

DOI: <https://doi.org/10.30525/2256-0742/2026-12-2-200-209>

LEGAL AND ECONOMIC COMPONENTS OF PROTECTION OF REAL ESTATE OF EDUCATIONAL INSTITUTIONS AT THE REGIONAL LEVEL IN CONDITIONS OF MARTIAL LAW

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Abstract. The article elucidates the status and prospects of protecting real estate of educational institutions at the regional level under martial law. The article provides a comprehensive definition of the legal mechanisms for establishing a system for protecting the real estate of educational institutions at the regional level under martial law. It also elucidates the fundamental principles and components of the economic aspect of establishing such a system. Furthermore, it explores avenues for enhancing the administration and financing of educational institutions at the regional level under martial law. The legal mechanisms for protecting real estate of educational institutions under martial law are based on the norms of civil defence, safety of the educational environment and management of communal property; the key ones are: 1) taking a set of security measures (safe educational environment project); 2) providing real estate of educational institutions with a system of protective structures (shelters) in accordance with the requirements of the Code of Civil Protection of Ukraine; 3) management of municipal property through rational use, lease or re-profiling of property (including non-working institutions) in accordance with the decisions of local councils and executive committees; 4) recording damage to premises and territory of educational institutions for future compensation (drawing up inspection reports); 5) attracting extra-budgetary funds for the restoration of damaged buildings and infrastructure of educational institutions, which is regulated by special orders; 6) proper organisation of communication between the administration of the educational institution and local self-government bodies regarding ensuring the safety of educational institutions (Article 80 of the Law of Ukraine "On Education"). The economic component of protecting the property of educational institutions is highlighted, which constitutes a system of financial and economic measures aimed at preventing losses, modernising the infrastructure and optimising costs for maintaining municipal property of educational institutions; its main components are given: 1) cost optimisation (budgeting) – formation of the expenditure part of local budgets for operational financing of security units (security, video surveillance systems, fire safety); 2) property management – rational use, inventory, rental or transfer of unused premises by educational institutions to obtain additional revenues directed to the protection of facilities; 3) investment component – attraction of extrabudgetary funds, grants, assistance from local producers and volunteers to arrange safe conditions (shelter, fences); 4) legal and economic protection – creation of legal foundations for responsible storage of property on the balance sheet of institutions (operational management law); 5) financial sustainability – property insurance and implementation of energy-efficient technologies, which reduces maintenance costs. At the regional level, these measures are implemented by local governments through programmes for sustainable development and ensuring a safe educational space. It has been established that improving education administration at the regional level during the war hinges on digitalisation (the Automated Information Complex of Educational Management, or AICOM), optimising the network of institutions, increasing financial autonomy, and introducing specialised secondary education (12 years). The key areas are security (shelter), adapting to blended learning, and attracting international grants for restoration. Promising areas for improving the administration of the protection of the infrastructure of educational institutions at the regional level in wartime conditions:

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1) digitalisation of management – active use of the AICOM analytical module to monitor the real situation in institutions; 2) restructuring of the network – creation of a capable network of lyceums that provide specialised secondary education (grades 10-12) in accordance with the requirements of the New Ukrainian School (NUS); 3) management of displaced HEIs – monitoring of activities and effective optimisation of the network of displaced higher education institutions; 4) security environment – priority arrangement of shelters for full-fledged continuous education and creation of a safe educational space. It is substantiated that promising areas for improving the financing of the system of protecting the infrastructure of educational institutions at the regional level in conditions of martial law are: 1) financial autonomy – expansion of the rights of higher education institutions to independently dispose of funds; 2) grant activities – attraction of extrabudgetary funds and international assistance to restore destroyed infrastructure; 3) flexible budgeting – reorientation of expenditures to ensure distance and blended learning (technical equipment); 4) monitoring of effectiveness – implementation of criteria for assessing the development of education, developed, for example, by the Decentralisation for the Development of Democratic Education (DECIDE) project for the effective use of the community budget. It is proven that the main challenges remain the reduction of expenditures and the need to modernise infrastructure in conditions of military operations.

Keywords: real estate, real estate of educational institutions, infrastructure of educational institutions, martial law, protection of the infrastructure of educational institutions, activities of local governments in protecting the infrastructure of educational institutions under martial law.

