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IMPACT OF THE STATE OF EMERGENCY ON SOCIAL RELATIONS

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Abstract. *The authors of this research paper analyse the impact of declared state of emergency measures on social relations in the Republic of Lithuania within the entire area at the state border of the Republic of Lithuania with the Republic of Belarus and 5 kilometres inland from the border area from 10 November 2021, 24.00 (midnight).*

Influx of migration as part of the hybrid attack against the Lithuania, Poland, Latvia supported by the Belorussian authorities in 2021 requires Lithuanian institutions to take immediate coordinated contra measures to stop the hybrid attack on the European Union (hereinafter – the EU). The Republic of Lithuania has 679 kilometres eastern external border of the European Union with the Republic of Belarus. Accordingly, Lithuania is in charge for ensuring protection of the border and as sovereign state has the exclusive and discretionary right to make final decisions in a given situation and employ the best suitable and effective measures to handle threats to the national security. Lithuania declared the state emergency at the border with the Republic of Belarus. The territory which falls under the state of emergency obtained a new legal status and concurrently became the object of the specific legal regulation. Also, this gives rise to several questions. How the new legal status of the given territory impacts the four freedoms of the EU, i.e., the free movement of goods, the free movement of capital, the freedom to establish and provide services, the free movement of persons. It affects many parts of the economic activity, the human behaviour, the status of psychological health, the international cooperation between neighbouring countries and between different players in both countries. This research mainly focuses on the economic part of social relations. The object of the research might seem simple at first sight. However, suppression in economic relations affects both legal and shadow economy, and border crossing procedures and finally it interferes with the communication sphere at trans-border and within the affected territory.

Keywords*: state of emergency, four freedoms, social relations, human being, economic activity.*

Introduction

Relevance of the research. The right to freedom of movement has been recognized as the human right in a number of international conventions and is enshrined in the main legal act of many countries – the Constitution. The right to freedom of movement is also the one of the four main freedoms of the EU. The coronavirus pandemic affects the behaviour, psychological status, economic activity, etc., of the above-mentioned rights of human beings. Due to hybrid attacks arranged by the Belarusian regime against the Republic of Lithuania, which caused the humanitarian crisis and massive influx of migrants at the EU external border, the Parliament of the Republic of Lithuania passed Resolution No XIV-617 of 9 November 2021 on the

declaration of a state of emergency. According to Article 2 of the aforementioned resolution, the state of emergency covers the territory: 1) within the entire border area at the state border of the Republic of Lithuania with the Republic of Belarus and 5 kilometres inland from the border area from 10 November 2021 at 24.00; 2) in the accommodation facilities for foreigners designated by the institutions of the Republic of Lithuania (within the territory of the Foreigners' Registration Centre in Pabradė, within the territory of the Foreigners' Registration Centre in Medininkai and within the territory of the Foreigners' Registration Centre in Kybartai, in the territory of the Refugees Reception Centre in Rukla and the surrounding area, in Naujininkai refugee camp of the Refugees Reception Centre) and 200 metres around them. It put additional pressure on social relations alongside the already existing COVID-19 pandemic.

The **object** of this research is the expression of social relations in the context of management measures implemented during an emergency.

The **aim** of this research paper is to analyse the impact of the declared state emergency within the entire area of the state border of the Republic of Lithuania with the Republic of Belarus and 5 kilometres inland from the border area from 10 November 2021 at 24.00 (midnight) on the social relations.

In order to achieve the above-mentioned **objective**, the following tasks have been set:

1. to analyse the definition of a state of emergency, types emergency, triggers of the process of declaration a state of emergency;
2. to provide an overview of the specific features of the management introduced during the state of emergency;
3. to assess impact of the declared state of emergency on social relations from different points of view: economic, psychological.

The **novelty** of the research. The topic analysed in the article is new, because the object of the research – the declaration of a state of emergency – is a new phenomenon in the Republic of Lithuania. It was introduced for the first time during the entire period of Lithuania's independence since 1990. So far, the state of emergency as a special legal regime has been dealt with as part of the discourse of the constitutional provisions, the provisions of the European Convention on Human Rights (Gailiūtė-Janušonė 2004; Ehteshamul 2014; Keith 2004) and the jurisprudence of the ECHR, or in relation to the management of the coronavirus (Kuniya 2020). The comparative analysis of legal regimes is more focused on the comparison of the application of legal frameworks than on the topicalities of their application (Vaičaitis 2020; Birmontienė & Miliuvienė 2020; Vainorienė 2018). Other legal regimes, e.g., disaster management, quarantine, have been examined in greater detail from the point of view of their practical application in view of their introduction and practical application in recent years (Vasarienė 2020; Vaičaitis 2020; Birmontienė & Miliuvienė 2020). It should be noted that the most recent studies by foreign researchers that are relevant are those that assess situational risks (Cetković et al., 2021), the specifics of specific features of the individual chains of operation, such as communicative leadership (Aboramadan & Kundi, 2022).

Similarly, the specific features of management or the particular management measures introduced during the state of emergency at the end of 2021, as well as their impact on different groups of social relations, have not been investigated at the scientific level because of a too short time period, since this is a completely new practical field of application of the state of emergency, which requires the preparation of a focused methodological justification, the performance of analysis and the evaluation of obtained result. The research will focus only on the definition of and the impact on different groups of social relations of the state of emergency introduced for the first time and lasting from 10 November 2021 to 15 January 2022.

Research **methods**. The following research methods were used: content analysis, textual analysis, archival research, analytic induction, comparative research, authors' field observations, analysis of statistics, etc.

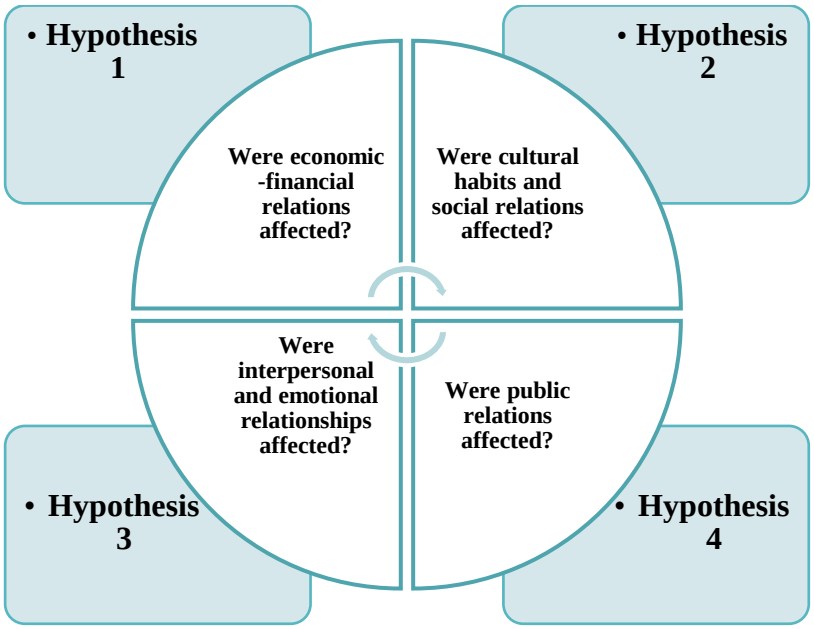


Figure 1. The main hypotheses of the research

The research has put forward four main hypotheses and will aim to determine whether the measures of the management introduced during the emergency have any effect on the four main areas (see Figure 1).

