

УДК: 352/354

DOI: 10.35432/tisb342025355919

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## FUNCTIONING OF PUBLIC SERVANTS' ROTATION UNDER MARTIAL LAW

The article explores the functioning of public servants' rotation under martial law as a mechanism for sustaining stability, adaptability, and continuity in the public administration system during crises. The research emphasizes that human resource management remains a key determinant of public service efficiency, especially under conditions of war, when flexibility, institutional resilience, and personnel safety become essential for the functioning of state institutions. The author argues that, while staff rotation is recognized internationally as an effective tool for preventing corruption, fostering leadership development, and avoiding institutional stagnation, in Ukraine it remains underdeveloped, fragmentary, and inconsistently regulated.

The study examines the theoretical, legal, and practical aspects of rotation mechanisms, drawing upon legislative acts such as the Laws of Ukraine "On Civil Service," "On Service in Local Self-Government Bodies," and "On the Legal Regime of Martial Law." The author reveals that during wartime, rotation procedures acquire a dual nature: on the one hand, they serve as a tool of personnel renewal, and on the other—as a crisis-response instrument for preserving the operability of government bodies in relocated or restructured conditions. Statistical data from 2015 to 2025 show a dramatic decrease in the overall number of rotations—by 5–10 times compared to the pre-war period—while territorial mobility significantly increased. Transfers "to other localities" grew to 50–60% of all cases, driven mainly by security risks, relocation of institutions, and staff evacuation.

Based on a survey of 98 public servants who experienced rotation during martial law, the research identifies four main groups of reasons for such transfers: (1) security-related (evacuation from combat zones, preservation of life and health, and continuity of management functions); (2) organizational and managerial (replacement of absent or mobilized employees, optimization of human resources in critical sectors such as defense and social protection); (3) functional (temporary execution of duties in vacant or strategic positions); and (4) social and humanitarian (forced relocation of families and adaptation challenges).

The author develops a model of rotation management under martial law, which integrates centralized strategic coordination at the national level (Cabinet of Ministers, National Agency of Civil Service, Ministry of Defense, and NACP) with flexible operational management at institutional and departmental levels. The model includes forecasting rotation needs, selection and approval of candidates, adaptation support (mentoring, housing, training), and performance monitoring. Establishing a unified rotation database is proposed to track transfers, adaptation outcomes, and efficiency indicators.

The implementation of this model, as argued, will increase the resilience of Ukraine's public service system, ensure balanced distribution of human resources between regions, and strengthen trust in state institutions by enhancing transparency, protecting staff welfare, and maintaining uninterrupted governance during wartime.

**Keywords:** public service, public service career path, human resource management, personnel technologies, staff rotation, martial law.

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## **ФУНКЦІОНУВАННЯ РОТАЦІЇ ДЕРЖАВНИХ СЛУЖБОВЦІВ В УМОВАХ ВОЄННОГО СТАНУ**

У статті досліджується функціонування ротації державних службовців в умовах воєнного стану як механізму підтримки стабільності, адаптивності та безперервності системи державного управління під час криз. Дослідження наголошує, що управління людськими ресурсами залишається ключовим фактором ефективності державної служби, особливо в умовах війни, коли гнучкість, інституційна стійкість та безпека персоналу стають критично важливими для роботи державних інституцій. Автор стверджує, що хоча ротація кадрів визнана на міжнародному рівні ефективним інструментом запобігання корупції, розвитку лідерства та уникнення інституційного застою, в Україні вона залишається недостатньо розвиненою, фрагментарною та непослідовно врегульованою.