JEL Classification: R38, K23, O47

1. Introduction

The research topic is relevant for two reasons. On the one hand, the armed aggression against Ukraine caused by the direct and indirect use of the Russian Federation's armed forces against Ukraine's sovereignty and territorial integrity, which began on 20 February 2014, as well as the full-scale Russian invasion of Ukraine, necessitated attention to be paid to protecting the state's educational sphere, taking into account martial law conditions and the prospects for education's development in the post-war period. This is because the main negative factors affecting the educational sector during wartime are threats to students' safety while staying in educational institutions, destruction of educational infrastructure, large-scale student emigration and decreased funding for educational projects, with priority funding going to the defence and security sector. On the other hand, the development of educational infrastructure has been affected by these same negative factors. Due to the inability to deliver education from educational institution premises and the transition to distance learning, many educational infrastructure facilities (educational buildings, laboratories, science parks and dormitories) have been destroyed during the four years of war. The administration of educational institutions is unable to maintain a significant proportion of these facilities due to a lack of funding and student payments (especially the dormitory and library funds). Thus, as of October 2025, Russian aggression had damaged or destroyed more than 4,350 educational institutions, accounting for almost one in six such institutions in Ukraine (17.11% of the total). Of these, 3,958 were

damaged and 400 were completely destroyed; schools and kindergartens were hit hardest (Analytical data, 2025). Restoring educational infrastructure could take 3–5 years and require investments of \$33.5 billion (Investments in Education, 2026).

These and other factors highlight the need to study the legal and economic aspects of protecting the real estate of educational institutions at a regional level under martial law.

The state of research on the topic of the article. A comparative analysis of scientific research on educational issues has revealed that the most relevant social relations in education tend to become the subject of research in various disciplines at the same time. Fundamental research into the functioning of educational institutions and infrastructure, for example, was conducted by renowned scientists such as V. P. Andrushchenko, V. G. Kremen, S. M. Nikolaenko, V. D. Shynkaruk, L. A. Gaevskaya, T. O. Lukina and M. I. Legenko.

The following individuals studied the issues of critical infrastructure protection: A. Balashov, O. Belov, D. Biryukov, D. Bobro, O. Glushkevych, V. Golubev, O. Yermenchuk, G. Zubko, S. Ivanyuta, S. Kondratov, I. Manzhul, O. Sukhodolya, V. Tsyhychko, among others.

The issues of protecting property rights in emergency situations and martial law were the subject of study by O. Karmaza, who analysed the features of the legal regime of property in martial law, and V. Averyanov, who considered the issue of administrative and legal protection of property in extreme conditions. In her works, N. Nyzhnyk demonstrated a focus on the mechanisms of protecting municipal property from

unlawful encroachments, while I. Paterylo's research concentrated on the issue of compensation for damages caused to the property of territorial communities (hromadas). An analysis of foreign experience in protecting municipal property in crisis situations was conducted by R. Plyushch, V. Seryogin and A. Tkachuk.

The sphere of education as a component of the economic system was the focus of a study carried out by E. Agazzi, M. Zveryakova, A. Hrymalyuk, L. Zhdanova, A. Pokrytan, D. Bell, T. Piketty, P. Drucker, B. Godin, R. Dima, S. Hilliard, M. Reed, J. Kol and other scientists.

Concurrently, the implementation of legal and economic mechanisms for safeguarding the real estate of educational institutions at the regional level during periods of martial law remains inadequately addressed, necessitating further comprehensive research.

In view of the aforementioned points, the objective of this article is to elucidate the status and outlook for safeguarding the real estate of educational institutions at the regional level during periods of martial law. Within the framework of the stated goal, the tasks of the study in this article will be the following:

- To determine the legal mechanisms for forming a system for protecting real estate of educational institutions at the regional level in martial law.
- To clarify the essence and content of the economic component of the formation of the system for protecting real estate of educational institutions at the regional level.
- To determine the prospects for improving the administration and financing of the system for protecting the infrastructure of educational institutions at the regional level under martial law.

