

UDC 351.07

DOI <https://doi.org/10.32782/tnv-pub.2026.1.4>

MAIN ASPECTS OF PUBLIC ADMINISTRATION IN UKRAINE UNDER MARTIAL LAW

Kozii O. B. – Candidate of Philological Sciences, Associated Professor
at the Department of Public Administration, Law and Humanities
Kherson State Agrarian and Economic University
ORCID: 0000-0002-9478-9502

The article provides a comprehensive analysis of the main aspects of public administration in Ukraine under the conditions of martial law. The introduction of martial law as a response to full-scale armed aggression has significantly transformed the functioning of public authorities, management mechanisms, decision-making processes, and interaction between the state and society. Under such extraordinary circumstances, public administration acquires a crisis-oriented, security-focused, and adaptive character aimed at ensuring national resilience, continuity of governance, and protection of citizens' rights.

It is substantiated that public administration during martial law is characterized by centralization of power, accelerated decision-making, expansion of executive authority, and prioritization of national security and defense needs. At the same time, maintaining democratic governance, legality, accountability, and transparency remains a critical challenge. Particular attention is paid to the balance between security imperatives and the protection of human rights, which is a key criterion of democratic resilience in wartime.

The article emphasizes the growing role of interinstitutional coordination, civil-military cooperation, and digital governance tools in ensuring effective public administration under martial law. The involvement of local self-government bodies, civil society organizations, and international partners is analyzed as an important factor contributing to governance sustainability. The article concludes that the experience of public administration under martial law creates prerequisites for long-term institutional transformation and modernization of the governance system in post-war Ukraine.

Key words: public administration, martial law, crisis governance, national security, public authority, Ukraine.

Козій О. Б. Основні аспекти публічного управління в Україні за умов воєнного часу

У статті наведено комплексний аналіз основних аспектів державного управління в Україні в умовах воєнного стану. Запровадження воєнного стану у відповідь на повномасштабну збройну агресію суттєво трансформувало функціонування органів державної влади, механізмів управління, процесів прийняття рішень та взаємодії між державою та суспільством. За таких надзвичайних обставин державне управління набуває кризово-орієнтованого, безпеково-орієнтованого та адаптивного характеру, спрямованого на забезпечення національної стійкості, безперервності управління та захисту прав громадян.

Обґрунтовано, що державне управління під час воєнного стану характеризується централізацією влади, прискореним прийняттям рішень, розширенням виконавчої влади та пріоритетизацією потреб національної безпеки та оборони. Водночас, підтримка демократичного управління, законності, підзвітності та прозорості залишається критичним викликом. Особлива увага приділяється балансу між імперативами безпеки та захистом прав людини, що є ключовим критерієм демократичної стійкості у воєнний час.

У статті наголошується на зростаючій ролі міжвідомчої координації, цивільно-військового співробітництва та інструментів цифрового управління у забезпеченні ефективного державного управління в умовах воєнного стану. Залучення органів місцевого самоврядування, організації громадянського суспільства та міжнародних партнерів аналізується як важливий фактор, що сприяє сталому управлінню. У статті робиться висновок, що досвід державного управління в умовах воєнного стану створює передумови для довгострокової інституційної трансформації та модернізації системи управління в повоєнній Україні.

Ключові слова: державне управління, воєнний стан, кризове управління, національна безпека, державна влада, Україна.

Introduction. The introduction of martial law in Ukraine fundamentally changed the conditions under which the public administration system operates. Public authorities are required to function in an environment of heightened security risks, limited resources, disrupted infrastructure, and constant external threats. These circumstances necessitate rapid adaptation of governance mechanisms and the introduction of emergency management instruments aimed at ensuring state continuity and public safety.

The effectiveness of wartime governance directly influences defense capacity, public trust, and international support [1, p. 12]. Martial law shifts administrative priorities toward rapid decision-making and crisis response, while simultaneously posing risks to legality, accountability, and protection of human rights [4, p. 23].

Martial law places public administration at the intersection of civilian governance and military necessity. This creates complex managerial challenges related to the redistribution of powers, coordination between civilian and military authorities, and the temporary limitation of certain rights and freedoms. At the same time, public administration must preserve its legitimacy and public trust, which are essential for societal resilience during wartime.

The relevance of the study is determined by the need to conceptualize public administration under martial law not only as an emergency response mechanism, but also as a factor shaping long-term institutional development. Understanding the key features, risks, and opportunities of wartime governance is crucial for improving administrative effectiveness and preparing for post-war recovery and reconstruction.