У дослідженні розглянуто теоретичні, правові та практичні аспекти механізмів ротації з опорою на законодавчі акти, такі як Закони України про державну службу, про службу в органах місцевого самоврядування та про правовий режим воєнного стану. Автор виявляє, що під час війни процедури ротації набувають дуалістичної природи: з одного боку, вони служать інструментом оновлення персоналу, а з іншого — інструментом антикризового реагування для збереження працездатності державних органів у релокованих або реструктурованих умовах. Статистичні дані за 2015–2025 роки свідчать про різке скорочення загальної кількості ротацій у 5–10 разів порівняно з довоєнним періодом, при цьому територіальна мобільність значно зросла. Переведення в іншу місцевість зросло до 50–60% усіх випадків, що зумовлено переважно ризиками безпеки, релокацією установ та евакуацією персоналу.

На основі опитування 98 державних службовців, які пройшли через ротацію під час воєнного стану, дослідження ідентифікує чотири основні групи причин для таких переміщень, серед яких безпекові фактори щодо евакуації та збереження життя, організаційно-управлінські чинники для заміщення мобілізованих працівників, функціональні потреби для виконання обов'язків на стратегічних посадах, а також соціально-гуманітарні причини, пов'язані з переселенням сімей.

Автор розробляє модель управління ротацією під час воєнного стану, яка інтегрує централізовану стратегічну координацію на національному рівні з гнучким оперативним управлінням на рівні установ. Модель охоплює прогнозування потреб, відбір кандидатів, підтримку адаптації та моніторинг результатів. Також пропонується створення єдиної бази даних ротацій для відстеження ефективності переміщень. Впровадження цієї моделі підвищить стійкість системи державної служби України, забезпечить збалансований розподіл ресурсів та зміцнить довіру до державних інституцій через прозорість та захист добробуту персоналу.

**Ключові слова:** публічна служба, проходження публічної служби, управління персоналом, кадрові технології, ротація персоналу, воєнний стан.

***Problem Statement and Its Connection with Important Scientific and Practical Tasks.*** The effective functioning of the public service, as a key element of the public administration system, largely depends on the quality of human resource management. In the context of constant socio-economic changes, geopolitical challenges, and the ongoing reform of Ukraine's administrative system, the issue of improving personnel policy – particularly the implementation of effective mechanisms for the rotation of civil servants – has become especially relevant. While in leading countries of the world, staff rotation is considered an effective tool for preventing institutional stagnation, combating corruption, promoting professional development, and fostering leadership competencies in the field of public administration, in Ukrainian practice this instrument remains underdeveloped and insufficiently regulated by law.

At the same time, in Ukraine, there is a noticeable absence of a clear state policy regarding the rotational mobility of public servants, which in turn limits the possibilities for personnel renewal and enhancing the adaptability of public authorities. The existing rotation practices (for example, in the diplomatic and customs services) are mostly formal in nature, not supported by analytical tools for assessing effectiveness, motivational approaches, or professional support programs for employees. However, in the context of European integration and the implementation of the principles of good governance, there is an increasing need to develop institutional mechanisms of rotation capable of ensuring flexibility, transparency, and accountability in personnel decisions.

Martial law significantly transforms the operating conditions of the public service system, introducing new demands for flexibility, adaptability, and stability in the staffing of public authorities. One of the key mechanisms for maintaining the efficiency of public administration under such conditions is the rotation of public servants – an instrument that ensures the continuity of management processes, minimizes the risks of corruption or administrative distortions, and optimizes the use of human potential. However, during martial law, contradictions arise between the need for rapid personnel mobility and the necessity of maintaining stability within administrative structures, between ensuring public security and upholding the rights of civil servants, and between the existing legal framework of rotation and the practical needs of governance. The insufficient development of theoretical foundations, methodological approaches, and legal mechanisms of rotation under exceptional state conditions determines the relevance and necessity of scientific research on this issue.

The study of the functioning of public servants' rotation during wartime is also directly related to addressing several key tasks within the science of public administration. Among them are:

- improving mechanisms for managing personnel processes under crisis conditions;
- developing a methodology for assessing the effectiveness of rotation procedures in the public service;
- forming scientifically grounded principles of rotation that take into account security risks, motivational factors, and professional adaptation of personnel;
- ensuring the institutional resilience of public authorities in emergency situations.