Materials and methods of research. A comprehensive approach to the application of scientific research methods was chosen based on the subject of the study. The study's methodological basis is the dialectical method. This enabled the revelation of the essence of the concept of "protection of the infrastructure of educational institutions" as a series of organisational, technical, physical and psychological measures aimed at establishing a safe environment, preventing threats (military, criminal and technological) and ensuring an uninterrupted educational process. Furthermore, the process facilitated the identification of the constituent elements and their respective contents. The technical method was employed to analyse the mechanisms involved in establishing a system to protect the real estate of educational institutions at a regional level under martial law. The economic method was applied to clarify the essence and content of the economic component of the system for protecting educational institutions' real estate at the regional level. Systems analysis was employed to determine prospects for enhancing the administration and financing of

educational institutions at the regional level under martial law.

2. Legal Mechanisms for the Formation of a System for Protecting Real Estate of Educational Institutions at the Regional Level under Martial Law

The legal mechanisms for protecting the real estate of educational institutions in Ukraine are based on the attachment of property to the educational institution (operational management/economic management), state registration of rights, restrictions on alienation and lease (Article 80 of the Law of Ukraine "On Education"), as well as control by the founders – executive bodies or local self-government bodies, under whose jurisdiction educational institutions and their civil protection are located. As Belov and Fridmansky (2025) correctly note, this ensures the preservation of educational infrastructure from illegal alienation or misuse (Belov, Fridmansky, 2025, 439–443).

The following main directions have been identified in the development and implementation of legal mechanisms for protecting the real estate of educational institutions:

1) Property consolidation entails the assignment of real estate (buildings and structures) to educational institutions for the purpose of operational management. Land plots are assigned to educational institutions for the purpose of permanent use, thereby preventing their free alienation.

2) State registration is defined as the mandatory registration of the right of ownership or use in the State Register of Real Rights to Real Estate. This is the basis for legal protection.

3) In accordance with Article 80 of the Law of Ukraine "On Education", restrictions on alienation are in place. This means that objects and property belonging to educational institutions that are under state or municipal ownership are not permitted to be privatised, seized or transferred as collateral.

4) Lease regulation: leasing of property is permitted only for purposes related to the educational process, such as catering and clubs, provided this does not hinder learning.

5) Protection by the founder: the executive authorities or local self-government bodies under whose jurisdiction educational institutions are located must maintain the property and control how it is used to prevent it being used for purposes other than those intended.

6) Civil protection involves organising security, providing shelters and protecting buildings from emergencies, in accordance with the Civil Protection Code of Ukraine.

It is advisable to analyse the specified directions of the legal mechanism for protecting the real estate of educational institutions in more detail below.

In accordance with Article 80 of the Law of Ukraine "On Education", the property of educational institutions and institutions, organisations, enterprises of the education system comprises the following: real estate and movable property, including buildings, structures, land plots, communications, equipment, vehicles, official housing, etc.; property rights, including intellectual property rights to objects of intellectual property rights, in particular information systems, objects of copyright and/or related rights; and other assets stipulated by law (The Law of Ukraine "On Education", 2017). The rights of educational institutions, organisations and enterprises within the education system are determined by law. The procedure, conditions and forms of acquisition of rights to land by educational institutions are determined by the Land Code of Ukraine.

With regard to the legal principles of protecting the real estate of educational institutions at the regional level, the relevant powers are vested in local self-government bodies – regions, city, town, village councils and their executive committees. These powers are regulated by the Law of Ukraine "On Local Self-Government in Ukraine" (The Law of Ukraine "On Local Self-Government in Ukraine", 1997). According to Article 32 of the Law, the executive bodies of village, town, and city councils are responsible for the management of educational, healthcare, cultural, physical education and sports institutions, health institutions, youth centres owned by territorial communities or transferred to them, and youth institutions at the place of residence. These bodies are also responsible for the organisation of the institutions' material, technical, and financial support.