State of Emergency: Definition, Specifics and Preconditions for its Introduction in Lithuania

In order to understand the specifics of a state of emergency as a particular legal regime, it is important to consider the term as such. Vainorienė (2018), after examining models of the state of emergency, noted that the concept of the state of emergency is difficult to define – it can be both a matter of law and a matter of policy, as its introduction requires the legal basis that would allow urgent decisions to be taken more quickly, but when it is analysed by the subject of the imposition of this state, it is a matter of policy. The European Convention on Human Rights also does not provide for a definition of the state of emergency; however, by defining certain legal grounds for declaration, it focuses on the criticality of the situation. A state of emergency is defined as *a sudden serious and dangerous event or situation that needs immediate action to deal with it* (*Oxford Advanced Learner's Dictionary*). An example in this case relates to the performance of certain necessary acts – *the government had to take emergency action* (*Oxford Advanced Learner's Dictionary*).

Thus, a state of emergency usually refers to atypical, critical situations that threaten the very existence of a nation and involves the imposition of a set of time-limited, necessary management measures that restrict certain human rights in order to restore the situation.

Over the past few months, a number of articles and reports on the state of emergency have appeared in the Lithuanian media and other means of communication. The fact that the state of emergency was introduced for the first-time during Lithuania's independence was highlighted.

A few months later, the state of emergency was re-imposed in Lithuania again, but on different grounds. Still, the fact that such a legal regime has already existed in Lithuania's history is discussed by historians (Tyla, 2015). However, in general, this type of situation where it would have been necessary to introduce this legal regime was not seen in the practice of recent decades. And only in recent months, in the face of high-level criticality, has this legal regime been introduced even twice.

For the first time in the recent period, the state of emergency in Lithuania was introduced for from 10 November 2021, 00:00, one month and subsequently extended until 15 January 2022, 00:00 in the border area along the Lithuania–Belarus border and within 5 kilometres inland from the border, as well as at and within a 200-metre radius of foreigners' accommodation sites. The purpose of the activation of the state of emergency is the prevention of potential threats arising from the flow of migrants. This legal regime aims to deal with the real threats that have emerged at the Lithuanian border, the irregular migration crisis caused by the events at the border of Belarus–Poland, as well as to prevent possible incitements of disturbances and to ensure the public order at the accommodation sites of illegal migrants. For the second time, the state of emergency was introduced on 24 February 2022 due to Russia's acts that endanger the overriding national security interests of Lithuania, including reliable control and protection of the state border, which is also part of the EU external border. In this article, the authors will focus on the management measures introduced in the case of the state of emergency and their impact on certain social segments.

Two main discourses emerge when examining the relevance of the state of emergency at the scientific level. First, the situation of the state of emergency is new, so the specificities of the practice of applying this legal regime have not yet been explored. Research on the new situation is largely absent. Among other things, the novelty of the situation is essentially due to the need to investigate in a scientific way how the state of emergency has influenced individual areas of social relations, how individual management measures have affected the society, the economy, the culture. Such studies would provide insights into the extent, strength and results of the impact of management measures. Second, theoretical questions about the state of emergency that have been addressed by Lithuanian scholars so far have focused mainly on the constitutional aspect of this legal regime. This is based on the fact that legal grounds for the state of emergency are enshrined in the Constitution of the Republic of Lithuania (hereinafter – the Constitution). Thus, while this is the first time when the state of emergency has been introduced, it is interesting to note that this legal regime has already attracted the attention of scholars from a comparative perspective. More recently, there have already been studies which, although the state of emergency has not yet been introduced, have compared its theoretical provisions, as enshrined in the Constitution, with other special legal regimes (Vaičiatis 2020; Gailiūtė-Janušonė, 2020). A comparison of the special legal regimes of the state of emergency, disaster management regime and quarantine were carried out on the basis of 6 main criteria: the declaration grounds, the declaration subject, the special officer / authority responsible for management, the duration, the possible application of certain special measures, and the list of restricted human rights (Vaičaitis, 2020). Therefore, in examining the concept and specificities of the state of emergency, it's worth returning only briefly, insofar as it is relevant to the specificities of the state of emergency, to the comparison of this legal regime with other regimes. Constitutional law experts argue that the state of emergency should be seen as a highly exceptional constitutional legal regime, which, like a situation of martial law, should only be declared in exceptional cases and should be seen as an ultima ratio measure (Birmontienė & Miliuvienė 2020). On the other hand, the introduction of the state of emergency as a measure of last resort raises the question of whether the actual planning and application of the management

measures crosses the line and violates human rights. Scholars also point out that in the case of such regimes there is a risk of the abuse of the situation and of the infringement of the fundamental rights of the individual, in addition to those that are supposed to be restricted (Ehteshamul, 2014).

In analysing the definition of the state of emergency, a number of peculiarities of the legal regulation related to this definition enshrined in different legal acts should be noted. The Constitution does not define the concept of the state of emergency; however, provisions of its articles 144, 145 and 147 can be linked to the constitutional aspects of this legal regime.

First, the Constitution (*Constitution of the Republic of Lithuania*, 1992) provides that the basis for the declaration of the state of emergency is a threat to the constitutional system or to the public order. In this context, the two objects of threat are the constitutional system and the public order. According to the doctrine of the Constitutional Court of the Republic of Lithuania, such a threat to the constitutional system arises when the fundamental elements of the constitutional system – independence, democracy, republic and intrinsic nature of human rights, which have been identified by the Constitutional Court (2014) as indispensable and irrefutable constitutional values – are or may be undermined. The grounds for declaring the state of emergency are, in principle, distinguishable from other legal regimes, such as a quarantine imposed due to an epidemic of communicable diseases (e.g., declared as a result of the pandemic in 2020) or a disaster management situation declared due to natural, ecological, social or technical events (e.g., the municipal-level disaster management situation declared in the territory of the municipality of Alytus in response to the outbreak of fire because of contamination of the environment by dangerous substances in 2019). *Second*, the authorities empowered to take a decision on the declaration of the state of emergency are the Seimas, and in urgent cases between sessions of the Seimas – the President of the Republic by concurrently convening an extraordinary session of the Seimas to discuss the issue. Scholars who have analysed the constitutional peculiarities of the state of emergency point out that the extent of the powers of the two authorities is not the same: the Seimas is fully independent in taking a decision on the introduction of the state of emergency, and if such a decision is taken by the President of the Republic, the Seimas must immediately examine the validity and legitimacy of such a decision (Birmontienė & Miliuvienė, 2020). Thus, the Seimas, which is identified as the main centre of power in declaring the state of emergency under the Constitution, plays a crucial role (Birmontienė & Miliuvienė, 2020). In the case of the quarantine or the state of emergency, the subject of declaration is different – it is the Government. *Third*, the territory, i.e. the whole territory of the State or its part: the declaration of the state of emergency covers a part of the territory of the State, i.e. special conditions apply in the border area along the border of Lithuania – Belarus border and 5 kilometres inland from it, at the foreigners' accommodation sites and within a 200-metre radius around them. *Fourth*, the duration of the state of emergency is up to six months (which is longer, unlike in the case of other legal regimes such as the quarantine regime, which can last up to 3 months (with an additional extension for another 1 month). However, in the situation of the disaster management, the term is not restricted and, therefore, may be longer than 6 months. *Five*, the restriction of constitutional rights and freedoms during the state of emergency. In examining legal grounds for the state of emergency, Vainorienė (2018), first of all notes the rationale for the imposition of this regime, which reflects a protective purpose. Moreover, as argued by other authors, it is important that the legal regulation providing for extraordinary measures to be applied during the special legal regime is clearly formulated, limited in time, and comply with the requirement of proportionality, without allowing the application of such measures when there is no exceptional situation (Birmontienė & Miliuvienė, 2020). Therefore, Article 145 of the Constitution (*Constitution of the Republic of*

Lithuania, 1992) provides that the declared state of emergency may only temporarily restrict the rights and freedoms referred to in Articles 22, 24, 25, 32, 35 and 36 of the Constitution, namely the inviolability of the individual's private life, the inviolability of dwelling, the freedom of expression and dissemination of information, the freedom of movement, and the rights of association and assembly. It's worth noting that in order to fulfil the protective purpose and to strike a balance between the existing fundamental values and the fundamental values restricted by the regime, the Constitution provides for an exhaustive list of restricted rights and freedoms. Moreover, the restriction of such values is not absolute, but instead has to be linked to certain duration, i.e. a foreseeable temporary period. This is essentially the same for other legal regimes – when the temporary period expires, the former status quo is restored. *Sixth*, the Constitution (*Constitution of the Republic of Lithuania*, 1992) prohibits the amendment and alteration of the Constitution during the state of emergency.

