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Peculiarities of regional development under martial law: State and administrative aspects

Peculiaridades del desarrollo regional bajo la ley marcial: Aspectos estatales y administrativos

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Abstract


Considering the conduct of state policy in the conditions of the protracted Russian-Ukrainian war, it is important to characterize the main aspects of its development through the prism of the peculiarities of sustainable regional development. The purpose of the research is to determine the peculiarities of regional development in the realities of wartime based on the study of state-management aspects. The study is based on the analysis of modern works and reports of international organizations. Data collection was carried out in stages: first, a search was made for the main documents and reports of international organizations, then a search for scientific literature for the study was carried out. In general, such research methods as thematic analysis, categorization, comparative analysis, and graphic method were used. The results of the study demonstrated the effectiveness of the use


Resumen

Considerando la conducción de la política estatal en las condiciones de la prolongada guerra ruso-ucraniana, es importante caracterizar los principales aspectos de su desarrollo a través del prisma de las peculiaridades del desarrollo regional sostenible. El objetivo de la investigación es determinar las peculiaridades del desarrollo regional en las realidades de tiempos de guerra a partir del estudio de los aspectos de gestión estatal. El estudio se basa en el análisis de trabajos e informes modernos de organismos internacionales. La recolección de datos se realizó por etapas: primero se realizó una búsqueda de los principales documentos e informes de organismos internacionales, luego se realizó una búsqueda de literatura científica para el estudio. En general, se utilizaron métodos de investigación como análisis temático, categorización, análisis comparativo y método gráfico. Los resultados del estudio

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of digital systems in regional development strategies improving the level of intellectual security, identified the peculiarities of planning and operation of regional budgets under martial law. Digital systems have proven effective in enhancing regional development strategies and improving intellectual security. They enable better planning and operation of regional budgets, even under martial law, by providing real-time data and facilitating communication among stakeholders. In the conclusions, it was noted that the military operations had a significant impact on the system of public administration and needed further adjustment in connection with overcoming the consequences of the military operations.

Keywords: Russian-Ukrainian war, martial law, public administration, national security, sustainable development.

Introduction

The Russian aggression against Ukraine has opened a new page in the life of the Ukrainian state mechanism related to ensuring social, military, legal and administrative stability. Based on the experience gained, it is possible to identify certain aspects that are of particular importance in times of crisis. This experience may be relevant for other countries, as it demonstrates the vulnerabilities of the public administration system in the face of challenges related to both war and long-term emergencies. Under these conditions, the study of the specifics of regional development makes it possible to plan the work of individual regions for the effective planning of actions of larger regions, to coordinate the state regional policy in many areas, to ensure sustainable regional development and the security of the population with regard to the problems connected with armed aggression and its aftermath.

At the same time, the present reality of military events in Ukraine has revealed the problem of the effectiveness of state and administrative actions in the restoration of the damaged areas, the progressive re-integration of the areas temporarily occupied by the hostile forces, the optimisation and search for internal resources for further developing them. Such actions should be based on data on destruction, type and extent of civilian resettlement, relocation of production, etc. In the context of the war on terror, the

demonstraron la eficacia del uso de sistemas digitales en las estrategias de desarrollo regional, mejorando el nivel de seguridad intelectual, identificaron las peculiaridades de la planificación y el funcionamiento de los presupuestos regionales bajo la ley marcial. Los sistemas digitales han demostrado ser eficaces para mejorar las estrategias de desarrollo regional y mejorar la seguridad intelectual. Permiten una mejor planificación y operación de los presupuestos regionales, incluso bajo la ley marcial, al proporcionar datos en tiempo real y facilitar la comunicación entre las partes interesadas. En las conclusiones se observó que las operaciones militares tuvieron un impacto significativo en el sistema de administración pública y necesitaban ajustes adicionales para superar las consecuencias de las operaciones militares.

Palabras clave: Guerra ruso-ucraniana, ley marcial, administración pública, seguridad nacional, desarrollo sostenible, seguridad intelectual.

centralisation of public administration is becoming more and more important, highlighting the need to develop public administration policies.