The facilities and property of state and municipal educational institutions shall not be subject to privatisation or utilisation for the implementation of activities not provided for by special laws, except for leasing for the purpose of providing services that cannot be provided directly by educational institutions, related to ensuring the educational process or servicing participants in the educational process. This shall be undertaken in accordance with the determination by the authorised management body of the possibility of using state or municipal real estate in accordance with the legislation. The utilisation of state and municipal educational institutions' facilities and property for the provision of services that cannot be provided directly by educational institutions, related to ensuring the educational process or servicing participants in the educational process, and which, in accordance with paragraph one of this part, may be provided by tenants of state and municipal property using property belonging to the educational institution, shall be carried out for the purpose determined by the Cabinet of Ministers of Ukraine. In accordance with the prevailing regulations, financial resources obtained

from the utilisation of vacated properties belonging to defunct state and municipal educational institutions are to be allocated solely for educational purposes. Educational institutions of all forms of ownership, which are registered in accordance with the procedure established by law, have equal conditions for using state or municipal real estate that is leased. It is an irrefutable fact that all funds received from the lease of real estate belonging to a state or municipal educational institution are used exclusively for the needs of that educational institution.

It is worth noting that the Law of Ukraine "On Specifics of Regulating the Activities of Legal Entities of Certain Organisational and Legal Forms During the Transition Period and of Associations of Legal Entities" No. 4196-IX of 09.01.2025 (Law of Ukraine "On Specifics of Regulating the Activities of Legal Entities of Certain Organisational and Legal Forms During the Transition Period and of Associations of Legal Entities", 2025) repealed the Commercial Code of Ukraine (CC) and introduced amendments to the regulation of the activities of legal entities, in particular in terms of the management of municipal property. Commencing August 28, 2025, the moment this Law comes into force, property may be transferred under the right of usufruct. However, property previously transferred under the right of operational management will be utilised without alteration for a period of three years from the moment the Law comes into force. In relation to the decisions of the local government regarding the transfer of property to operational management, state registration in the State Register of Real Property Rights to Real Estate (SRRT) is required, in accordance with the Law of Ukraine "On State Registration of Corporeal Rights to Real Estate and Their Encumbrances" (The Law of Ukraine "On State Registration of Corporeal Rights to Real Estate and Their Encumbrances", 2024). Article 3 of this Law states that the right to the operational management of real estate is a real right which is subject to mandatory state registration. In accordance with Article 4 of the Law, the right to operational management of real estate arises at the time of its registration in the SRRT, unless otherwise stipulated by law. Thus, with effect from 28 August 2025, the property is transferred under a right of usufruct, which also requires state registration. It is worth noting that educational institutions cannot be transferred to the operational management of the Education Department. Communal property is transferred to operational management in accordance with Article 137 of the Civil Code. Taking into account the requirements of Art. 23 "On Education" regarding the organisational and financial autonomy of educational institutions, municipal property is transferred specifically to the institutions and not to the education department. In accordance with Article 65 of the Law of Ukraine

"On Education", state bodies, within the scope of their authority over educational institutions, are entitled to exercise the powers of the founder with regard to state educational institutions under their jurisdiction, in accordance with the directives established by the Cabinet of Ministers of Ukraine. Furthermore, as outlined in Article 66, "a local self-government body (district, city, village, settlement councils) is responsible for the establishment and maintenance of preschool, general secondary education, and out-of-school education institutions".

With regard to the fundamental principles of civil defence (CD) in educational institutions, these are predicated on the assurance of the safety of participants in the educational process, the creation of conditions for shelter, the training of personnel in emergency situations (ES) and the prevention of threats. The institution's leadership is held accountable for the organisation of the CD system, encompassing the planning, notification, evacuation, and establishment of special formations. The basic principles and components of CD in educational institutions include: 1) activities are carried out in accordance with the Code of Civil Protection of Ukraine (The Code of Civil Protection of Ukraine, 2012) and orders of the Ministry of Education and Science (The Order of the Ministry of Education and Science of Ukraine "On Approval of the Regulations on the Functional Subsystem for Training Preschool Children, Pupils and Students in Emergency Response (on Life Safety Issues) within the Unified State Civil Protection System", 2016); 2) the creation of object formations of CD is ensured (alert units, fire extinguishing, sanitary posts); 3) the preparation of protective structures or the simplest shelters that meet safety requirements is ensured; 4) briefings, practical classes, "Civil Defence Days" and training evacuations are regularly held; 5) the Emergency Response Plan, Instructions for staff and students, and evacuation schemes are developed and approved; 6) an effective system of danger warning signals is equipped; 7) first-aid kits, fire extinguishing equipment, protective equipment, and necessary supplies are stocked. The implementation of the Emergency Response Plan measures is subject to oversight by the founders and education management bodies, who are responsible for assessing the institution's preparedness for emergency situations.