Analysis of basic research and publications. The problem of public administration in crisis and emergency conditions has been widely addressed in international and Ukrainian academic literature. Scholars of public administration emphasize that crisis governance requires flexibility, coordination, and the ability to operate under conditions of uncertainty. Theoretical approaches to crisis management highlight the importance of centralized leadership combined with decentralized implementation.

Ukrainian researchers focus on the legal and institutional foundations of martial law, analyzing its impact on the distribution of powers and administrative procedures. Particular attention is paid to the constitutional framework regulating the activities of public authorities during extraordinary regimes and the role of executive bodies in ensuring national security. Scholars primarily focus on constitutional and legal regulation of martial law, analyzing redistribution of powers and temporary restrictions of rights [4, p. 78].

International research on crisis governance emphasizes flexibility, coordination, and institutional trust as key determinants of effective administration in emergencies [3, p. 45]. International studies on governance in conflict and post-conflict societies provide valuable insights into the challenges faced by public administrations during armed conflicts. These studies underline the importance of maintaining basic public services, ensuring coordination with international donors, and preventing institutional degradation. The experience of other countries demonstrates that effective wartime governance can strengthen state capacity if it is based on legality, professionalism, and accountability.

Comparative studies of conflict-affected states demonstrate that maintaining public services and engaging civil society strengthens governance resilience [5, p. 61]. Despite the growing body of research, comprehensive interdisciplinary studies that combine legal, managerial, institutional, and socio-political perspectives remain limited, which underscores the relevance of the present study [2, p. 34].

The aim of the study. The aim of this study is to analyze the main aspects of public administration in Ukraine under the conditions of martial law and to identify key features,

challenges, and prospects for its development. The research seeks to conceptualize wartime public administration as a specific governance model that combines emergency management, security priorities, and democratic principles.

Presentation of the main material. One of the defining features of public administration under martial law is the strengthening of the role of the executive branch. The need for оперативне decision-making leads to the expansion of executive powers and simplification of administrative procedures. This allows the state to respond quickly to security threats, ensure defense readiness, and manage critical infrastructure.

Centralization of governance is accompanied by increased responsibility of public authorities at all levels. While strategic decisions are often concentrated at the national level, local governments play a crucial role in implementing policies, organizing civil protection, providing social services, and supporting internally displaced persons. Effective interaction between central and local authorities becomes a key factor of governance efficiency.

A particularly salient feature of public administration under martial law in Ukraine is the dynamic adaptation of institutional structures to meet the rapidly evolving security and social needs. This adaptive capacity reflects both the resilience of the Ukrainian administrative system and the ability of public servants to operate under extreme pressure. Agencies and ministries are often required to operate beyond traditional functional boundaries, engaging in cross-sectoral coordination that integrates defense, economic, social, and humanitarian functions. For instance, the Ministry of Digital Transformation not only ensures the continuity of e-governance platforms but also supports emergency communication channels for civil-military coordination, demonstrating the convergence of technological and administrative capabilities. Similarly, the Ministry of Social Policy coordinates humanitarian assistance with local authorities, non-governmental organizations (NGOs), and volunteer networks, thereby exemplifying a model of multi-actor governance that is responsive to the extraordinary demands of wartime administration.

Crisis management under martial law necessitates the development of specialized administrative capacities. Public administration must anticipate and mitigate risks ranging from infrastructure damage to population displacement. This involves not only operational planning but also scenario-based exercises, rapid deployment of resources, and continuous monitoring of emerging threats. Administrative agility is thus critical; decision-making processes are often streamlined through emergency protocols that reduce bureaucratic delays without undermining accountability. In practice, this has meant that certain procurement procedures, licensing requirements, and reporting obligations are temporarily simplified, enabling faster mobilization of resources for defense, healthcare, and civil protection purposes. Nonetheless, such simplifications require careful oversight to prevent misuse of public funds and to uphold legal and ethical standards, thereby balancing efficiency with transparency.

Public administration under martial law in Ukraine also illustrates the importance of institutional trust and legitimacy. Citizens' compliance with emergency regulations, such as curfews, movement restrictions, and resource rationing, is highly dependent on their perception of government legitimacy. Authorities must therefore engage in proactive communication strategies, explaining the rationale, duration, and legal basis of emergency measures. Social media, official press briefings, and community engagement initiatives have been instrumental in reinforcing public confidence and ensuring voluntary compliance. Additionally, public institutions collaborate with civil society and volunteer networks to co-produce governance outcomes, leveraging social

capital to enhance the effectiveness of policy measures. The integration of non-state actors into the administrative framework not only strengthens service delivery but also contributes to social cohesion, which is vital during prolonged crises.