The issues of further research, taking into account the experience already gained and its reception in the scientific literature, are relevant in the field of public administration, provision of quality medical and educational services, administration and search for the necessary management solutions aimed at reconstruction and reintegration of war-torn territories and the specifics of working with the displaced population, relocated industrial facilities, etc.

The purpose of the article is to analyse the peculiarities of regional development under martial law through the prism of public administration aspects. The realisation of this goal involves consideration of the following issues: characterisation of the impact of hostilities on the public administration system, consideration of the effectiveness of digital management systems and service provision under martial law, and determination of the peculiarities of regional budgeting. Thus, the structure of the article consists of an introduction, a literature review, key aspects of regional development in the context of war, a discussion of the results and conclusions.

Literature review

Modern scholars have explored various aspects of the impact of war on the development of public administration in the international context. In particular, Ba Abbad (2024) presents a valuable study of the main challenges and difficulties caused by war based on the analysis of the problem of implementing local public administration in countries where military operations are underway. The authors focused on the analysis of Yemen. In general, modern studies have shown that countries affected by war may face various rare problems that generally affect different governance systems (Leheza et al., 2023; Vasyliieva et al., 2020a; Bevz & Stadnyk, 2023). The consequences of wars or conflicts go beyond humanitarian crises, in particular, they disrupt centuries-old governance mechanisms and structures, undermine the capacity of state institutions, and create major obstacles and difficulties for the effective operation of state institutions (Hudyma, 2022; Oneshko et al., 2022).

Bozhok (2018) provides the theoretical basis for this paper, as the author has formulated the basic principles of administrative culture development in Ukraine. Dragan, Yermakova, Chvaliuk, Kurchin and Karagodin (2020) identified the impact of corruption on public administration through the lens of studying certain psychological aspects of corruption in Ukraine. Gasik (2023) demonstrates potential ways of further development of the Ukrainian public administration system despite current challenges and threats. Khadzhyradieva, Slukhai and Rachynskyi (2020) describe the problem of developing public administration in Ukraine in accordance with modern European norms and standards. However, the authors described the main problems without identifying potential opportunities and ways to overcome them.

For this study, it is also important to study the experience of other countries in regulating the system of state and public administration

(Ba Abbad, 2024; Bobro, 2024). While the work of Ba Abbad (2024), as mentioned above, was mainly concerned with the realities of Yemen, Sahil Huseynov (2023) presented a detailed study of the problems faced by the local self-government in the Republic of Azerbaijan.

At the same time, Drozd, Kobzar, Romanov, Hryhorii and Pohoretskyi (2022) presented certain aspects of the development of law through the prism of analysing the challenges caused by military operations. However, this study focuses on national levels, which is a limitation for interpretation. While contemporary authors have mainly focused on local governance features, this study aims to characterise governance at the level of regional development and delve into some general trends that will help overcome the above limitations. However, the problem of implementing public administration in wartime has not been fully explored, and given the changing landscape of hostilities, this issue requires more detailed study. Therefore, this issue will be addressed in this article.

Methodology

This study aims to identify certain public administration aspects in wartime. In view of the main objectives of this work, the methodological basis of the study is formed on the basis of scientific papers and reporting data of modern international organisations, in particular, the Fragile State Index Annual Report.

Data collection

The data collection was carried out in stages: first, the main relevant documents and reports of international organisations were found, and then the main literature for the study was searched. The literature search involved the use of certain specific keywords (as well as their synonyms) and entering them into Google Scholar. The date range was strictly defined as 2018-2024 (see Table 1).

Table 1.

Key words of the study

Keywords.	Similar expressions
Public administration aspects	Public-management aspects, power aspects of management, state-legal aspects, public-organisational aspects.
Public administration	Power, public administration, state apparatus, power structures, public authority, public resource management, public leadership, government.
Martial law	Military realities, war, martial law, martial law, Ukrainian-Russian war, conflicts, war-affected areas, conflict-affected areas.

Source: Compiled by the authors

Initially, almost 595 results were found (given the relevance of the topic and the strictly defined date range from 2018 to 2024). After analysing the main abstracts and keywords, 102 items were selected. After this brief analysis, the main results were examined and 34 literature items were selected.