***Analysis of recent studies and publications initiating the solution to this problem and forming the author's foundation.*** Personnel rotation as a public service instrument has not been the subject of systematic research; rather, when it does appear as an object of study, it is “overshadowed” by other HR technologies. Rotation has been examined primarily in those public authorities where it is normatively regulated and applied systematically – namely, in the customs service (works by Maryna Zinchenko [6] and Olena Sierykh [12]), in tax authorities (the work of Yuliia Melnyk [10]), in the diplomatic service (the work of Serhii Fedchyshyn [13]), and in law enforcement bodies (the work of Kostiantyn Melnyk [9]). The legal aspects of staff rotation in Ukraine's civil service were studied by Oleksandr Akimov [1]. In our view, the most comprehensive examination of the rotation mechanism in the public service was undertaken by Vasyl Kuibida and Ihor Shpektorenko [7], who provided a thorough analysis of the rotation of personnel as a resource and as an institutional channel for the professionalization of staff, as well as an instrument of human resource management in the public service. However, it is evident that a common shortcoming across all domestic studies on rotation is the insufficient consideration of foreign experience.

Serhii Vashchenko and Valentyna Hubenko examined the most important issues related to the transformation of the legal framework for human resource management in Ukraine's civil service under martial law. They emphasized that, amid these challenges and changes in labor legislation, public authorities in Ukraine face a number of problems in the field of human resource management, including the need for rapid adaptation, the shortage of qualified personnel, ensuring safety and labor protection, and the necessity of further aligning national legislation with the EU acquis and ensuring its proper implementation, among others [5].

The Head of the National Agency of Ukraine on Civil Service, Nataliia Alioshyna, conducted a study on the organization of civil servants' work under martial law, focusing on key aspects such as: specific features of organizing the work of civil servants; changes in workload, functional responsibilities, and productivity; remuneration; establishment of communication and interaction within

public authorities; and the need for informational and methodological support from the NACS. Based on the survey results, she analyzed how indicators of workload, performance, and work quality of civil servants have changed under martial law [2].

Volodymyr Bozhko and Olena Pysmenna analyzed the peculiarities of public service in local self-government bodies introduced during martial law [4; 11].

**Formulation of the Article's Objectives.** The purpose of the article is to study the specific features of the mechanisms of public servants' rotation under martial law, taking into account the particularities of the functioning of public authorities, the requirements of the legal regime, personnel security, and the need to ensure the continuity of administrative processes.

To achieve this goal, several tasks were addressed, in particular:

to assess the effectiveness of the existing rotation mechanisms based on quantitative and qualitative indicators of staffing, stability level, and professional performance of civil servants;

to develop a methodology for the formalized evaluation of the effectiveness of rotation processes using a system of weighted indicators adapted to the conditions of martial law.

**Presentation of the Main Research Material with Full Justification of the Obtained Scientific Results.** Rotation is one of the key instruments for modernizing the public service. International experience demonstrates that the rotation of civil servants can serve as an effective mechanism for preventing corruption, promoting professional growth, and fostering adaptation to organizational and societal changes. This tool operates successfully within the administrative systems of the United States, France, Japan, China, Germany, Ireland, and other countries. Foreign experience also reveals significant diversity in rotation practices – ranging from mandatory rotations based on fixed terms to voluntary mobility programs. Each country adapts these models to fit its system of governance, institutional culture, and specific objectives of public administration.

The constitutional basis for rotation as an instrument for implementing the principles of professionalism, stability, and continuity in public administration is found in Article 38 of the Constitution of Ukraine, which guarantees citizens equal access to civil service and service in local self-government bodies. The Labour Code of Ukraine (Articles 32-34) regulates transfers to other positions and changes in essential working conditions, which also apply to certain categories of public servants.