The main features of the state of emergency are presented in Table 1.

Table 1. Main features of the state of emergency

Legal basis	Law making entity	Revoking entity	Period	Territory	Restricted rights
A threat to the constitutional order or public order	The Seimas of the Republic of Lithuania or The President of the Republic of Lithuania (issuing a decree, between sessions of the Seimas in urgent cases; during the extraordinary session of the Seimas The Seimas approves/overrules the President's decision)	The Seimas of the Republic of Lithuania	Up to 6 months Not once not exceeding this period	The entire territory of the Republic of Lithuania or its part (separate administrative units of the state territory, border section or other parts of the state territory)	Articles 22, 24, 25, 32, 35 and 36 of the Constitution of the Republic of Lithuania provided rights (the right to a person's private life; inviolability of housing, freedom to hold beliefs and freely express them; freely to move and choose a place of residence in Lithuania, to leave Lithuania freely; to join associations, political parties or associations freely, if their goals and activities are not contrary to the Constitution and laws; choose to go to peaceful meetings without weapons

However, it cannot be stated that the Constitution enshrines a comprehensive definition of a state of emergency – the concept of the state of emergency as such is missing. However, as pointed out by other authors dealing with the establishment of the states of emergency in the highest-level documents, "the constitutions which contain certain provisions on the management and lifting of the state of emergency should also be attributed to those which introduce a detailed concept of the state of emergency" (Vainorienė 2018, p. 250).

In examining the concept of the state of emergency, it is important to consider how it is perceived and defined. A state of emergency can first of all be described as a legal regime. The Constitution of the Republic of Lithuania also defines a situation of martial law as

a legal regime. In scientific terms, the concept of a legal regime is understood as a set of targeted management measures aimed at the realisation of the necessary functions, and, at the same time, as a set of measures that guarantee individual rights and freedoms. Birmontienė and Miliuvienė (2020), in their analysis of the pandemic situation and the management measures envisaged for the pandemic, describe the legal regime as the totality of management measures of the State to ensure the performance of functions of the State and the protection of human rights. On the basis of the Constitution and considering a situation as exceptional, where the application of special management measures is indispensable, the fundamental rights and freedoms of the individual must not be neglected, and a balance must be struck between restrictions by measures to be imposed and guaranteeing the rights of the individual.

The legal regulation of the state of emergency is defined by the Law of the Republic of Lithuania on the State of Emergency *(Law on the State of Emergency of the Republic of Lithuania*, 2002) in force for two decades. Article 2 of the Law defines this legal regime as a special legal regime covering the State or its part and allowing for the application of temporary restrictions on the exercise of the rights and freedoms of individuals and temporary restrictions on the activities of legal persons, as laid down in the Constitution (1992) and in the Law on the State of Emergency (2002). The European Court of Human Rights (ECHR) has also ruled on the state of emergency. The ECHR in *Lawless v. Ireland* (1961) defined a state of emergency as "an exceptional situation of crisis or emergency which affects the whole population and constitutes a threat to the organised life of the community of which the State is composed".

Article 15 of the European Convention on Human Rights provides for derogations from obligations in time of emergency. This provision establishes the basis for the imposition of a state of emergency: in time of war or other public emergency threatening the life of the nation any party may derogate from its obligations under the present Convention, but only in so far as the situation so requires and in so far as such measures are not inconsistent with other obligations under international law. Thus, there are essentially three main conditions under which the parties can derogate from their obligations. First, there must be a situation of war or a state of emergency which threatens the survival of the nation. Second, the measures to be taken have to be adequate to the situation, instead of being just any measures. Scientists refer to this as to the application of the proportionality requirement (Gailiūtė-Janušonė, 2020). And the third condition is that such measures must not be contrary to international law. Article 15 of the Convention provides, among other things, that the parties shall keep the Secretary General of the Council of Europe fully informed of the measures it has taken and the reasons therefor. This provision is reasonably aimed at justifying the imposition of a state of emergency: the nature of the measures imposed the awareness of their purpose, etc. Furthermore, the aforementioned Article 15 stipulates that the parties shall also inform the Secretary General of the Council of Europe when such measures have ceased to operate, and the provisions of the Convention are again being fully executed. Thus, in principle, this indicates a certain control mechanism and supports the observations of scholars that Article 15 of the ECHR does not give the parties unlimited power to take any measures (Gailiūtė-Janušonė, 2020).

To sum up, the exponential increase in the number of illegal migrants, as well as the tensions at the border with Poland and Belarus, has necessitated certain management measures to tackle illegal migration and unrest. As a response to these events, the state of emergency introduced in Lithuania for the first time during the period of independence was purposefully chosen as a legal regime enshrined in the Constitution to manage the threats posed by illegal migration and to ensure the public order. The novelty of the situation provides an

important basis for research into how the specific management measures introduced have affected different areas of social relations.

Specificities of management during the state of emergency in Lithuania

With proper governance, life will improve for all

Benigno Aquino[1]

Every country and separate regions are confronted with a variety of threats, the origins, or rather the source, of which can vary from the effects of natural disasters to the deliberate actions of individual people, their group or even countries seeking to destabilise the situation in a local area, region or state in pursuit of geopolitical aims. The threats are faced by both countries with strong economies and sustainable societies as well as countries taking their first steps towards democracy. The source of the threat does not have to be internal, i.e. in the territory of the country. The threat, like a virus, can spread from the territory of other countries, as in this case from Belarus, as a hybrid war weapon threatening the national security of the Republic of Lithuania. The Belorussian authoritarian leader Alexander Lukashenko used the same tactics toward Poland, Lithuania, Latvia as "in Libya, Gaddafi used the threat of maritime migration to have the embargo lifted and continued doing so up until the NATO air campaign of 2011. The unrecognised Tripoli government has similarly threatened, as Gaddafi did in 2010, that Europe would 'turn black' unless more resources and political recognition was forthcoming. In Morocco, the government has managed to extract substantial 'geographical rent' from the country's positioning on irregular migration routes in a more subtle manner. In Spain, it is widely acknowledged among border professionals that 'if [migrants] pass, it's because they [the Moroccan authorities] want them to pass', as one civil guard put it. By selectively 'opening' and 'closing' its borders, Rabat can maintain pressure on Spain and the EU while assuring a politics of recognition of Morocco as a key European partner. Such non-routine situations that arise need to be based on risk identification and assessment, and require an adequate response to contain the situation, to provide effective risk management measures, thereby reducing or eliminating the emerging threats and potential consequences for the well-being and safety of the country, the region, the public" (Anderson 2016, p. 1063).