The criteria for including scientific papers were as follows:

1. Relevance: only contemporary works from 2018 to 2024 were selected.
2. A special emphasis on countries affected by war: the focus is mainly on Ukraine, but works that highlight the role of war for public administration in other countries are also taken into account: Afghanistan, Yemen, Brazil, etc.
3. Availability of a comprehensive methodological framework
4. The main focus of the works was to be on public administration, or on its individual manifestations.

These selected studies made it possible to characterise general trends in public administration.

Date Analysis

Several research methods were used: thematic analysis, categorisation, comparative analysis and graphical method. Based on the thematic analysis, the main trends in public administration in wartime are identified. After that, the selected trends and aspects were coded and categorised. The results are visually presented using the graphical method. On the basis of comparative analysis, the results of the study are compared with the works of other contemporary scholars, similar and different views on the analysis of this

problem are identified. The research was carried out in compliance with ethical rules in the selection, interpretation and interpretation of scientific literature. The authors aimed to achieve maximum objectivity and impartiality.

However, it should be acknowledged that such a methodological approach may have drawbacks, in particular, subjectivity in highlighting the main problem of the article.

Results and discussion

To study the problem of implementing public administration decisions, it is important to take into account statistical indicators. The Fragile State Index allows us to assess the effectiveness of public administration, the level of its vulnerability to certain threats of existing wars or conflicts, as well as the ability to assess the main risks of the country's collapse. Thus, the calculation of the Fragile State Index is important, as it can determine certain aspects, in particular, the main parameters of state security, the formation of the security environment, the role of authorities in its functioning and preservation, etc.

A rise in the Fragile State Index implies a decline in state security. Fragile State Index calculated for Ukraine and its European neighbours: Romania, Poland, Hungary, Slovakia, and Moldova in 2010-2023, suggests that the European Union states have significantly lower Fragile State Index scores than the states at war: Ukraine (68.6-96) and Russia (73-80.7). In Belarus, the fragility index is 67.8-69.9, which is because the country is Russia's ally in the war, but not so demonstrative (Shchokin, Soloviov & Tantsiura, 2023). In Moldova, the Fragile State Index corresponds to 65-67.4 (Figure 1).

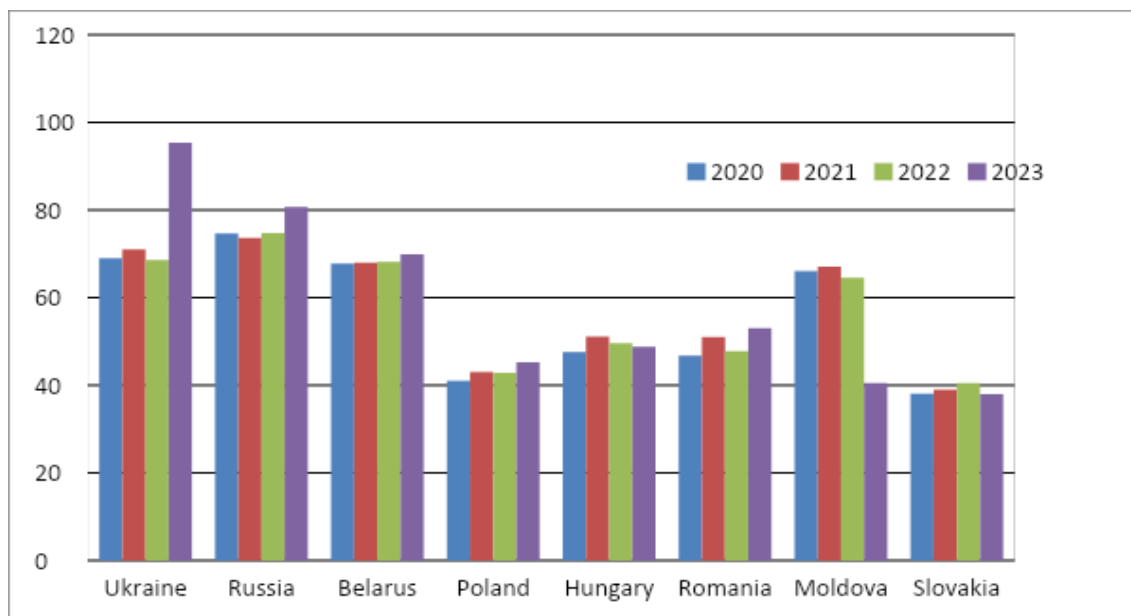


Figure 1. Indicators of the Fragile State Index dynamics.