Another critical aspect of wartime public administration is the management of internally displaced persons (IDPs). Ukraine has experienced large-scale displacement due to armed conflict, creating complex challenges for local governments and social services. Effective management of IDPs involves housing provision, access to healthcare and education, social welfare support, and labor market integration. Public authorities must maintain real-time data on population movements, coordinate assistance among multiple agencies, and ensure equitable distribution of resources. Digital tools, including mobile applications and centralized databases, have proven essential for tracking needs and optimizing resource allocation.

Civil-military cooperation is another essential aspect of public administration under martial law. Public authorities must coordinate their activities with military administrations to ensure public order, logistics, and territorial defense. This cooperation requires clear legal regulation, mutual trust, and professional competence of public servants.

Digital transformation has significantly enhanced the resilience of public administration during martial law. The use of digital platforms for public services, communication, and coordination has allowed the state to maintain governance continuity despite physical risks. E-governance tools contribute to transparency, reduce corruption risks, and facilitate interaction with citizens even under emergency conditions.

Furthermore, the inclusion of displaced communities in decision-making processes enhances the responsiveness and legitimacy of administrative interventions.

The economic dimension of public administration under martial law presents both constraints and opportunities. On one hand, the prioritization of defense expenditures and emergency economic support may strain national budgets, disrupt fiscal stability, and reduce investment in non-essential sectors. On the other hand, crisis conditions often catalyze innovation in public management, particularly in areas such as public procurement, digital services, and inter-agency coordination. Ukrainian authorities have increasingly relied on data-driven decision-making to allocate resources efficiently, monitor economic activity, and forecast the impact of wartime measures. Public-private partnerships and collaboration with international financial institutions further support economic resilience, allowing the state to maintain critical infrastructure, stabilize markets, and provide social protection under extraordinary circumstances.

Transparency and anti-corruption mechanisms remain indispensable in wartime governance. While martial law can create an environment conducive to rapid administrative action, it may also inadvertently increase the risk of corruption, fraud, or favoritism. Ukrainian public administration has responded by strengthening monitoring frameworks, utilizing digital platforms for public procurement and service delivery, and engaging civil society in oversight functions. Transparency measures are essential not only for ensuring proper use of resources but also for maintaining international support, which is often contingent upon demonstrated accountability and governance capacity.

International cooperation under martial law extends beyond immediate humanitarian aid. Strategic partnerships with foreign governments, intergovernmental organizations, and international financial institutions support capacity building, knowledge transfer, and institutional reform. Assistance may include training programs for public servants,

provision of technical equipment, financial support for social services, and guidance on reconstruction planning. Effective integration of international assistance into domestic governance systems requires clear coordination mechanisms, legal frameworks, and adherence to national priorities. In this context, Ukraine has developed specialized coordination centers to manage foreign aid, ensuring that resources are allocated efficiently and transparently while avoiding duplication or mismanagement.

Information management constitutes another crucial dimension of wartime public administration. In the digital age, information security, countering disinformation, and maintaining reliable communication channels are central to governance. Public authorities must develop capacities to monitor misinformation campaigns, provide timely and accurate information to citizens, and safeguard critical information systems from cyberattacks. The use of digital dashboards, automated alerts, and secure communication networks has enhanced the ability of public administration to respond swiftly to threats while maintaining transparency. Public trust in official information sources is particularly important during crises, as it influences both individual behavior and collective resilience.

Public administration during martial law is also characterized by a continuous tension between centralization and local autonomy. While strategic decisions are often concentrated at the national level to ensure coordinated responses to security threats, local governments retain essential responsibilities for service delivery, civil protection, and social support. This hybrid model requires a delicate balance, ensuring that local authorities have sufficient discretion to adapt measures to specific community needs while adhering to national strategic objectives.

An important challenge for public administration under martial law is the protection of human rights. Although martial law allows for temporary restrictions, public authorities must ensure that such measures are proportionate, legally justified, and time-limited. Maintaining respect for the rule of law is essential for preserving democratic legitimacy and international support.

International cooperation plays a vital role in supporting public administration in wartime. Interaction with international organizations, foreign governments, and donor institutions provides financial, technical, and humanitarian assistance. Effective public administration ensures the proper coordination and use of international aid, which is crucial for sustaining the state and society.