The introduction of state of emergency requires public authorities to adopt appropriate management instruments by changing the legal regulation of individual social relations, introducing new regulatory instruments, or replacing the existing ones with instruments different from those established in the legal regulation of social relations. This raises the fundamental question of how the new regulation will affect the participant in social relations – the individual – in the territory where the state of emergency has been declared. How the planned introduction of the new legal regulation in particular areas of social relations will directly or indirectly affect the quality of life of a separate individual, a family or a segment of the society permanently residing or regularly visiting the territory concerned, and their rights and freedoms guaranteed by law. Here too, the importance of emergency management will come to the fore. "The emergency management is one of the most important areas of public administration with a wide variety of functions and specific operating environment that requires special training of staff" (Survila 2015, p. 7). One of the objectives pursued by the authors of this research is to analyse the case of the state of emergency declared on 9 November 2021 in the part of the territory of the Republic of Lithuania bordering the Republic of Belarus. The management itself, in both the public and private sectors, is based on the fundamental precepts,

[1] Benigno Aquino III, Quotes. Available at, https://www.brainyquote.com/quotes/benigno_aquino_iii_673101

also known as principles, such as the rule of law, transparency, accountability, publicity, etc., despite the specificities of each sector. Emergency management also includes the preparedness of the functioning state institutions, such as the emergency management coordination centre, to operate in complex conditions, the planning of work, the organisation of activities and the achievement of specific objectives, the management, leadership and control of processes in pursuit of the set objective. As far as the management is concerned, the modern management cannot be overlooked. The management is a science of the patterns, principles and methods of managing organisations (Cetković et al., 2021). It is therefore reasonable to argue that the importance of the modern management cannot be underestimated when introducing management tools during emergencies. Global practices and historical events also show that even if a perfect management system is in place, it is unable to cope with the situation if it is mismanaged, if inappropriate tools are chosen to manage the crisis, and if there is a lack of training for leaders on how they should act in crisis situations. Leadership is crucial in the context of crisis management and specific training should be provided in this respect (Cetković et al., 2021). The managerial skills of the persons appointed to the relevant positions are therefore relevant in this regard. For example, the activities of British Prime Minister Churcill during the Second World War, the leadership of Ukraine's President V. Zelensky during the Russian Federation's aggression against Ukraine. And how did the Republic of Lithuania react to the situation, how was the situation managed and what lessons have been learned?

In the event of an emergency, firstly, the need arises to identify the threats and potential consequences and to envisage a response to mitigate the risks to public and national security. It's an entire process (methodological steps of assessment), which can be relatively divided into distinct phases/stages. The first stage of this management process involves the early identification and assessment of potential threats. This would include gathering information from a variety of sources using different collection methods, inter-institutional exchange of information on potential threats, followed by processing of the collected information, working with metadata and the data analysis to identify the specific threat(s), their sources. The data collected and analysed would then be used to assess the situation and take appropriate decisions and actions to restore the situations. For example, this type of methodological assessment would include preventive measures to avoid a threat, or the readiness to eliminate or deal with a threat with minimal damage, or to mitigate the adverse effects of threats as far as possible in a given situation. The usefulness of application of similar methodologies has already been highlighted by researchers in the identification of the assessment criteria / characteristics (e.g., budget funds; cooperation; disaster risk assessment; protection and rescue; assessment of legislation; headquarter preparedness) (Cetković et al., 2021).

War, poverty, military conflicts and famine force people to leave their homes looking for safer havens in other countries or continents. According to the official statistics portal of the Republic of Lithuania, from 2021 onwards, the steadily increasing influx of illegal migrants coming from Belarus to Lithuania has become a serious challenge for the Republic of Lithuania (*Gyventojų migracija*). Information on possible migrant flows has been received through various channels, starting with the movement of migrants from their countries of origin to intermediate countries where they await a convenient opportunity to enter the territory of the European Union, in the case under consideration – the territory of Belarus. Indicators such as the sharp increase in international transport services, local traffic towards the EU external border, developments in the market of human trafficking, political processes in Belarus, the response of A. Lukashenko regime to the sanctions imposed for the fraudulent results of the 2020 elections in Belarus, have all led to mass migration threats. Already in 2021, the Ministry of the Interior of the Republic of Lithuania considered three possible scenarios for the increase

in the number of illegal migrants, i.e. with 500, or 1,000, or even 10,000 refugees per day. Different situations were simulated. It has been estimated that if the number of persons illegally crossing the border to Lithuania per day reached half a thousand, all places in Pabradė Foreigners Registration Centre would be filled. In the first half of 2021, the Lithuanian border guards apprehended more than half a thousand migrants. This is 7 times more than in 2020, when only 81 illegal border crossers were apprehended, compared to 46 in 2019 (*Oficialiosios statistikos portalas, Ministry of the Interior of the Republic of Lithuania*). This substantial increase in the number of migrants is due to the incident on 23 May 2021, when aircraft Ryanair Flight 4978 (Athens–Vilnius) was diverted to Minsk National Airport after ground authorities reported a bomb on board, whilst the aircraft was 45 nautical miles (83 km.) south of Vilnius (*The Guardian*, 2021). The imposed sanctions have hit hard the aviation sector of the Republic of Belarus and the national airline "Belavia", whose transportation service volumes from the Iraqi capital Baghdad to Minsk have increased significantly (*Politico*, 2021). Upon arrival in Belarus, migrants were purposefully routed to the borders of the Republic of Lithuania, the Republic of Latvia and the Republic of Poland which shares a common border with the Republic of Belarus (*Euronews*, 2021). Thus, the loophole in the security of the EU external border, which was still insufficiently protected by physical barriers and video surveillance, except for small isolated sections, was exploited. The growing number of migrants has forced the Ministry of the Interior of the Republic of Lithuania to take measures to manage the illegal migrant crisis. However, the situation showed that the management of atypical situations that have been encountered faced serious legal and communication challenges. Yet this is a somewhat different kind of migration. In political sciences, researchers refer to this process as the "weaponization of migration".

The use of migration processes of the authoritarian Belarus leader A. Lukashenko against the countries of Eastern Europe, namely, against the Republic of Poland, the Republic of Lithuania, the Republic of Latvia, which are responsible for the protection of the external border of the European Union, as a weapon of "soft power" was a new turn in the Russian Federation and Belarus coordinate policy during the growing geopolitical confrontation between the Russian Federation and the West. Despite the huge number of information warfare tools already used by the Russian Federation, as well as the variety of its methods, in order to influence the consciousness and mood of the population of the already mentioned Eastern Europe countries, the use of new instrument – migrants as a weapon – requires a separate study, which aims to provide countermeasures to repel the attack or reduce its impact on the population, its mood and the economy of the country that has become a target. The use of migration as a king of weapon against another countries is not something new in human history. However, the uniqueness of this situation is that it was used against the Member States of the European Union in which border territories with Belarus a significant part of the population is related to the residents of Belarus by kinship, economic, cultural ties, a significant part of them profess the same religion – Orthodox Christianity controlled Patriarchate of Moscow. Other Member States of European Union, such as the Kingdom of Spain, the Republic of Italy, and Greece, have faced and are still facing waves of migrant influx, but in this case, the methods of access of migrants to the external southern border of the European Union are radically different from how migrants reach Belarus – with the help of the regime's repressive structures they reaches the external eastern border of the EU. This requires the preparation and presentation of a separate conceptual model on the prediction of events and processes before the input of legal restrictions in a certain part of the territory based on the hypotheses raised in this article. The novelty of this research is the methodology, which was not applied in other studies analysing migration processes in Lithuania, Latvia, Estonia, and the Kingdom of Spain, because it is based

on the prediction of changes caused by migration when legal restrictions were input in a certain part of the state territory. The conceptual foundations of this model will be useful in the development of tools and methods for information warfare instruments used by the Russian Federation and Belarus, as well as methods, which are intended to win over the minds and hearts of border residents. On the other hand, it helps to strengthen the trust of the local residents (of the Republic of Lithuania, the Republic of Latvia, the Republic of Poland), especially who is bordering Belarus, in their government institutions and the decisions they make. The use of migrants as a weapon and the response of state institutions to this kind of threat to national security by inputting certain restrictions on the movement of people are also monitored and analysed by the relevant structures of the Russian Federation and Belarus.

