

CRISIS MANAGEMENT OF AN EDUCATIONAL INSTITUTION IN CONDITIONS OF MARTIAL LAW

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Summary

The article reveals the peculiarities of crisis management of educational institutions in conditions of martial law. The current state of functioning of educational institutions in Ukraine is analyzed. The problems of educational institutions that have arisen as a result of Russia's armed aggression against Ukraine are outlined. An analysis of the research of Ukrainian scientists on the problems of crisis management of educational institutions in wartime is carried out. The essence of the concept of "crisis" is revealed, the causes, factors, symptomatic indicators and consequences of the social crisis in Ukraine are determined. The purpose of anti-crisis management of an educational organization and the peculiarities of performing the main management functions (planning, organization, motivation, control) in the context of the crisis associated with military operations on the territory of Ukraine are outlined. The ways to ensure the results of the educational institution's activities in the context of crisis in the context of systemic and crisis management are revealed. An algorithm for creating an anti-crisis management plan for an educational institution is proposed. Examples of the use of tools for analyzing the impact of environmental factors on the activities of an educational institution, projecting potential risks and threats are given. An indicative list of tasks of the crisis management team of an educational institution is presented. Attention is focused on the importance of the psycho-emotional state of teachers and support staff and the main tasks of the manager to maintain the microclimate in the team during the war.

Key words: crisis management, educational institutions, martial law, management functions, anti-crisis plan, risks, threats.

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1. Introduction

In the context of the military aggression of the Russian Federation, Ukrainian education has suffered losses that have significantly affected its subjects, infrastructure, and functioning mechanism (*Ministry of Education and Science of Ukraine, 2023*).

According to experts of the KSE Institute's project "Russia Will Pay", the education sector is one of the most affected. As of the beginning of September 2023, this sector was damaged

in the amount of \$10.1 billion as result of the war. Compared to June 2023, this amount has increased by more than \$400 million. The total number of damaged and destroyed educational facilities already exceeds 3,500, including more than 1,700 secondary schools, more than a thousand preschools, and 586 higher education institutions (*KSE, 2023*). In particular, as of the end of October 2023, 3,793 educational institutions were bombed and shelled, of which 3,428 were damaged and 365 were completely destroyed. Most damaged and destroyed educational institutions were registered in Donetsk region. Kharkiv, Kherson, Dnipro, Mykolaiv and Zaporizhzhia regions also suffered significant losses (*saveschools.in.ua*).

The destruction and losses in the educational infrastructure were caused by hostilities, during which schools were directly targeted or suffered collateral damage, as well as looting. Destruction occurred as a result of direct hits by shells or bombs, shrapnel and shell fragments, and fires. In addition to school buildings, school property and buses were also destroyed, damaged and/or stolen. Therefore, even in cases where school buildings and territories were not damaged or moderately damaged, the loss of property limits the return to full-time education, even when the security situation allows it (*Cedos, 2023*).

Today, the educational process in Ukraine takes place offline, online, or in a mixed mode. Forms of education in educational institutions are determined by regional military administrations on the ground, taking into consideration the security situation. According to a survey conducted by the Ombudsman's Office in the summer of 2023, majority of parents were in favor of full-time education for their children.

Of course, full-time education is the most desirable and effective form of education, and it also has a social component. However, to ensure it, it is necessary to consider the availability of protective structures in educational institutions and possibility to interrupt the educational process in the case of an air raid alarm.

Due to the increase in defense spending and funding for the Ukrainian army, spending on education has been reduced. Overall, in 2022, consolidated budget expenditures on education amounted to UAH 290.76 billion (6.2% of GDP), and in 2023 – UAH 302.25 billion (4.8% of GDP).

Changes in the form of education, the transfer of institutions from full-time to distance and blended learning, unstable conditions for organizing the educational process (air raids, power outages, Internet interruptions) – all this has affected the learning outcomes of students and led to losses in the educational process. The problem of educational losses is real and is likely to only get worse due to the difficult conditions for children's education during martial law.