Source: adapted from Shchokin, Soloviov & Tantsiura (2023).

These aspects of the dynamics of the index in these countries indicate differences in the ability of public administration bodies to maintain the optimal quality of state security. Obviously, the European Union countries have a higher level of public administration performance (Malachynska et al., 2022; Mudrak et al., 2019). However, these indicators also demonstrate the directions of development of the country's governance, and do not mean that the governance system is not developing. On the contrary, in some aspects, this system has been reformed and developed during the war.

The provision of basic administrative services has been adapted to the realities of war, including through government decisions on the extraterritoriality and urgency of their provision, non-use of information systems in case of temporary lack of access to it, and the introduction of a digital services system (improvement of the Diia application). Thus, such decisions have had an impact on ensuring the sustainability of the administrative service delivery system through the prism of security and accessibility. As of 2023, almost 800 Administrative Service Centres provide

continuous information and services to citizens (Pavlovych-Seneta, 2022).

In addition, there are more than 3,000 access points to administrative services in Ukraine. The introduction of electronic public services through the Diia app in April 2022 has reduced the number of physical applications. In general, the capacity of public administration is based on the human resources of the civil service, which was also affected by the war. In particular, as of 2022, the number of civil servants working as civil servants was more than 166,000. At the same time, the number of civil service employees located in the areas occupied by the occupier was almost 6,000 (Pavlovych-Seneta, 2022).

It is worth noting that since the large-scale invasion, some civil servants have been unable to perform their functions at their workplaces, so they have started working remotely. In order to qualitatively adapt the civil service management structure in 2022, the government adopted the document "Some issues of organising the work of civil servants and employees of state bodies during martial law", which regulates the main problems of remote work of civil servants (see Figure 2).

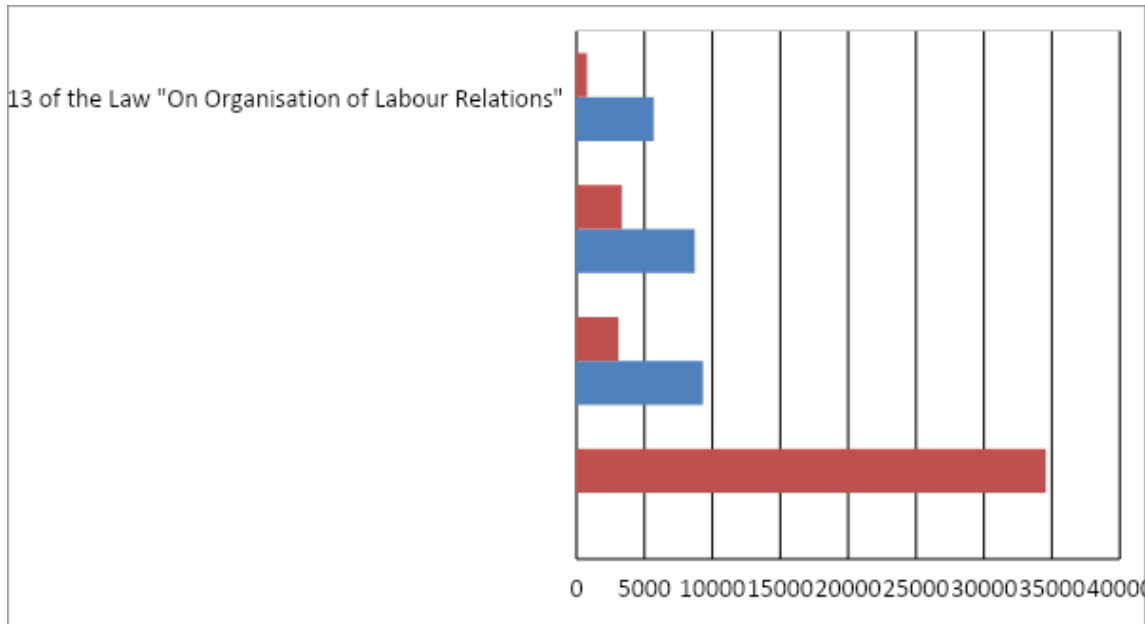


Figure 2. Employees in the civil service management structure.
Source: Izha & Kurnosenko (2023).