3. The Essence and Content of the Economic Component of the Formation of a System for Protecting Real Estate of Educational Institutions at the Regional Level

An analysis of the dynamics of education expenditures in Ukraine from the state and local budgets demonstrates a complex, but logical response of the budget system to

external challenges of a military and economic nature. In 2020, the state budget provided 52.9 billion UAH, and local budgets provided 199.4 billion UAH, which corresponded to the pre-war trend of stable co-financing. In 2021, there was a significant increase in expenditure, with spending rising by 20.77% from the state budget and by 24.9% from local budgets. This increase is due to spending on educational infrastructure expanding and the continuation of decentralisation processes strengthening the financial capacity of communities. The outbreak of full-scale war in 2022 led to a reduction in funding of 8.35% and 6.76% respectively, as the state was forced to redirect significant resources to defence and humanitarian needs. The decrease in local budget expenditure during this period also reflects a decline in community income, caused by reduced tax revenues and population displacement. However, a gradual recovery commenced in 2023-2024, marked by an increase in state funding of 3.32% and local funding of 6.86%. These figures signify the stabilisation of the budget system and the attraction of international assistance to support social sectors. In the 2024-2025 academic year, the total amount of state investment in educational infrastructure reached 22.56 billion UAH (The Resolution of the Cabinet of Ministers of Ukraine "On Allocation of Subsidies from the State Budget to Local Budgets for the Implementation of a Public Investment Project to Create Safe Conditions (Construction of Shelters) in Institutions Providing General Secondary Education, in Particular Military (Naval, Military-Sports) Lyceums, Lyceums with Enhanced Military and Physical Training, and in Pre-school Education Institutions in 2026", 2026).

As the researchers rightly point out, "the positive trend at the local level is a consequence of the increased role of communities in providing basic education and restoring damaged institutions; in general, the dynamics of expenditures demonstrate the flexibility of the Ukrainian budget system, which is able to adapt education financing mechanisms to crisis conditions, while maintaining its functional integrity even during military operations" (Slavkova, 2025). Concurrently, the education financing system in Ukraine under martial law is confronted with numerous challenges, including budget deficits, infrastructure degradation, and the necessity of institutional relocation. The primary challenges encompass the impracticability of efficiently indexing teachers' salaries, particularly in relation to inflationary fluctuations; the scarcity of financial resources for housing and digitalisation; and the complexity of remunerating teachers' salaries in occupied territories. The main problems facing education funding include: 1) the state budget deficit – prioritising defence spending leads to cuts in budgetary expenditure on education; 2) the destruction of infrastructure –

the need for enormous sums of money to rebuild schools and higher education institutions damaged by shelling; 3) educators' salaries not keeping pace with market trends in wage formation – educators are working under conditions of limited funding, with promises of pay rises not being fulfilled; 4) difficulties in calculating salaries, dealing with downtime and accessing treasury accounts for educators in temporarily occupied territories; 5) significant security costs – the need to fund the establishment of shelters to resume full-scale teaching; 6) resettlement and support for IDPs – the financial burden associated with relocating educational institutions from dangerous regions. The financing of the sector is compelled to prioritise survival and the assurance of the fundamental educational process (online or blended), as opposed to development and modernisation. In the post-war period, the financing of education will be focused on the restoration of destroyed educational institutions, the modernisation of educational infrastructure, the digitalisation of the educational process, and the creation of innovative mechanisms for the financial support of teaching staff. From a strategic perspective, financing education should become a key element of the policy of restoring human capital, which in turn will determine the pace of economic growth in the country after the war.

The economic component of property protection of educational institutions at the regional level constitutes a complex of financial and economic mechanisms. The aim of these mechanisms is to preserve, update and physically protect property (buildings, structures). This is achieved at the expense of local budgets, investments and effective management of municipal property. The mechanism for the economic component of protecting educational institutions' property at regional level comprises the following interrelated elements: 1) financial support – planning and allocation of funds from local budgets for repairs, modernisation, the installation of alarm systems, CCTV and fire protection systems, and the construction and repair of shelters; 2) effective management of municipal property – the right to operational management of facilities, ensuring a clear division of responsibility for the preservation of property between the governing body (council) and the institution; 3) ensuring the optimisation of property use – the effective leasing of part of municipal property, which generates additional funds for the protection and maintenance of the remaining assets; 4) investment component – attracting extra-budgetary funds, grants or partnerships with private investors for thermal modernisation, structural reinforcement and the introduction of the latest safety technologies. These components are essential for the security system to function properly, providing the necessary materials and technical support for educational institutions.