It should be noted that secondary education is an important public good and a right guaranteed by the Constitution of Ukraine. Restoring access to it is one of the state's priorities. Teachers and school administrators, representatives of central and local authorities, as well as Ukrainian and international organizations, have already begun work to restore educational infrastructure, the educational environment, and learning opportunities in general (*Cedos, 2023*).

At the same time, it should be noted that Russia's military aggression against Ukraine continues, and no military expert or war analyst can predict how long it will last. Considering this, there is a high probability that the problems of functioning of educational institutions will only get worse. Therefore, in our opinion, the issue of crisis management of educational institutions is becoming more and more relevant in today's conditions.

The **purpose of the article** is to outline the peculiarities of crisis management of educational institutions under martial law.

2. Analysis of recent research and publications

Certain aspects of crisis management of educational institutions have been currently broadly discussed in academics.

Scientists S. Markova, O. Holovan and A. Khmelnytskyi focus on the practical aspects of conducting an internal audit of the development of the environment of an educational institution (educational and upbringing) and the development of an anti-crisis strategy for the development of the institution with the definition of markers by which the results of the relevant system will be evaluated (*Markova, Holovan, Khmelnytskyi, 2022*).

V. Baidyk and O. Kliuchka reveal the psychological aspect of crisis management in an educational institution in wartime. In particular, the researchers define the peculiarities of managing an educational institution in the context of hostilities in Ukraine with an emphasis on the personal characteristics of the head; identify effective styles and methods of management during crisis events; outline practical psychological advices on supporting the teaching staff in a difficult time of uncertainty (*Baidyk, Kliuchka, 2022*).

O. Zavhorodnia, L. Kozyrieva and S. Hil reveal practical methodological steps to form the basis of crisis management in secondary education institutions under martial law, provide recommendations for the actions of the head of an educational institution in a crisis situation, under the war conditions in particular (*Zavhorodnia, Kozyrieva, Hil, 2023*).

L. Vozniuk and O. Dobrohorskyi reveal the main content of the activities of an education manager under martial law, actualize the need to solve problems related to the management of teaching staff under martial law, adaptation of students (internally displaced children, in particular) to new learning conditions, professional development of teachers under martial law (*Vozniuk & Dobrohorskyi, 2022*).

O. Poliak in her study focuses on the innovative activities of the head of an educational institution in the context of crisis management (*Poliak, 2022*).

T. Bondarieva's research is devoted to the crisis management of an educational institution under occupation and blockade. In particular, the researcher presents a project on a specific example of crisis management of an educational institution that was under absolute blockade and occupation for 200 days, and after de-occupation is located in a particularly dangerous territory and is involved in direct hostilities (*Bondarieva, 2023*).

O. Kotenkova and M. Maksymenko in their study analyze the legal support for the effective management of an educational institution of Ukraine in wartime, which, according to the authors, consists of the effective use of situational management and elements of crisis management (*Kotenkova & Maksymenko, 2023*).

Despite the existence of a solid scientific body of work on the issues of crisis management of educational institutions, in our opinion, this issue requires further systematic study in order to develop clear recommendations for planning educational activities in times of crisis.

3. Causes, factors, symptomatic indicators and consequences of the social crisis in Ukraine

The current realities of Ukrainian society, in general, and education, in particular, are marked by the features of a systemic social crisis that has arisen in the situation of war and social risks, the deepening of which provokes further escalation of the military conflict. The situation is complicated by the uniqueness of the socio-political situation and the lack of analogues

and experience (except for the experience of Israel) of its immediate diplomatic solution and the developed methods of establishing stable economic activity, including educational, in the circumstances of active hostilities, bombing of civilian settlements and occupation of certain territories.

In the context of our study, we understand a crisis as an extreme aggravation of contradictions in a socio-economic system that threatens its sustainability in the environment. A sharp change in the normal state of affairs; a breakdown, aggravation of the situation (*sum.in.ua*). The existence of a social crisis is evidenced by the presence of such signs as a sharp change in the life of society, uncertainty and difficult predictability of the future, a new reality in the understanding of the concept of "security", and the traumatic impact of events on the psyche of every member of society.