Thus, despite some risks of war, in 2022 Ukraine continued to reform the civil service, focusing on the quality of human resources, the process of optimising the selection and development of certain competencies of employees, albeit in the form of internships, and the introduction of distance work technologies (Sydorenko, 2024; Lutsiak et al., 2020). These measures collectively contribute to the intellectual security of Ukraine by safeguarding its human capital, which is a key asset in any nation's sustainable development and resilience against external threats.

Researchers have repeatedly analysed the peculiarities of organisational and resource support for regional development through the prism of decentralisation processes (Onats, 2020). Using the available analysis materials, it can be determined that in Ukrainian realities, the main prospects for the development of regions and local communities are determined primarily by the available natural, material, financial, and labour resources, as well as by the established mechanisms for their use. An important factor for the development and realisation of the existing potential of individual communities is the factor of their active growth, since almost all available types of resources generally form the resource base of the territories and will be the main ones for further economic and social development of local territorial communities.

Researchers have also identified that the key prerequisites for using the potential of administrative territories (and thus guaranteeing

their sustainable development) are social mobilisation, which allows coordinating actions to provide relevant administrative services to citizens, uniting them around addressing the current needs and challenges for the development of the territories where they live (Smolych et al., 2018; Mazur et al., 2023). The Ukrainian administrative-territorial reform, which has been implemented since 2015, has had a significant impact on increasing the material resources and financial competitiveness of individual communities in terms of their overall capacity growth.

At the same time, Russia's full-scale aggression in Ukraine, which began in 2014 and entered a new active phase in February 2022, has affected a number of regional development issues: the destruction of infrastructure facilities, including energy and civilian ones, the displacement of a large number of civilians and a general trend towards a decrease in population (especially among working-age citizens), the destruction of enterprises and production facilities, which creates obstacles to further economic and social recovery, which will have an impact on

An important problem of regional development under martial law is budget revenues and budget equalisation. In the Ukrainian reality, as in many other countries, there is a phenomenon of differentiation in the levels of socio-economic development of different parts of the country, concentration of tax revenues and the tax base, and unevenness in the expenditure system that

exists in the environment of local budgets (Vyprytskyi & Makhova, 2023; Kozlovskiy et al., 2020). The importance of equalisation of budget revenues in Ukraine has long been primarily driven by the need to achieve the same levels of provision in different oblasts per capita.

Due to the peculiarities of regional development, budgeting is a significant component of the country's overall socio-economic development, which meets the general needs to improve the standards and quality of life of the civilian population, affects the rate of economic growth (or decline), and also influences significant structural changes in the economic system, determines the imbalance in opportunities for further state development (Zagurska-Antoniuk, 2020; Kubiv et al., 2020; Lysenko et al., 2024). However, errors in the formation of positive (optimal) indicators in the development of individual territorial communities had a negative impact on the overall growth of the Ukrainian economy. According to the researchers, the formation of the local budget system continues to be quite non-transparent for civil society (Kozlovskiy & Mazur, 2017; Dluhopolskyi et al., 2023). First of all, there is a lack of a coherent system for monitoring local financial markets, which would be relevant for finding additional resources to fill local budgets. Similarly, this problem does not allow investors or other international partners and creditors to effectively monitor local financial markets and the financial policies of regional communities.

Given the different volumes of tax revenues and the participation of individual regions and territories in the formation of the general budget of Ukraine, these indicators are unequal. In practice, some regions with higher tax revenues are also responsible for financing regions with lower tax collection rates, which is implemented through intergovernmental transfers. This results in the formation of separate “donor regions”, i.e. administrative territories that bring much more benefit to the state budget, and “recipient regions”, i.e. regions that receive much more funding than they contribute to the state treasury.