The Law of Ukraine “On Civil Service” is the fundamental legal act regulating the mechanisms of personnel mobility among civil servants. In particular, according to Article 41, a civil servant – considering their professional training and competencies – may be transferred without a mandatory competitive selection:

1. to another equivalent or lower vacant position within the same state authority, including in another locality (another settlement), by the decision of the head of the civil service or the appointing authority;

2. to an equivalent or lower vacant position in another state authority, including in another locality (another settlement), by the decision of the appointing authority or the head of the civil service in the authority from which the civil servant is being transferred, and the appointing authority or the head of the civil service in the authority to which the civil servant is being transferred.

The appointing authority, taking into account the professional training and competencies of civil servants, may decide on the simultaneous transfer of two or more civil servants between the positions they occupy. Such transfers are carried out only to equivalent positions and with the consent of the civil servants. Importantly, a transfer must not serve as a disguised form of punishment.

Furthermore, according to Article 42 of the Law of Ukraine “On Civil Service”, temporary rotation may also take the form of official secondment. Additionally, Article 22 provides for the possibility of transferring a civil servant to a position within a local self-government body.

The Law of Ukraine “On Service in Local Self-Government Bodies” of June 7, 2001, No. 2493-III, allows for the transfer of local self-government officials to other positions in order to ensure the efficient use of personnel and the development of professional competence, which represents a form of staff rotation at the municipal level.

The updated Law of Ukraine “On Service in Local Self-Government Bodies” of May 2, 2023, No. 3077-IX – which comes into force six months after the end of martial law – provides that a local

self-government official, considering their professional competence, may be transferred without a mandatory competitive selection:

1) to another equivalent or lower vacant position within the same local self-government body, or within the local self-government bodies representing a single territorial community – by decision of the head of service;

2) to an equivalent or lower vacant position in local self-government bodies representing other territorial communities – by decision of the head of service in the body from which the official is transferred and the head of service in the body to which the official is transferred.

The mentioned law also introduces amendments to Article 22 of the Law of Ukraine “On Civil Service”, according to which the transfer of local self-government officials to civil service positions may be carried out by the decision of the appointing authority or the head of the civil service, provided that the official’s professional competence meets the qualification requirements for the respective civil service position.

The conditions of martial law have a significant impact on the functioning of the public service system as a whole, particularly on the application of staff rotation mechanisms. In particular, the Law of Ukraine “On the Legal Regime of Martial Law” grants the heads of military administrations, as well as the heads of territorial communities, the authority to modify the structure and staffing of bodies and officials, and to carry out position transfers. This provision establishes the legal foundation for the operational rotation of public servants, taking into account the needs of national defense and security.

To analyze rotation processes under martial law, we collected and summarized data on personnel movements within the public service during this period. Based on this information, a system of indicators of rotation efficiency under martial law was developed, which made it possible to model the improvement of rotation mechanisms in wartime conditions. Quantitative methods of statistical analysis were complemented by qualitative tools, including surveys, interviews, and expert assessments. The statistical data, together with the results of questionnaires and interviews, allowed for a comparative analysis of rotation frequency during martial law versus the pre-war period, identification of the main reasons for transfers, assessment of the level of adaptation to new positions, evaluation of satisfaction with rotation as a personnel procedure, and determination of its impact on motivation and professional performance under martial law.

In particular, the number of civil servants in regional (military) state administrations who, under Article 41 of the Law of Ukraine “On Civil Service,” were transferred without a competitive selection process to other positions within the apparatus of regional state administrations and their structural units — including to other localities – during the period 2015-2025 is characterized by the following indicators (Table 1).

*Table 1*

2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025
1992	256	984	818	1968	480	2856	1008	1032	408	624
including in another locality										
96	72	168	216	144	72	312	360	504	288	168

Thus, during the period 2015-2025, there is a high degree of instability in the frequency of rotations within public authorities – with sharp fluctuations from the minimum level in 2016 to the peak in 2021. After 2022, that is, following the introduction of martial law, the total number of rotations decreased almost sevenfold compared to the peak year of 2021.