Referring to the classification of common causes of social crises, we note that the main feature of the onset of a social crisis is the violation of the integrity and instability of forms and relationships within society and its subsystems, which destroys the normal state of life of all members of society. This description perfectly characterizes the current state of social relations in the Ukrainian community. However, it should be noted that crisis phenomena are an integral element of social development of a metamodern society, which is characterized not only by the presence of a plurality of views, but also by the possibility of making various management decisions taking into account the changing external environment.

The cause of the current social crisis in Ukraine is the military aggression of the Russian Federation, as an external objective cause independent of the subjects of educational activity. The factors of the crisis are military actions or occupation of the territory where the educational institution is located and all other events that arise as a result of these circumstances. Symptomatic indicators are determined by the termination or change in the forms of educational services, evacuation of students, teachers and support staff, reduction of funding, emergence of additional functional responsibilities and new public roles, etc.

The consequences of the crisis in the context of the aggressive influence of the modern external environment in Ukraine are predicted at the level of probable determination, namely: deepening of crisis phenomena, sharp exacerbation of the crisis, the possibility of transition to a long-term and indefinite period, sharp uncontrolled changes, signs of systemic changes, careless changes, irreversible changes, destruction of the educational organization.

Regulatory and legal support for the activities of an educational institution under martial law is based on national legislation on activities under martial law, in particular, the Law of Ukraine "On Approval of the Decree of the President of Ukraine "On the Introduction of Martial Law in Ukraine" (2022, 24 February), the Law of Ukraine "On the Organization of Labor Relations under Martial Law" (2022, 15 March), and all sectoral regulations taking into consideration the requirements of wartime.

4. Implementation of crisis management tools in the activities of an educational institution

The activities of a modern educational institution in the context of war require changes in the forms, methods and tools of management. The most appropriate in the conditions of martial law is the introduction of mechanisms for crisis management of an educational organization. The purpose of crisis management is to ensure the results of the activities of an educational institution, whether planned or accidental, through reasonable and productive organizational

activities, by attracting the available resources of an educational organization on the basis of effective people and information managing (communication) (Fig. 1). This goal is realized in the context of achieving the most appropriate balance between the requirements of the state and martial law and the personal qualities of the head, taking into account his/her professional and personal maturity – competence and experience, and the readiness of the team – teachers and support staff – to cooperate.

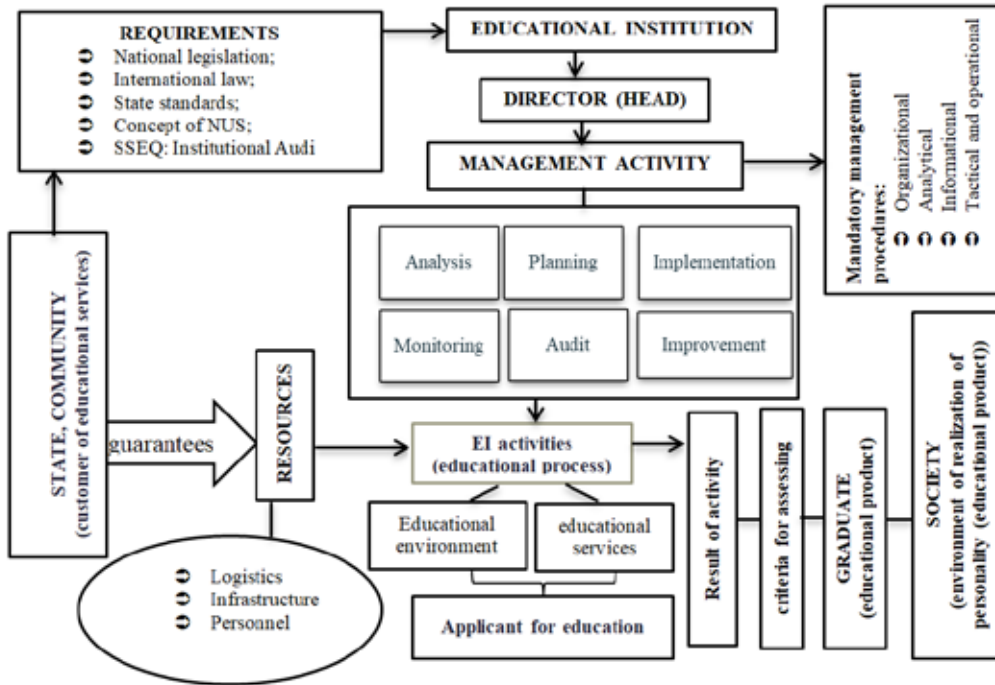


Fig. 1. Ensuring the performance of an educational institution in a crisis in the context of systemic and crisis management