In 2021, the conceptual model of crisis management was developed, and 12 municipalities were involved in the management of the migrant crisis. In early August 2021, the turn-back policy was introduced in order to stop irregular migration at the border, i.e. the strategy in respect of migrants was changed. The authors of this research would like to emphasize that the turn-back policy was applied only to those migrants who attempted to enter the Republic of Lithuania from the territory of Belarus not through the official state border crossing points, but at prohibited places (*Ministry of the Interior of the Republic of Lithuania*). The decision of the Republic of Lithuania on the turn-back of migrants from a legal point of view was imperfect, but was adopted in order to control the situation under such exceptional circumstances. Professor at Vilnius university dr. Gutauskas A. points out that "from a legal point of view, migrants are considered to be vulnerable persons. ...they do not speak the language, they have no documents in a foreign country, and they are exposed to physical violence. We are talking about vulnerability almost in the context of human trafficking. They are committing an offence and concurrently become vulnerable. It is therefore very difficult to talk about legal or illegal migration at this point" (*VU tinklalaidė Mokslas be pamokslų*, 2022).

Another challenge was a communication one, namely the decision taken by the responsible authorities to disallow media's presence in the turn-back process. Media representatives have the right to receive information and inform the public (*Republic of Lithuania Law on the Provision of Information to the Public*). It is therefore reasonable to assume that the communication strategy, from the very outset, was not adequately addressed and the selected modus operandi was more acceptable just subjectively. According to prof. dr. A. Gutauskas, "if reporters could see the whole process and communicate it to the public, perhaps the attitude towards migrants would have change and the government representatives would have a free hand by demonstrating that – here we are – we are dealing with each individual case, there are no elements of coercion, and human rights are not infringed" *(VU tinklalaidė Mokslas be pamokslų*). However, it should be noted that in general there has been a lot of communication. The migrant crisis management is not limited to communication actions within the country. It includes external communication with other countries.

The authors of this research assessed the novelty of the events and the lack of scientific sources in this area. There is not yet a large body of research on this aspect, but recent studies are already highlighting the importance of communicative leadership (Aboramadan, M., & Kundi, 2022). After reviewing the publications on the most popular Lithuanian news portal "Delfi" in 2021, the authors of this research concluded that the Ministry of Foreign Affairs of the Republic of Lithuania was actively involved in the crisis management via diplomatic channels, especially in communicating through diplomatic channels with third countries from which migrants originate: e.g., the communication with the Iraqi authorities (*Delfi: Landsbergis: Lietuvos ir Irako veiksmai sprendžiant migrantų krizę gali tapti pavyzdžiu*, 2022). Looking at the public domains, we can see that the Ministry of the Interior, the Ministry of

Social Security and Labour, the Ministry of National Defence, the Ministry of Finance, the Ministry of Health and the Ministry of Education, Science and Sport, as well as individual municipalities, have also been involved in the management of the migrant crisis (*Ministry of the Interior of the Republic of Lithuania*).

The communication was taking place in the public domain, e.g., the interviews, explanations, speeches, etc., of A. Bilotaitė, Minister of the Interior, on different issues, and the discussions at the academic community level. However, there is a lack of a more active dialogue with local communities living in municipalities that have been affected in one way or another by the consequences of the illegal migrant crisis. Following the introduction of the state of emergency, in accordance with Article 14(4) of the Law of the Republic of Lithuania on the State of Emergency, and taking into account Article 1(5) of Resolution No XIV-617 of the Seimas of the Republic of Lithuania of 9 November 2021 on declaration of a state of emergency, on 11 November 2021, the Emergency Management Coordination Committee was set up (Order No 1V-847 of the Minister of the Interior of the Republic of Lithuania of 11 November 2021 on management of a state of emergency). The newly established Committee included representatives of the Ministry of the Interior, the State Security Department, the Ministry of Health, the Ministry of National Defence, the Ministry of Social Security and Labour, and the Threat Management and Crisis Prevention Bureau of the Office of the Government of the Republic of Lithuania. Pursuant to paragraph 1.2 of the aforementioned Order, the Joint Emergency Situation Centre was established comprising representatives of the following institutions: the Police Department under the Ministry of the Interior of the Republic of Lithuania, the State Border Guard Service under the Ministry of the Interior of the Republic of Lithuania, the Public Security Service under the Ministry of the Interior of the Republic of Lithuania, the Department of State Security of the Republic of Lithuania, the Second Department of Operational Services under the Ministry of National Defence of the Republic of Lithuania, the Office of the Government of the Republic of Lithuania, and the Lithuanian Armed Forces. In accordance with paragraph 3.1 of the abovementioned Order, representatives of other institutions involved in the management of the state of emergency and/or the state-level disaster management regime due to a mass influx of foreigners may participate in the activities of the Joint Emergency Situation Centre. This provided an opportunity to bring in the necessary expertise from other authorities. The Joint Emergency Situations Centre operated on a permanent 24/7 basis in premises provided by the Police Department under the Ministry of the Interior of the Republic of Lithuania. The Joint Emergency Situations Centre was tasked with preparing and presenting the analysis of events and forecasts of possible situations and their development, the strategic assessment of which was entrusted to the Emergency Management Coordination Committee (*Įsakymas dėl nepaprastosios padėties valdymo*, 2021).

New description on the procedures for reporting and exchanging information about an incident, extreme event, emergency event, extreme situation or crisis was approved in 29-12-2022 by the decision No 1317 of the Government of the Republic of Lithuania (*Nutarimas dėl pranešimo ir keitimosi informacija apie įvykį, ekstremalųjį įvykį, ypatingą įvykį, ekstremaliąją situaciją ar krizę tvarkos aprašas*, 2022).

In summary, it could be concluded that the targeted management was undertaken in the context of the declared state of emergency. Activities of the responsible management entities were focused on the resolution of issues within their remit. However, in the opinion of the authors, it is important to identify strategic level and prognostic solutions of the issues and to formulate the general crisis management policy, to foresee the necessary actions of recovery, and to formulate a roadmap for further action. It is therefore necessary to set up the National Crisis Management Centre in the future, which would encompass the unified leadership based

operation: the management and the centralised coordination of this type of activity. The Centre would process information flows, analyse them in a centralised way and simulate possible actions. It is essential to carry out prognostic activities that use simulation as a basis for the design of scenarios to managing potential situations. This would not be ad hoc, but rather a modelling-based vision, where threats are assessed in a predictive way, anticipating possible actions and relying on the provisions of instrumentalism, and where it is possible to adapt realistically to changing external conditions, thereby ensuring the long-term effects of preventive actions.

