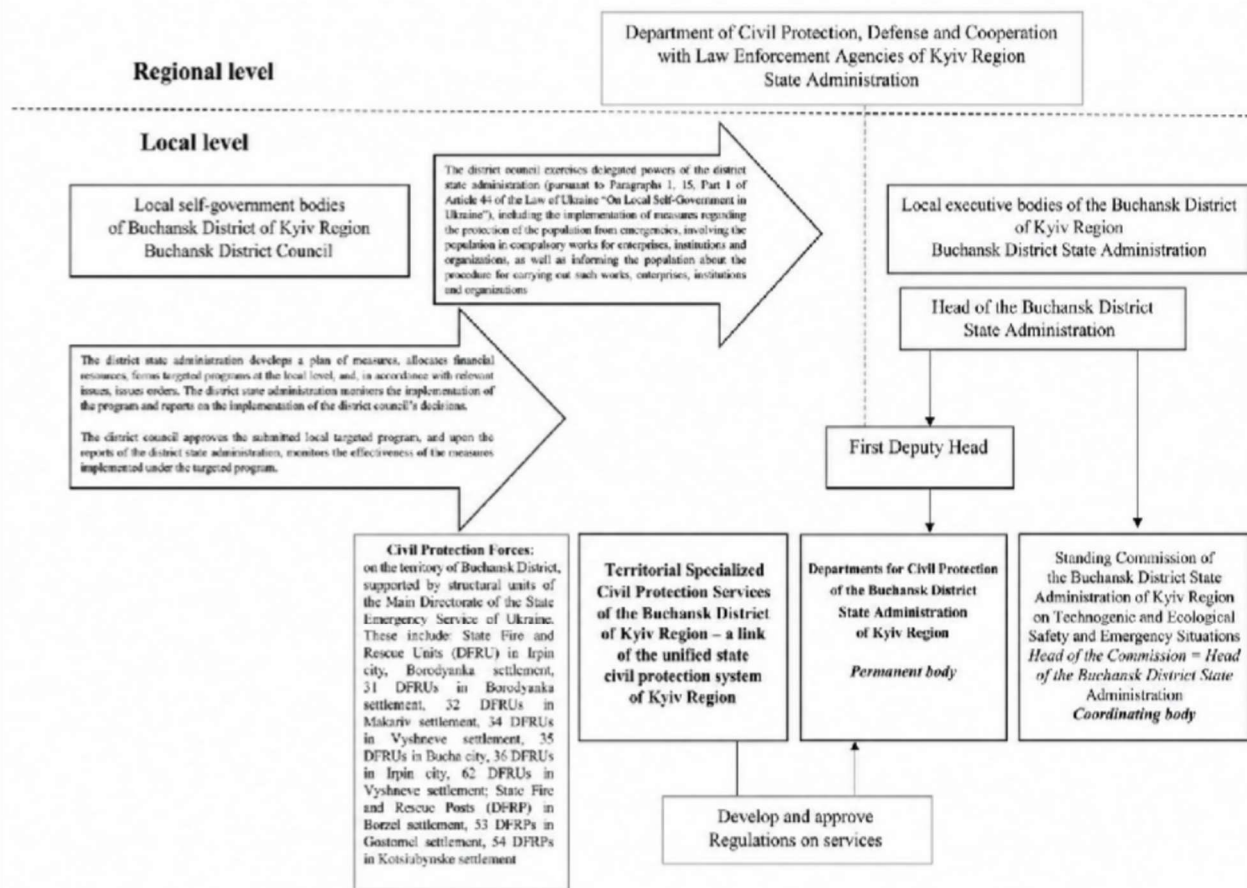


Figure 2 – **Organizational and functional model of the civil protection structure (local level).**

Source: developed by the authors based on [13-17]

Figure 2 illustrates the design of the civil protection system at the local level, where the practical implementation of measures to protect the population

and territories from emergency situations takes place. The mayor of the territorial community (cities of Bucha, Irpin, and Vyshneve) is the central element of the system

and simultaneously acts as the head of the municipal subsystem of the Unified State Civil Protection System and as the chair of the Commission on Technogenic and Environmental Safety and Emergencies.

At the strategic management level, the Municipal Commission on Technogenic and Environmental Safety and Emergencies coordinates all community structural units in the field of emergency prevention and response. It determines when to activate relevant operating regimes of the civil protection system, establishes priority response measures, and organizes interagency coordination. Within the community structure, administrative bodies and specialized commissions ensure the operational management of specific civil protection domains. A key component is the evacuation system, which comprises the First Deputy Mayor as head of the evacuation commission, local temporary evacuation commissions, transportation and evacuation units, and designated safe accommodations for the population. This system organizes evacuations from danger zones and provides temporary shelter. To respond to emergencies and manage their consequences, special commissions, an emergency response commander, and an emergency operations headquarters are established. These bodies provide direct operational control of forces and resources during crisis events. Local self-government bodies play a key role in decision-making regarding community safety development, financing civil protection measures, and representing public interests. The municipal civil protection governance structure includes sectoral departments and units, liaison units with law enforcement agencies, territorial units of the State Emergency Service, and specialized civil protection services. The operational management infrastructure that supports the system includes the SES operational coordination center, municipal utility dispatch services, the emergency assistance service (tel. 1551), and local dispatch units. The operational level of the structure comprises community civil protection forces that are responsible for rescue and recovery operations. These include territorial specialized services, civil protection formations, State Emergency Service (SES) emergency rescue units, utility emergency repair brigades, and enterprise, institution, and organization-level emergency units. A key feature of the local level is the direct response to threats and emergencies, which ensures maximum speed in decision-making and the effective protection of the population.

Conclusions. This study provided a comprehensive examination of managerial interrelations within the civil protection system, substantiating its organizational and functional arrangements across regional, local, and municipal levels. The study used the Bucha Raion of Kyiv

Oblast as a case study. The results confirm that the effectiveness of civil protection largely depends on institutional coherence and a clear distribution of competencies across governance levels. Analysis of the regulatory framework revealed fragmented governance arrangements and instances of functional overlap between executive authorities and local self-government bodies. These findings suggest the necessity of further institutional harmonization and refinement of responsibility allocation. Assessing civil protection actors across the three levels of governance revealed clear functional differentiation: the regional level performs strategic and coordination functions; the raion level ensures organizational integration and administrative support; and the local level is responsible for operational response and population protection. This hierarchical design underpins the continuity of the “planning–coordination–response” cycle. The proposed model establishes vertical, horizontal, and diagonal connections within the civil protection framework. Vertical relations ensure the hierarchical implementation of decisions. Horizontal relations facilitate cooperation among actors at the same administrative level. Diagonal linkages support cross-sectoral interaction between public authorities, the State Emergency Service, economic entities, and civil society organizations. Furthermore, it is argued that the effectiveness of an emergency response depends on the degree of institutional alignment, the quality of coordination arrangements, and the development of cross-sectoral cooperation. The proposed framework reduces the duplication of functions, enhances the efficiency of decision-making, and optimizes the use of community-level resources.

The practical value of the study comes from the applicability of the proposed model as a reference framework for improving civil protection systems in other territorial communities in Ukraine. Future research should focus on the quantitative evaluation of governance linkages, the digital transformation of coordination processes, and the adaptation of the system to emerging military, technological, and natural hazards.

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