In 2026, the Ukrainian government allocated 5 billion UAH for the construction of shelters in schools, financing over 300 projects to enable safe in-person learning. Funds are directed towards repairs and construction through local communities within the framework of the LEARN programme. Security is funded by the state budget, local budgets and other legal sources. The main sources of funding for measures to protect educational establishments' premises in 2025–2026 are: 1) state budget funds – targeted subsidies for the construction, fitting out and repair of shelters in educational establishments; 2) local budget funds – local authorities finance protective measures using the accumulated reserve fund; 3) international donor programmes – additional funding to create a safe educational environment. Such programmes include the 'Improving the Accessibility and Resilience of Education in Crisis in Ukraine' (LEARN) project, which is implemented with funding from the World Bank; under this project, the Ukrainian state budget received 105.7 million USD in 2024 alone. In 2025, Ukraine received a grant of 31.1 million USD under this project. The project's primary objective is to enhance the educational process during martial law by establishing secure and comfortable environments for students and educators. The LEARN project has been in place since 2024. To date, the World Bank has concluded agreements with Ukraine totalling approximately 451 million USD, of which over 305 million USD has already been received by the state budget (On Financing under the LEARN Project, 2025). At the regional level, territorial communities (hromadas) and local governments are responsible for implementing and targeting the use of funds for protecting the real estate of educational institutions.

4. Prospects for Improving the Administration and Financing of the System for Protecting the Infrastructure of Educational Institutions at the Regional Level under Martial Law

It is asserted that there are several promising areas of proper public administration for the protection of educational institutions at the regional level during war. These include the creation of a safe educational environment, the arrangement of shelters, the digitalization of security systems, psychological support and the implementation of "safe school" protocols. The primary focus should be on integrating physical security measures (e.g., shelter) with psychological resilience strategies.

Enhancing the protection of educational institutions at the regional level during wartime involves several key areas. First, engineering and technical safeguards must be modernised. This includes equipping shelters to meet State Emergency Service (SES) standards by providing proper ventilation, water supplies, and

sanitary facilities. Where full shelters cannot be built, alternative safe spaces should be created by adapting basements and reinforcing building structures. Additionally, schools require digital upgrades, such as video surveillance, access control turnstiles, and modern notification systems. Organisational and procedural measures are equally important. Educational institutions must implement clear protocols for staff and students to follow during air raid alerts, mine threats, and evacuations. This should be reinforced by regular civil defence and first aid training for staff, as well as ongoing co-operation with the SES and the National Police to conduct security audits and joint drills. Beyond physical safety, institutions must prioritise psychological and social security by introducing mental health support programmes to help children and teachers cope with stress and PTSD. Furthermore, robust digital security is vital to protect educational resources and personal data during distance learning. Finally, these safety measures must be adapted to specific regional contexts. Frontline zones should prioritise distance education and the development of secure digital platforms, while rear regions can focus on ensuring safe conditions for face-to-face learning. Ultimately, improving the educational infrastructure's protection system requires a comprehensive approach that combines state budget financing, grant funding, and active collaboration between territorial communities and the SES.

One of the least protected clusters in the infrastructure protection system for educational institutions is preschool education, which requires systematic reform to improve infrastructure and protection. In most European countries, the issue of preschool education is relevant and multifaceted: on the one hand, children of preschool age require a lot of attention from parents; on the other hand, labour legislation and the need to ensure financial stability determine the necessity for parents to work. In most of these countries, both state preschool institutions and private kindergartens operate. In Ukraine, for example, kindergartens are often disguised as child centres to minimise compliance with opening and maintenance standards. There are also similar problems: queues for state kindergartens are filled in advance, usually from birth, and if places are unavailable, children are sent to private kindergartens on a paid basis. Sometimes, the cost of education exceeds one parent's monthly earnings. Therefore, ensuring that these institutions function properly in Ukraine is of the utmost importance. The Ukrainian government has drawn attention to this problem. To ensure the proper protection of educational institutions at the regional level in conditions of martial law, the State Programme for Adapting Premises of Existing Preschool Education Institutions to the Requirements of Civil Defence in Conditions of Martial Law was developed and