Empirical part. Scenario planning model and findings

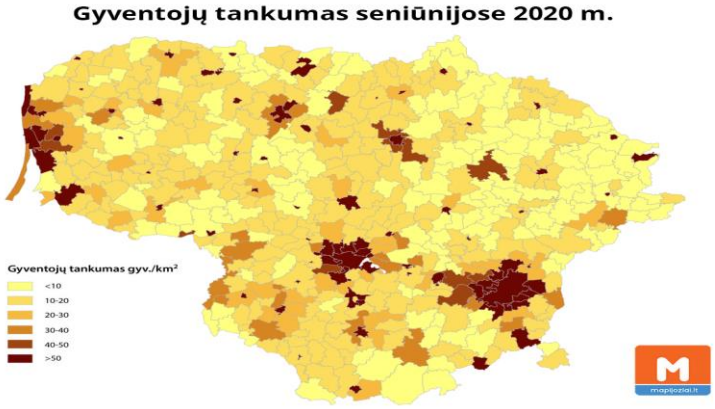
What do we live for, if it is not to make life less difficult to each other?

George Eliot (1819-1880)[2]

On 9 November 2021, the Parliament of the Republic of Lithuania passed the resolution on the declaration of a state of emergency at the border with Belarus. It came into effect on 10 November 2021. In December 2021, the Lithuanian Parliament extended the existing state of emergency at the border with Belarus until midnight of 14 January 2022. The state of emergency permitted the border guards to forcefully prevent border crossings and ban travel within 10 km. All zone of the state of emergency consists of two parts subject to different restrictions, bans and regimes. According to the resolution, the strictest regime is imposed on the main zone of emergency covering up to 5 kilometres from the Lithuanian – Belarusian border (including the border itself), as well as in the places used to accommodate the migrants (Pabradė, Medininkai, Kybartai, Rukla, and Naujininkai in Vilnius) and up to 200 meters around them. The movement of vehicles in the 5 kilometres area without the permit of the border guards was restricted. Entry was banned for civilians, except for local residents and those who have property in that area. The Ministry of Internal Affairs of the Republic of Lithuania and the State Border Guard Service recommended for people of the affected territories to carry personal identity documents (passports, personal identity cards, documents of ownership of immovable property, certificates of declared place of residence). Other persons were required to obtain permits from the State Border Guard Service. The authorities (border guards, military, police) were also authorized to stop and search vehicles and people for illegal weapons, ammunition, explosives, and other dangerous substances, and detain offenders. All gatherings were banned except cultural events that do not fall under the definition of gatherings. Other 5 kilometres of the zone covered by the state of emergency were not subject to restrictions or bans, except for the right of the officers to stop and check vehicles for prevention illegal movements of migrants, illegal activity of organized groups benefiting from the migrant smuggling inside country or to other EU MS (*Lietuvos Respublikos Nepaprastosios padėties įstatymas*, 2002). The Republic of Lithuania covers the area of 65300 km^2 and is divided into 10 counties. The counties are divided into 60 municipalities. Each Municipality is divided into wards (*Counties of Lithuania*). The declared the state of emergency covered territories of three counties of the Republic of Lithuania: Alytus (municipalities of Lazdijai District, Varena District and Druskininkai), Vilnius (municipalities of Šalcininkai District, Vilnius District, Švenčionys District), Utena (municipalities of Ignalina District and Visaginas) and covered the area with imposed bans and restrictions – 3390.40 km (678.82 km. x 5 km). The declared the state of emergency at the border with Belarus mostly affected the people living, working, providing services, visiting, crossing the zone of 5 km from the border of the Republic of

[2] BrainyQuotes. George Eliot Quote. Available at, https://www.brainyquote.com/quotes/george_eliot_163837

Lithuania and the Republic of Belarus. Some areas are populated, some not. For example, Lazdijai District Municipality area bordering with the Republic of Belarus is covered by forests. According to the World Population Review Database, the population density in the Republic of Lithuania is 42.92 people per 1 sq. km (*World population Review*). The density of population varies between regions due to different factors. For example, in cities, centres of wards, the population density per 1 sq. km is much higher than in rural areas, where homesteads consisting mainly of elderly people prevail. Through the analysis based on criteria of density of population in the municipalities bordering with Belarus, the authors of this research came to conclusion that the most populated area is Šalčininkai District Municipality. See map No 1 (population density of wards of the Republic of Lithuania in 2020) (Gyventojų tankumas seniūnijose 2020 m.).



Map No. 1. Population density of wards of the Republic of Lithuania in 2020.

According to database, Šalčininkai ward has 9,533 and the second largest ward of Eišiškės – 3,805 inhabitants (*Sąrašas: 2021 m. Šalčininkų rajono savivaldybės gyventojų surašymas*). These and other wards fall within the area of the declared state of emergency.

Scenario planning model. Main parts

The daily or weekly planning plays a significant role in a human being's personal life, productivity. The same can be observed the business world. The most successful companies plan investments, explore new markets. The authors of this paper would like to draw attention of lawmakers and politicians to the importance of the scenario planning model before imposing a state of emergency. Before imposing a state of emergency on some parts or the whole territory of the country, a decision-maker must have a clear picture how things could go and have a list of all possible **pros** and **cons** in relation to the upcoming restrictions or bans. It creates a solid ground for good quality legal regulation, and also leads to well-balanced decisions, proportional use of powers, protection of human rights and freedoms, securing the principle of legitimate expectations of civil society, good governance and effective management, efficient use of resources to achieve an objective prescribed by laws on the state of emergency. Someone could argue that the scenario planning model cannot predict the future. Why should we waste our precious time for discussions in such cases – let's act, let's do. Here we can remember the quote of Otto von Bismarck, a Prussian statesman who served as the first Chancellor of Germany "Fools learn from experience. I prefer to learn from the experience of others." It could be the answer to the remark of opponents on the uselessness of preparing the scenario planning model. At least it can preclude the worst-case scenario, but it can't guarantee 100 percent that everything will go exactly according to the scenario. The scenario planning model significantly reduces the risk of failures, preventing undesirable outcomes. Despite this pessimistic note,

more and more decision-making bodies employ the future studies methods and scenario planning models in their activities. Future studies emerged in the second half of the XX century. As organizations, societies, and civilization advance and become more complex, so does planning and the techniques used to plan. The techniques evolve towards their purpose and use in the granularity of their detail, rigor, and the technologies that enable and calculate in support. The early methods for prediction were supplanted by the forecasting of indicators in an attempt to "assert control and a measure of certainty over an unknown future" (Slaughter, 2002). The topic of this research paper falls under umbrella of the scenario planning model.

The authors of this paper explored open sources on the Internet using different search engines (Google, Google scholar, Microsoft Bingo) and various information search methods, however, no valuable data have been found on the scenario planning model or preliminary assessment of the impact of the imposed bans and restrictions in the Republic of Lithuania from 10 November 2021 on social relations in the respective part of the territory of the Republic of Lithuania. The core of each scenario planning model for the emergency situation such as in this case study is a homo sapiens. It is the entry point for further journey through the main parts or essential elements of the scenario planning model. We can relatively split all human beings' activity into two main types, i.e., non-economic and economic. These types are deeply interconnected and cannot exist one without another. The authors of this paper are not going to present different theories explaining various types of activities of a human being. It is not the main idea of this research. The authors aim to present their vision on construction materials for creating a solid foundation for further use by practitioners in the future for similar situations.