*Source: developed by the author

The process of implementing crisis management tools in the activities of an educational institution is accompanied by an analysis of the forms and methods of pre-crisis management and the formation of the head of an educational organization's vision of post-crisis management mechanisms, in fact, his vision of restoring the viable functioning of the educational process after the end of hostilities.

The content of pre-crisis management of an educational institution in peacetime was based on the following components:

- determination of the system of activity goals;
- search for resources for the formation of educational potential and their distribution in accordance with the tasks set;
- determination of norms, performance criteria and limitations related to the management process.

The management of the educational organization was guided by the fundamental principles of management and the requirements of the Concept of the New Ukrainian School, including:

- focus on the needs of parties concerned (participants in the educational process, society);
- distributed leadership and participatory management;
- application of modern approaches and innovative technologies in the organization of the educational process;
- continuous improvement;
- team approach to decision-making;
- mutually beneficial cooperation with the founder, society, and public authorities.

The presented principles have not lost their relevance under martial law and are the basic elements of crisis management of an educational institution. Such important functions as planning, organization, motivation, and control are integral components of the crisis management of an educational institution.

The planning function, in our opinion, is the most difficult in the context of uncertainty and risks caused by military actions due to the Russian invasion of Ukraine. Under such conditions, the planning function is associated with the process of setting goals for an educational institution in the context of changes that have already taken place, as well as taking into consideration potential risks and threats; developing strategies and programs for crisis management; determining the need for resources to ensure their implementation. When managing an educational organization in a crisis, the role of operational planning and decision-making, taking into account the current situation, increases dramatically. Strategic long-term planning due to changing environmental conditions and the presence of unforeseen events fades into the background. Operational planning takes place, taking into account the current situation for a short-term period (month, week, day).

5. Algorithm for creating an anti-crisis management plan for an educational institution

In our opinion, special attention should be paid to the development of an anti-crisis management plan for an educational institution that would consider potential risks and threats and contain clear instructions for responding in the event of their occurrence with a list of responsible persons. We suggest that the process of developing an anti-crisis plan be carried out according to the following algorithm:

Step 1. Analysis of the impact of environmental factors on the activities of the educational institution. Projection of potential risks and threats.

It is advisable to analyze the impact of environmental factors on the activities of an educational institution using the PEST analysis method. This is a tool that assesses the political, economic, socio-cultural and technological factors that affect the development of an educational institution.

The *political factor* is studied in order to have an idea of the general state policy in the field of education, strategic vectors of education development at the state, regional and local levels, and regulatory and legal support for education.

The *economic factor* determines the factors influencing education related to the economic situation in the country, in particular, the amount of expenditures of the consolidated budget of Ukraine on education, the level of salaries of pedagogical staff, the distribution of educational subventions, the availability of additional sources of funding for educational institutions, per capita income, etc.

The *socio-cultural factor* is related to the study of the specifics of the labor market in the field of education, the number of students and their parents; infrastructure of the territory where the educational institution is located; the demographic situation in the country; the impact of processes related to the spatial movement of the population (both within the country and abroad), etc.

The *technological factor* provides an analysis of the level of scientific and technological progress, digitalization of education, availability of innovative technologies that can be used in the educational process in order to modernize the educational service delivery system in a timely manner.