approved. This includes the creation of protective structures, such as the simplest shelters, or dual-purpose structures (The Resolution of the Cabinet of Ministers of Ukraine "On Approval of the State Programme for the Adaptation of Premises in Existing Pre-school Education Institutions to Civil Defence Requirements under Martial Law, in Particular the Construction of Protective Structures (the Fitting Out of Basic Shelters) or Dual-Purpose Structures", 2025). The programme aims to create the appropriate conditions, particularly an inclusive or special educational environment, to protect the lives and health of pupils and preschool education institution employees. It also aims to create a safe and comfortable environment for organising the educational process during martial law, by adapting preschool education institution premises to meet civil defence legislation requirements. The primary focus is on the necessity of providing preschool educational institutions with the most fundamental shelters, along with redevelopment, technical re-equipment, and the allocation of essential property and equipment. This is in alignment with the stipulated requirements for the maintenance, organisation, and operation of objects under the jurisdiction of the civil defence protective structures fund. These requirements were formally endorsed on July 9, 2018, by the Ministry of Internal Affairs through Order No. 579. A salient feature of this program document is its systematic approach to outlining the implementation measures for the program. This approach entails the delineation of the event's name and content, the stipulated implementation period, the identification of the responsible parties for implementation, the sources of funding, and the anticipated outcomes of the implementation.

The Resolution of the Cabinet of Ministers of Ukraine dated March 18, 2026, No. 239-p determines the distribution of subvention amounts from the state budget to local budgets for the implementation of the public investment project to arrange safe conditions (i.e., shelters) in educational institutions for 2026. According to this resolution, 30 communities will receive more than 2 billion UAH for the arrangement of shelters in institutions providing general secondary education, particularly military (naval and military sports) lyceums and lyceums with enhanced military and physical training. This will also apply to preschool educational institutions in 2026 (The Resolution of the Cabinet of Ministers of Ukraine "On Allocation of Subsidies from the State Budget to Local Budgets for the Implementation of a Public Investment Project to Create Safe Conditions (Construction of Shelters) in Institutions Providing General Secondary Education, in Particular Military (Naval, Military-Sports) Lyceums, Lyceums with Enhanced Military and Physical Training, and in Pre-school Education Institutions in 2026", 2026).

The Concept of Security of Educational Institutions, approved by the Resolution of the Cabinet of Ministers of Ukraine on April 7, 2023 (No. 301-p), defines systemic problems and solutions for protecting the infrastructure of educational institutions (The Resolution of the Cabinet of Ministers of Ukraine "On Approval of the Security Concept for Educational Institutions", 2023). This document provides a comprehensive overview of measures aimed at ensuring a safe environment in educational institutions. While it covers a wide range of issues, particular attention is paid to the challenges and solutions related to the protection of educational infrastructure. It identifies the key problem as the insufficient level of security in educational institutions in Ukraine and the need to establish a safe educational environment. This issue is attributed to several factors. These include the inadequate number of civil protection shelters available to educational institutions and the poor compliance of existing facilities with established requirements. In particular, many such facilities do not meet standards regarding capacity, the number of evacuation exits, or the availability of essential infrastructure, such as water supply, drainage, ventilation, heating, lighting, communication systems, Internet access, and medical support. Furthermore, these facilities often fail to ensure accessibility for individuals with reduced mobility and are not properly equipped to support the continuity of the educational process. In addition, there is a low level of compliance with fire and technogenic safety regulations across educational institutions. The regulatory and legal framework governing civil protection is also outdated, particularly in terms of ensuring safe conditions for students, teaching and academic staff, administrative personnel, and other employees. The document also highlights the absence of a clearly defined procedure for organising security in educational institutions, including co-operation with security police and the implementation of alarm systems connected to centralised monitoring and response units. Moreover, insufficient attention is given to access control measures, such as perimeter fencing, stationary metal detectors, and access control systems. The lack of both internal and external video surveillance systems further exacerbates the problem. Essentially, this document outlines the programme's objectives, which are to address security issues in educational institutions through organisational, informational and financial measures. This will involve the participation of local governments, extra-budgetary funds, construction businesses and public authorities specialising in construction and architecture.