At the same time, the indicator of transfers to other localities increased three to four times after 2021 – prior to that year, their share ranged between 5-17%, whereas in 2022–2024, it rose sharply: 35.7% in 2022, 48.8% in 2023, and 70.6% in 2024. Similar trends are observed at the level of district state (military) administrations. It appears that the period 2015-2021 was characterized by relative stability, accompanied by a gradual increase in staff mobility. The peak observed in 2021 resulted from personnel optimization and structural reforms within the public sector during that time. Starting from 2022, the total number of rotations decreased, indicating the preservation of staff composition and a reduction in transfers. However, the share of rotations involving relocation to other localities increased, reflecting the forced nature of these movements – including the evacuation of institutions,

decentralization of administrative functions, and redeployment of public servants. This trend confirms the shift in the functional nature of rotation during martial law — from a planned human resource management tool to a crisis-adaptive mechanism. The number of civil servants of regional (military) state administrations who, under the provisions of Article 41 of the Law of Ukraine “On Civil Service,” were transferred without a competitive selection to an equivalent or lower vacant position in another state authority – including to another locality (another settlement) – during the period 2015-2025 is characterized by the following indicators (Table 2).

Table 2

2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025
1104	1608	408	24	576	840	1152	552	1248	120	192
including in another locality										
72	96	48	46	168	120	143	288	336	72	96

The years 2015-2016 represent a period of relatively high rotation activity. In 2017-2018, there was a sharp decline in the number of rotations, followed by a renewal of activity during 2019–2021. In 2022-2025 (the period of martial law), rotation activity became unstable but generally decreased. Up to 2021, rotations involving relocation to another locality accounted for 6-15% of all cases. Starting from 2022, this indicator increased three to five times. Martial law caused a qualitative transformation in rotation practices: a reduction in the total number of transfers, accompanied by an increase in territorial movements – a clear reflection of the public administration system’s response to crisis conditions. The year 2022 marked a period of adaptive shift, with a sharp increase in the share of relocations to other regions (over 50%), largely due to the displacement of employees from dangerous territories to safer regions of Ukraine. The year 2023 showed a temporary revival of rotation activity – the total number of rotations increased, though many remained territorial in nature. The years 2024-2025 demonstrate an overall reduction in total rotations but high mobility among remaining employees, with more than half being transferred between regions.

Organizational and managerial reasons also played a significant role, driven by the need to replace employees who had been mobilized, evacuated, or resigned, and by the necessity to concentrate human resources in strategically important areas such as defense, humanitarian aid, logistics, and social protection. Personnel and functional reasons were likewise influential, relating to the temporary fulfillment of duties in vacant or critical positions and the adaptation of human resource policy to new working conditions (such as staff reductions, remote work, or flexible schedules). Social and humanitarian factors were also substantial – the forced relocation of civil servants and their families often made it impossible for them to continue service in their previous locations. In several cases, financial reasons contributed as well, including budget optimization through the consolidation of departments or the merging of several units’ functions, as well as forced staff reductions, which were accompanied by internal rotations aimed at retaining key specialists.

As the key parameters of adaptation to a new position following rotation under martial law were assessed using a five-point scale (1 – very low level of adaptation, 5 – full adaptation) – Table 3.

Table 3

Adaptation Criteria	Very Low	Low	Medium	Sufficient	High	Average Value
Professional	6%	12%	30%	32%	20%	3,5
Psychological	10	20	38	24	8	3,0
Social	8	14	36	30	12	3,2
Organizational	4	10	28	36	22	3,6
Territorial	12	24	40	16	8	2,8
Overall average adaptation score						3,22

Thus, the highest scores were observed in organizational (3.6) and professional (3.5) adaptation. This indicates an overall high level of professional readiness among civil servants for change and the effective performance of HR departments during rotations. The social aspect (3.2) also appears relatively positive – most respondents successfully adapted to new teams. However, psychological (3.0) and especially territorial (2.8) adaptation were identified as the most vulnerable areas. Respondents frequently noted increased emotional strain; difficulties with housing, transportation, and distance from

family; as well as the absence of a stable social environment. According to the structure of the adaptation process, 25-30% of respondents demonstrated rapid adaptation (levels 4-5); about 50% showed a moderate level (level 3); and 20–25% experienced a low level of adaptation (levels 1-2). The mentioned indicators are directly related to satisfaction with rotation as a personnel procedure, the impact of rotation on motivation and professional performance under martial law, as well as the overall effectiveness of the rotation process.