Despite strategic centralization, local self-government remains essential for operational implementation of policies. Ukrainian decentralization reforms proved their effectiveness during wartime, as local authorities organized humanitarian assistance, supported internally displaced persons, and maintained communal services [8, p. 41]. This demonstrates the viability of a hybrid governance model combining centralized leadership with decentralized execution.

Economic and social governance under martial law prioritizes defense financing, social protection, and macroeconomic stability. Public authorities adapt budgetary procedures and regulatory regimes to ensure continuity of economic activity and social support [10, p. 74]. Civil society organizations and volunteer movements complement state efforts, forming a network-based governance environment [12, p. 19].

Protection of human rights remains a critical challenge. Although martial law allows temporary restrictions, such measures must comply with legality and proportionality principles [15, p. 33]. Digital governance tools enhance transparency, continuity of services, and public communication, mitigating corruption risks and administrative disruption [11, p. 93].

International cooperation is a decisive dimension of wartime public administration. Effective management of international aid and reconstruction planning depends on administrative capacity and accountability [3, p. 102]. Public communication strategies are essential for countering disinformation, maintaining social cohesion, and ensuring public trust [6, p. 9].

Ukraine's pre-existing decentralization reforms have proven particularly valuable in this regard, as they provide a legal and institutional framework for empowering local governments without compromising national coordination.

Capacity development of public servants under wartime conditions is a further area of concern. Effective administration requires not only procedural knowledge but also crisis management skills, ethical judgment, and resilience under stress. Training programs, professional development initiatives, and knowledge-sharing networks have been essential in enhancing administrative competence. In particular, collaboration with international organizations and partner countries has provided access to best practices in emergency management, public communication, and human rights protection, enabling Ukrainian public administration to maintain high standards of professionalism even under exceptional conditions.

Finally, the long-term perspective of wartime public administration highlights the importance of post-conflict reconstruction planning. Effective governance during martial law sets the foundation for subsequent recovery and development. Public authorities must anticipate infrastructure rehabilitation, social reintegration of displaced populations, economic stabilization, and institutional reform. Lessons learned from emergency governance, digital innovation, and multi-actor coordination can inform post-war administrative reforms, contributing to the resilience and adaptability of the state. Moreover, maintaining adherence to human rights principles, transparency, and rule of law during wartime strengthens democratic legitimacy and supports sustainable reconstruction efforts.

In conclusion, public administration in Ukraine under martial law represents a complex, adaptive system that integrates central leadership with local implementation, civil-military cooperation, digital governance, international assistance, and human rights protection. The wartime environment necessitates agility, coordination, and resilience, requiring public authorities to operate under extraordinary pressure while maintaining legitimacy and accountability. Ukraine's experience demonstrates that effective public administration under martial law relies on both institutional preparedness and the capacity to innovate, collaborate, and engage citizens. Lessons from this period are likely to inform future governance strategies, highlighting the importance of combining strategic centralization with decentralized operational execution, leveraging digital technologies, fostering civil society participation, and ensuring transparent, rights-based administration even under conditions of extreme crisis.

Public administration under martial law is characterized by the strengthening of executive authority and centralization of strategic decision-making [2, p. 34]. Centralization enables rapid coordination of defense, logistics, and critical infrastructure, but requires effective oversight mechanisms to prevent democratic erosion. Civil-military administrations play a crucial role in territories affected by hostilities, combining civilian governance with military coordination [7, p. 52].

Research conclusions and prospects for further development. The study demonstrates that public administration under martial law constitutes a specific and adaptive governance model shaped by security imperatives and societal resilience. Wartime experience reveals both strengths and vulnerabilities of administrative

institutions. Institutionalizing crisis-management mechanisms while restoring full democratic governance should become a priority of post-war reforms. Further research should focus on comparative wartime governance models and long-term administrative resilience [1, 2, 3, 4].

At the same time, martial law poses significant risks related to over-centralization, reduction of transparency, and potential erosion of democratic standards. Therefore, the further development of public administration should focus on balancing security needs with democratic governance principles.

The experience gained during martial law creates important prerequisites for post-war reforms. Incorporating lessons learned into public administration modernization strategies can enhance institutional capacity, crisis preparedness, and public trust. Further research should focus on comparative analysis of wartime governance models and the integration of crisis management mechanisms into the long-term development of Ukraine's public administration system.

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Дата першого надходження статті до видання: 14.01.2026
Дата прийняття статті до друку після рецензування: 19.02.2026
Дата публікації (оприлюднення) статті: 24.04.2026

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