5. Conclusions

In conclusion, it is noted that in order to fulfil the purpose of the study, the article defines the legal

mechanisms for forming a system for protecting real estate of educational institutions at the regional level under martial law, clarifies the essence and content of the economic component of forming a system for protecting real estate of educational institutions at the regional level, and identifies prospects for improving the administration and financing of educational institutions at the regional level under martial law. It has been established that the legal mechanisms for the protection of educational institutions' real estate under martial law are grounded in the provisions of civil defence, the safety of the educational environment, and the management of municipal property. The key mechanisms include the following. First, the implementation of a comprehensive set of security measures within the framework of the Safe Educational Environment Project. Second, the provision of educational institutions' real estate with protective structures (shelters) in accordance with the requirements of the Code of Civil Protection of Ukraine. Third, the management of municipal property through its rational use, lease, or repurposing, including the use of non-operational institutions, in line with decisions adopted by local councils and executive bodies. Fourth, the proper documentation of damage to buildings and the surrounding territories of educational institutions for the purposes of future compensation, including the preparation of official inspection reports. Fifth, the attraction of extrabudgetary funding for the restoration of damaged buildings and infrastructure, as regulated by specific нормативно-правові акти. Finally, the effective organisation of communication between the administration of educational institutions and local government bodies with regard to ensuring institutional safety, as provided for in Article 80 of the Law of Ukraine "On Education".

The main components of the economic dimension of property protection in educational institutions include the following. First, cost optimisation (budgeting), which involves the formation of the expenditure side of local budgets to ensure the operational financing of security measures, including security personnel, video surveillance systems, and fire safety provisions. Second, property management, encompassing the rational use, inventory, leasing, or transfer of unused premises by educational institutions in order to generate additional revenue directed towards the protection and maintenance of facilities. Third, the investment component, which предусматриває the attraction of extrabudgetary funding, grants, and support from local businesses and volunteers to establish safe conditions, such as the construction or arrangement of shelters and perimeter fencing. Fourth, legal and economic protection, which involves the establishment of a legal framework for the proper custody and management of property held on the balance sheets of institutions, in accordance with the

principles of operational management. Finally, financial sustainability, achieved through property insurance and the implementation of energy-efficient technologies, thereby reducing maintenance and operational costs. At the regional level, these measures are implemented by local authorities through sustainable development programmes and initiatives aimed at ensuring a safe educational environment.

Areas for improving education management at regional level during wartime include digitalisation (the Automated Information System for Education Management – AICOM), optimising the network of educational institutions, increasing financial autonomy, and introducing specialised secondary education (a 12-year programme); key areas include safety (shelter), adaptation to blended learning, and securing international grants for reconstruction. Promising areas for improving education management at the regional level are: 1) digitalisation of management – active use of the AICOM analytical module to monitor the actual situation in schools; 2) restructuring the network – creating a powerful network of lyceums providing specialised secondary education (Years 10–12) in accordance with the requirements of

the New Ukrainian School (NUS); 3) management of displaced higher education institutions – monitoring activities and effectively optimising the network of displaced higher education institutions; 4) safe environment – priority arrangement of shelters for full-time, uninterrupted learning and the creation of a safe educational space.

Potential areas for improving education financing at the regional level include: 1) ensuring financial autonomy by expanding the rights of higher education institutions to independently manage funds; 2) improving grant activities by attracting extrabudgetary funds and international assistance to restore destroyed infrastructure; 3) implementing flexible budgeting by reorienting expenditure to ensure distance and blended learning (technical equipment); 4) effectively monitoring effectiveness by implementing criteria for assessing educational development, as developed by the Decentralisation for the Development of Democratic Education (DECIDE) project, for the effective use of community budgets. It has been proven that the two main challenges are reducing expenditure and modernising infrastructure in conditions of military operations.

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Received on: 27th of January, 2026

Accepted on: 12th of April, 2026

Published on: 04th of May, 2026