***Conclusions and Prospects for Further Research in This Area.*** Martial law has significantly transformed rotation from a planned mechanism for staff development into a strategic tool of crisis management. The overall volume of rotations has decreased substantially – by five to ten times compared to the pre-war level. At the same time, the spatial nature of rotation has changed considerably: the share of transfers “to another locality” has increased to 50–60%, indicating forced mobility as a result of military actions. Rotation has ceased to function as a routine human resource management tool and has instead become an instrument of rapid response, aimed at maintaining the functioning of government bodies in safer regions.

The results of the study make it possible to formulate a model for managing the rotation of public servants under martial law. Its conceptual premise is that during wartime, the rotation of public servants should be viewed not merely as a personnel management tool but as a mechanism for stabilizing the system of public authority, ensuring the following: continuity of governance, optimal distribution of human resources, support of national security, and protection of public servants and preservation of their professional potential.

Under these conditions, the rotation management model should combine centralized strategic leadership (at the national level) with flexible operational management (at the level of individual government bodies).

The strategic (national) level – represented by the Cabinet of Ministers of Ukraine, the National Agency of Ukraine on Civil Service (NACS), the Ministry of Defense, and the National Agency on Corruption Prevention (NACP) – is responsible for developing rotation policy, regulatory and legal oversight, monitoring personnel security, and coordinating interagency transfers.

The departmental level – including central executive authorities and regional state administrations – focuses on planning and approving rotation measures, authorizing transfers, conducting personnel analytics, and maintaining a reserve of qualified staff.

The institutional level – comprising personnel departments, heads of structural units, and HR offices – handles selection, support, adaptation, and evaluation of employees following rotation, as well as providing psychological assistance.

The organizational and managerial measures for implementing rotation should include the following steps: Identifying the need for rotation (vacancy, work overload, security threats, or lack of a qualified specialist); Selecting suitable candidates; Approving the transfer between public authorities; Issuing an official order or directive; Providing adaptation support for the employee (mentorship, housing, training); Monitoring the effectiveness of rotation (evaluation based on performance indicators).

Undoubtedly, the implementation of the proposed model requires the creation of a unified database of rotation processes, containing information on the number of transferred employees, reasons for rotation, previous and new positions, level of adaptation after transfer, and results of effectiveness evaluation. Such a registry could function within the framework of an integrated information system for civil service management under the supervision of the National Agency of Ukraine on Civil Service (NACS).

The material and financial support for implementing the rotation model should aim to mitigate the impact of rotation on employees and reduce the risks of demotivation by providing temporary housing or relocation cost compensation, bonuses for flexibility and mobility, psychological assistance, as well as career growth opportunities after successful rotation, including promotion in rank and increased remuneration.

The rotation cycle at the level of a public authority should include the following stages: analysis of the personnel situation, identification of the need for rotation, selection of candidates and risk

assessment, decision-making regarding transfer (taking security factors into account), implementation of rotation (order, relocation, support), adaptation in the new position (mentorship, evaluation, assistance), monitoring and assessment of results, and adjustment of rotation policy along with the formation of a personnel reserve. This cycle should be closed and dynamic, enabling prompt responses to changing conditions during wartime.

In our opinion, the implementation of this rotation model under martial law will increase the resilience of the public service system in crisis situations, reduce staff losses through organized transfers rather than dismissals, optimize the distribution of human resources among regions, and enhance public trust in the civil service through transparent rotation procedures. Ultimately, it will also improve the psychological climate and raise the level of employee adaptation efficiency.

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