In today's conditions, the negative factors within the political, economic, socio-cultural and technological factors that influence (or will potentially influence) educational institutions include (Table 1):

Table 1

PEST-analysis of environmental factors that negatively affect/potentially affect the activities of an educational institution (example)

<p style="text-align: center;">Political</p> <ul style="list-style-type: none"> – change in the institutional and legal framework for ensuring the educational process in the face of challenges caused by the armed aggression of the Russian Federation against Ukraine; – lack of an anti-crisis strategy for the development of education in the community; – incompetence/lack of support of educational institutions by local authorities 	<p style="text-align: center;">Economic</p> <ul style="list-style-type: none"> – large-scale destruction of educational infrastructure: damage to educational institutions, material and technical facilities, training and production bases of practice; – reduction of state and local budget expenditures on education; – lack of opportunities for some families to purchase digital equipment for distance learning
<p style="text-align: center;">Socio-cultural</p> <ul style="list-style-type: none"> – threat to the life and health of participants in the educational process, restriction of access to basic human needs; – forced large-scale displacement of participants in the educational process within Ukraine and abroad, which leads to significant losses of students and teaching staff; – severe psychological state of participants in the educational process 	<p style="text-align: center;">Technological</p> <ul style="list-style-type: none"> – exacerbation of the problem of access to education due to interruptions/absence of electricity, instability/absence of the Internet and mobile communication; – aggravation of the problem of ensuring the continuous professional development of pedagogical staff related to power outages/absence, instability/absence of the Internet and mobile communication; – organization of the educational process through distance learning.

**Developed based on the source (Shkarlet, 2022)*

It should be noted that these factors may differ significantly for educational institutions depending on their location (relatively safe areas, frontline territories, temporarily occupied territories, areas of active hostilities).

To analyze the risks, it is advisable to build a map (Fig. 2).

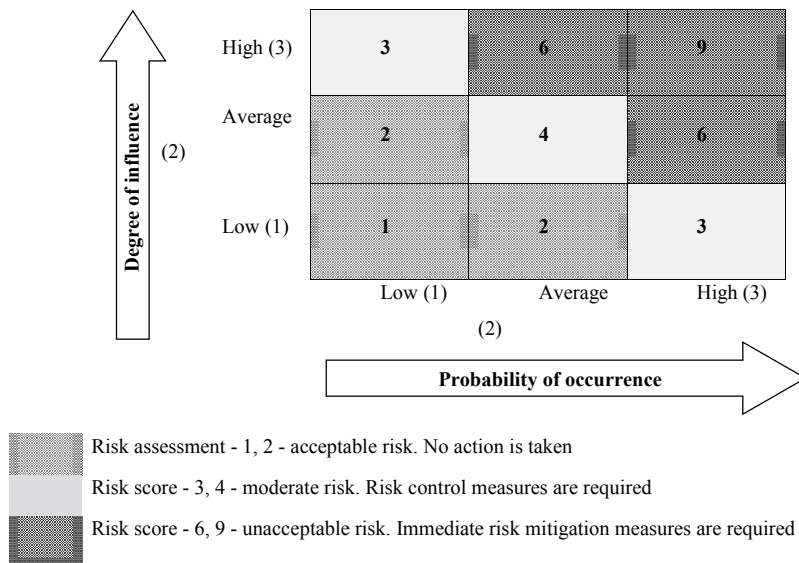


Fig. 2. Building a strategic risk map

Step 2. Determine the list of legal acts regulating the activities of the educational institution under martial law.

In addition to the laws mentioned above, the regulatory framework governing the activities of educational institutions under martial law should include: The Law of Ukraine "On Amendments to Certain Laws of Ukraine in the Field of Education", the Law of Ukraine "On Amendments to Certain Laws of Ukraine on State Guarantees in the Conditions of Martial Law, Emergency or State of Emergency", explanations of the Ministry of Education and Science of Ukraine on the operation of educational institutions under the legal regime of martial law, recommendations of the State Education Quality Service on the operation of educational institutions under martial law, in difficult situations, etc.

Step 3. Identify areas of the internal system of quality assurance that need to be adjusted in the context of the crisis.

Despite the difficult situation in Ukraine due to military operations on its territory, the focus of educational institutions on providing quality educational services remains unchanged. At the same time, external challenges and threats caused by the war leave their mark and lead to consequences that have a powerful negative impact on the internal quality assurance system in educational institutions. Therefore, the anti-crisis plan should also take into account the provisions that will allow maintaining the proper level of quality of educational services under martial law.