Russian aggression has only exacerbated this trend, turning it into a dangerous challenge - Russian troops have also attacked “donor regions”, which has significantly reduced the amount of state revenues, including to local budgets. Opportunities for financial development of the regions became even more limited, which required the use of certain public administration decisions. First of all, it was decided to relocate certain production facilities to the safe zone,

which preserved production potential and, accordingly, promising opportunities for tax revenues (Kuzheliev et al., 2023; Lavrov et al., 2022). The system of allocating funds for education and healthcare was also revised, and now they are allocated not so much based on the total population as on the ability to actually provide services. It is said that the funds “started to move” together with the consumers of public services, which opened up opportunities for optimising expenditures.

Unfortunately, the sequestration of regional budgets was not without consequences, as the military support of the Armed Forces of Ukraine also became a major obstacle to regional development. The inability to reallocate funds from “donor regions” led to the need to create a system of targeted grant support, which made it possible to raise funds for specific projects with a minimum degree of risk. The proposed public administration solution opened up opportunities for a certain normalisation of Ukraine's financial system, together with funds from international partners.

The results of the study demonstrate that under martial law, there is a need to make important public administration decisions that make it possible to counter the threats and challenges of military instability. In particular, the process of adapting the provision of administrative services has taken place, facilitated by the active use of digital information transfer systems. The actualisation of this area (primarily through the use of the resources of the Diia digital application) has made it possible to ensure the sustainability of the administrative service delivery system. This conclusion confirms the opinions of scholars regarding the progressive use of digital administrative service providers (Melnyk, 2023; Vdovichen et al., 2023), as well as the next important evolution of the use of artificial intelligence systems in this area (Sofilkanych et al., 2023). In general, this confirms the opinions of scholars on the further evolution of legal relations in society (Maraieva, 2022), which will be determined by the tangible digitalisation of public life.

The results also indicate the correctness of the conclusions of scholars on the importance of the correct implementation of long-term strategies that form the basis of the functioning of public administration in the field of regional development (Yusufzada & Xia, 2019; Vasyliieva et al., 2020b). This made it possible to amend the existing strategies, which to some extent alleviated the negative effects of the hostilities.

In addition, the reform of the budgetary sector, together with the assistance of international partners, has ensured the resilience of communities and new solutions in crisis management (Lytvyn & Shevchenko, 2022; Shpykuliak & Mazur, 2014). At the same time, it is difficult to agree with the statement that Ukraine has a low level of security environment, which also negatively affects the ability to implement administrative and public functions (Shchokin et al., 2023). Undoubtedly, during active hostilities, the level of the overall security environment decreases, so it is advisable to compare the indicators of Ukraine at war with those of peaceful European countries, but at least with the pre-war data, rather than the indicators of Ukraine at war.

Undoubtedly, the proposed study has methodological limitations. First of all, it focuses on the Ukrainian experience, although the challenges of the administrative system of state governance under martial law are typical for other countries (primarily Asia and Africa). It is also worth noting that the consequences and results of Russia's aggression against Ukraine have not been established (as military operations continue). For this reason, the results obtained are preliminary, in particular, with regard to the impact of the actions taken on regional development and the measures taken to improve it.

Conclusions

Thus, the Ukrainian government has been quite active in reforming the civil service and developing local and territorial communities. First of all, since 2022, transformations in the civil service have continued, taking into account the quality of staffing and optimising the selection of civil servants. The adoption of digital technologies, which facilitated remote internships and online work, has not only advanced the intellectual security of the nation but also ensured the continuity of government operations during the military conflict. In the context of military operations, decentralisation of administrative management was further developed. This enabled regional communities to deepen their ability to use resources. In addition, it was noted that the key factor for the development of communities was their active growth, which formed the resource base for further economic and social development. Moreover, the international partners bring valuable expertise and technical support to help regions navigate challenges associated with

martial law. This expertise may encompass various areas, including conflict resolution, governance reform, economic recovery, and public administration. In addition, the international partners often engage in capacity-building efforts aimed at strengthening the institutional capacity of state and administrative bodies in regions under martial law.

In the context of military operations, active cooperation with international partners brought results, as the state budget deficit and sequestration, together with military destruction, had a negative impact on the life support system of regional communities. By revising certain established modes of operation, when donor regions financed expenditures in less successful regions, targeted support was provided for project implementation. As a result, as the study shows, it was possible to direct the necessary support to the regions and, in general, to counteract the effects of hostile aggression.

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