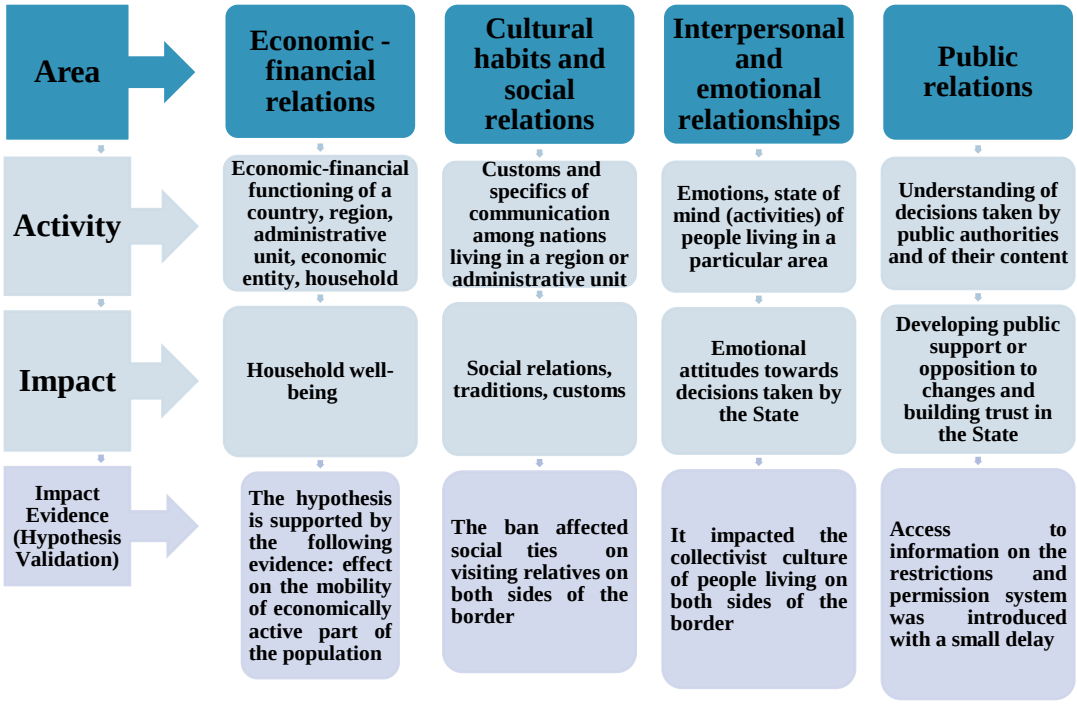


Figure 2. Correlation and content of the analysed areas, their activities and impact

Before imposing the specific legal regime on the particular part of the territory, have to involve for brainstorming various experts from different areas of daily life. For example, a philosopher, a lawyer, a security officer, an IT specialist, a business manager, a psychologist, a

social care official, etc. Thinking centre could be created on *ad hoc* basis with involvement of experts from different areas. It could be like a think tank which generates ideas, analyses situation and prepares in a very short period of time a scenario planning model in a given area.

The authors of this paper would like to propose the scenario planning model structure from these four main parts: economic, cultural, psychological, as well as information (awareness and public relations) (see figure No 2).

During the study, all four hypotheses regarding the impact of measures of the management introduced during the state of emergency on the main four areas were confirmed.

The main core of these parts is a human being. Each part should contain some questions, trends as the subjects for preliminary analysis of various types of data and recommendations. The scenario planning model will produce a clearer picture on the impact of planning with a clear boundary from the geographical / material point of view. Firstly, a decision maker needs to have access to clear and reliable data on the exact size of the territory and numbers of population which is going to be affected by restrictions and bans, the percentage composition of nationalities living in that territory. In the case under consideration, in all municipalities, except Alytus County at the border, the Polish and Russian speaking (Visaginas) minorities prevail (*Statistika, Tautinės mažumos Lietuvoje*). Secondly, more detailed information on the population income in each area, proportions of economically active and not active population in a given territory (e.g., children under 18 years of age, persons with limited mobility), and their needs is necessary.

Economical. Residents representing the economically active part of the population are mobile, they go to work within, or outside boundaries of the territory affected by bans. The Sector of industry in the area needed the lines of supply of raw materials and other services related to business procedures. According to statistical data from the Employment Service under the Ministry of Social Security and Labour of the Republic of Lithuania (hereafter – the Employment Service), before the introduction of the state of emergency in the territory of the Republic of Lithuania in November 2021, the number of unemployed in Šalčininkai District Municipality as a percentage of the working age population in October 2021 was 12.1 % (*Užimtumo tarnyba, Statistiniai nedarbo rodikliai*). According to the official statistics portal, the number of insolvency proceedings opened and closed – data is provided only for 2019, therefore, they have not been further analysed, as a number of business entities have been affected and some of them have been forced to suspend or close down their operations as early as 2020, when the emergency situation for COVID-19 pandemic was declared, this has particularly affected the catering, leisure, tourism and transport sectors. In analysing the impact of the legal regime of the state of emergency, the authors of this research will analyse it in the context of Šalčininkai District Municipality. Some of the territories covered by the new legal regime are sparsely populated, except for the territory of the Municipality of Šalčininkai District, which includes Šalčininkai, one of the municipal centres of the Republic of Lithuania. According to the official information provided by Šalčininkai Municipality, Šalčininkai District is dominated by small and medium-sized enterprises (SMEs), which account for more than 70% of all economic entities. Micro-enterprises (up to 10 employees) are predominant among them. Small enterprises (10-50 employees) account for around 20%, while there are only a few medium-sized enterprises (more than 50 employees). The enterprises in Šalčininkai District are mainly engaged in the following activities: transport services, construction, retail trade, wood processing, passenger transport, metal processing, manufacture of foodstuffs and sanitary equipment, production of plastic glass, rural tourism services (Gasparėnienė & Remeikienė, 2021). According to the data of Statistics Lithuania, the largest employer in Šalčininkai District Municipality is the education sector, which is dominated by public educational institutions, with

24 % of all employees receiving a salary. It should also be noted that the business sector in Šalčininkai District Municipality is poorly developed, with no large enterprises.

Based on Report No ST/2015-85-11 on Mass Appraisal of Real Estate in the Territory of Šalčininkai District Municipality prepared in 2015, according to the data of Vilnius Branch of the State Enterprise Centre of Registers, forests occupy 43.77 % of the area of the Municipality (wooded area is 1.5 times larger than the Lithuanian average). The most important types of industrial production in Šalčininkai District are wood processing, leather processing, textiles articles and food industry products. There are hardly any promising, new economic sectors in Šalčininkai District. New start-ups are small businesses with a small number of employees, unable to create the required number of new jobs at present. Šalčininkai District, like most of Lithuania's districts, has long been developed as an agricultural district (*Šalčininkų rajono savivaldybės teritorijos nekilnojamojo turto masinio vertinimo ataskaita*).

In all municipalities bordering with Belarus, including Šalčininkai, there is no language barrier for cross-border communication, all the more so as in many cases the population is linked by kinship. Income sources for some people is also small-scale smuggling of tobacco, alcohol, food, other consumables due to much lower prices in Belarus and the environment which is favourable for that: swamps, big forests covering more than 500 ha. Around 43% of all territories of the districts bordering with Belarus are wooded, in some districts this area is even larger than this average. The border with Belarus is a called “blind border” – strictly control border performing an exclusively barrier-insolating function with small exception to visit neighbouring regions by crossing the border on foot. At the border with Belarus, the ethnic composition of the population has a significant impact on the development of the economy, and on its illegal part, in particular. Due to different economic system in Belarus, the price policy with especially low prices of tobacco, alcohol, fuel, some food products attract a certain part of the population to profit from this situation. For example, in Šalčininkai, every second pack [of cigarettes] is illegal “Every fifth pack [of cigarettes] discarded in rubbish bins is non-Lithuanian, illegal”. Furthermore, since only public rubbish bins are covered, the percentage may be somewhat higher, if we look at what Lithuanians discard in their domestic rubbish bins, because people might tend to hide [illegal goods] and throw them away where nobody can see them. “Of all border municipalities, Šalčininkai has the highest rate of the shadow economy. In this municipality, it accounts for 39 %, or more than a third of the municipality’s GDP,” said Kęstutis Jovaišas, Civitta Partner in Lithuania (*Neapskaitytų tabako gaminių problemos vertinimo galimybės Lietuvoje*).