Step 4. Formation of an anti-crisis team of the educational institution and determination of its main tasks. For example, the tasks of the crisis management team include:

- identification of key problems and available resources to address them;
- discuss and design possible scenarios for responding to a crisis situation (adaptation to a specific situation);
- determining the need to involve external experts in the crisis team, establishing team interaction;

- development of protocols of actions in crisis situations;
 - identification of funding sources, search for additional resources;
 - familiarizing participants of the educational process with the protocols of actions in crisis situations;
 - conducting briefings and training, selecting the necessary educational and methodological literature;
 - development of a mechanism for synchronizing actions in crisis situations with participants in the educational process;
 - implementation of a plan to eliminate the crisis and return to a stable state;
 - implementation of the plan to eliminate the crisis and return to a stable state;
 - evaluation of the results of crisis management;
 - adjusting the crisis management plan and crisis action protocols (if necessary).
- The crisis management team may also include external experts (Table 2).

Table 2

External specialists who may be involved in the crisis management team (example)

External experts	Expected contribution to the activities of the crisis management team	Ways to involve external specialists in teamwork
<i>Employee of the State Emergency Service</i>	Assist in the development of emergency protocols.	Conducting briefings and training
<i>Police officer</i>	Assist in the development of action protocols in crisis situations, including those related to violations of the law, etc.	Conducting briefings and training
<i>Medical worker</i>	Assistance in developing protocols for providing medical care to participants in the educational process.	Conducting trainings
<i>Lawyer</i>	Tracking the legitimacy of anti-crisis measures	Providing legal advice

Step 5. Identify sources of funding to support the anti-crisis management plan of the educational institution. Search for additional resources.

Step 6. Developing an anti-crisis management plan for an educational institution.

6. Other functions and tasks of the management of an educational institution in the context of crisis management

All the steps outlined in the anti-crisis planning of an educational institution are intertwined with other management functions – organization, motivation and control.

The *function of organizing* the activities of an educational institution in wartime is related to the formation of the optimal structure and amount of available funding, management apparatus and staffing for the effective use of labor, material and financial resources within the functioning of the educational institution. The organization of the activities of an educational institution during anti-crisis measures also involves providing conditions for the creation of a permanent anti-crisis team or temporary headquarters, which may include various subjects of the educational process, external specialists and other stakeholders united by a common goal.

Motivation is an important functional component of crisis management at the current stage of development. In the context of crisis management, motivation is seen as a system of incentives that creates the interest of the staff as a whole and each teacher in particular in improving the quality of educational services and the efficiency of the educational institution in order to overcome the crisis phenomena arising from the military situation as soon as possible.

Undoubtedly, the *function of control* is not the least important. However, control as a component of effective crisis management is changing its vector and becoming a tool for predicting deviations from the goals set out in the Development Strategy of an educational institution for timely operational adjustments aimed at improving the effectiveness of anti-crisis measures.

An urgent and fundamental issue of crisis management and the effective functioning of an educational institution in times of war is the psycho-emotional state of teachers and support staff. In this direction, crisis management requires a high level of environmental friendliness of communication and fulfillment of the manager's obligations to the staff, namely:

- using his/her legal powers and levers of influence to maintain staff and salaries;
- creating conditions for effective interaction of the staff of the educational institution, in particular with the use of online technologies;
- focusing on the most important and priority tasks of the educational institution in order to effectively plan their implementation and reduce the workload on the staff by postponing those tasks that are not strategically important and can "wait";
- support for the initiatives of teachers and the morale of each member of the staff;
- acceptance and understanding of the value of each employee, regardless of their choice of location and forms of activity;
- formulation of new adequate goals of educational activities, taking into account the current context of the external environment;
- creating a unifying sense of the existence of an educational organization to achieve a national result.

7. Conclusions

Thus, the functioning of Ukrainian educational institutions in today's conditions is characterized by a number of negative phenomena and problems caused by Russian armed aggression. The situation is complicated by the fact that military operations on the territory of Ukraine continue, which exacerbates existing problems and makes new challenges more likely. The uncertainty of the situation makes long-term strategic planning of educational institutions impossible. Under these conditions, it is advisable to focus the attention of educational managers on setting operational tasks and developing an anti-crisis management plan for the educational institution.

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