Vilnius University researchers prof. dr. Rita Remeikienė and prof. dr. Ligita Gasparėnienė conducted the survey “Level of Shadow Economy in Lithuanian Municipalities”, namely during the economic boom (2001–2006), the economic crisis (2007–2010) and the economic recovery (2011–2019). The level of the shadow economy was evaluated according to two groups of indicators: indicators (number of enterprises, number of beneficiaries of aid, total municipal budget, municipal budget for social protection and municipal budget for healthcare) and determinants (employment rate, unemployment rate, wages, population, population density, immigration, emigration, number of non-financial corporations, number of pensioners, and spending on families with children, benefits). The worst situation was during the crisis period, when the highest level of the shadow economy was recorded in the municipalities of Širvintos, Šalčininkai, Ukmergė and Kretinga Districts (the level of the shadow economy reached 32-35% of GDP), and in the period 2011–2019 in Šalčininkai District Municipality – 19.1 % of GDP (one of the municipalities with the highest level of the shadow economy during the period under consideration). This was once again confirmed by the research conducted by prof. dr. Rita Remeikienė, prof. dr. Ligita Gasparėnienė on “Study of

Unemployment and Shadow Economy Levels in Lithuanian Municipalities" published in 2021 by Mykolas Romeris University (2021).

Another important indicator for the evaluation of the restrictions imposed during the state of emergency is the number of recorded criminal offences and their investigation. According to the data of the Department of Informatics and Communications under the Ministry of the Interior of the Republic of Lithuania in the column "Crime rate by municipalities" in the territory of Šalčininkai District Municipality, Between 1 January and 1 December 2019, 707 criminal offences were registered, of which 26 related to smuggling under Article 199 of the Criminal Code of the Republic of Lithuania; the number of criminal offences per 100,000 inhabitants was 2302.5, the number of criminal offences per 100,000 inhabitants by serious crimes is 159.6, 71.6 % investigated, and in 2021 584 criminal offences were registered, including 30 for smuggling under Article 199 of the Criminal Code of the Republic of Lithuania, the number of criminal offences per 100,000 inhabitants – 1,951.3, the number of criminal offences per 100,000 inhabitants by serious crimes – 250.6, Another Municipality bordering with Belarus is Druskininkai; here 220 criminal offences were registered in 2019, 8 of which were for smuggling according to Article 199 of the Criminal Code of the Republic of Lithuania, number of criminal offences per 100,000 inhabitants – 1141.7, the number of criminal offences per 100,000 inhabitants by serious crimes – 119.4, investigated – 70.5 %. In 2021, 214 criminal offences were registered, of which 26 related to smuggling under Article 199 of the Criminal Code of the Republic of Lithuania, the number of criminal offences per 100,000 inhabitants - 1129.6, the number of criminal offences per 100,000 inhabitants by serious crimes – 174.2 (*Nusikalstamumas pagal savivaldybes*).

Cultural. It embraces local habits, customs, traditions, religion, national festivals. For example, which believers prevails in the area – Roman Catholics or believers' other religions. It has big impact on formation the worldview of a human being living in the specific area, and on his/her attitude to local government bodies. Social ties – visiting relatives on both sides of border. How do they manifest themselves? Various nationalities, religion festivals, e.g., Christmas, messes at churches, gatherings (wedding parties, etc.). Cultural visits – how many are planned? Cooperation agreements with partners from other countries cities – what is their impact on fruitful cooperation? Tourism – how many objects are attractive for tourists / what is the most popular tourist site amongst visitors? National parks, protected areas where industrial and agricultural activity is limited. How many are them? These indicators also should be considered before planning to change the legal regulation on entering the territory.

Psychological. This is the most mysterious item among other parts. It includes composition of nationalities living in territory, daily activities of local communities, psychological climate in the area. Each nationality has its own style of daily life, e.g., their communication with each other. Some of them like to communicate, while others prefer an individualistic lifestyle. Cherry, K., notes that: "In individualistic cultures, people are considered "good" if they are strong, self-reliant, assertive, and independent. This contrasts with collectivist cultures where characteristics like being self-sacrificing, dependable, generous, and helpful to others are of greater importance. People in collectivist cultures might be more likely to turn to family and friends for support during difficult times, those living in individualist cultures are more likely to go it alone. Individualistic cultures stress that people should be able to solve problems or accomplish goals on their own without having to rely on assistance from others". The degree of interdependence a society maintains among its members. It has to do with whether people's self-image is defined in terms of "I" or "We". In the Individualist societies people are supposed to look after themselves and their direct family only. In the Collectivist societies people belong "in groups" that take care of them in exchange for

loyalty. If Russians or Poles plan to go out with their friends, they would literally say "We with friends" instead of "I and my friends". This factor – higher level of soul of collectivism amongst Slavic nations should be kept in mind (Cherry; Garnett et. al., 2016).

Information part is becoming increasingly more important nowadays due to large amounts of produced fake information by different players pursuing their own aims. Based on ways information reaching each habitant it can be distinguish ways of information spreading, ways of spreading. The number of households who have access to the Internet is also important. The information part must be taken seriously during the scenario planning model and later, in implementing certain legal provisions due to the state emergency situation. Both local and central authorities should prepare a complex of measures to counter fake information influxes from bordering unfriendly regimes of the neighbouring country. The best weapon against the influx of fake information, misinterpretation of facts, interpretation the provisions of restrictions is the population awareness of the upcoming and ongoing changes in personal life of people. Clear and brief instructions, explanations of pending or already imposed restrictions, bans and fast, transparent, and clear procedures on how to get permits to enter the territory should reach each household, each family, each separate human being not only at the level of the affected territory, but of the country at large. Accordingly – unclear information on restrictions and bans, confusing procedures to get permit to enter the territory can be masterly used by authorities and media of the unfriendly side. Also, software for applications to get permit or other e-government service should be user friendly for people who have no IT skills, and should be easy to navigate for elderly people in particular. The price for online services should be adequate. Before planning such actions as the declaration of a state of emergency, strategy of informational (media) warfare must be prepared. Since 2017, the official rebroadcasting of five 5 non-coded Polish TV channels "TVP Polonia", "TVP Info", "TVP Historia", "NUTA.TV" and "Power" was started in south-eastern Lithuania, which provided access to a wider range of information sources for the population, including in most municipalities bordering Belarus. In 2016, a survey commissioned by the Centre for East European Studies showed that more than half of Poles and Russians living in Lithuania watch Russian-language channels every day or several times a week (*Mėginimas ištraukti iš Kremliaus informacinės erdvės*).

Local society awareness of upcoming changes. Are the instructions clear (where, when and what documents should be presented for obtaining entry permits for persons who are not living in the affected territory. Permit system – was it effective and how did it work? How long does it take to obtain the entry permit? Because the additional procedure causes difficulties for business, because it takes a lot of time to prepare the documents to submit to the State Border Guard Service. In order to find information on how information about the system of permits was presented, the authors visited websites run by regional local media, local and central authorities, analysed public statements of representatives of the Ministry of Internal Affairs and the State Border Guard Service. The authors analysed the news posted on Šalčininkai Municipality's website **https://www.salcininkai.lt/naujienos/394/del-nepaprastosios-padeties-butinybes:13270** in November 2021 on the topic under consideration. For example, on 9 November 2021, the information notice was posted to justify the introduction of the special legal regime and contained the map of areas covered by it; the information notice of 11 November 2021 stated that "the legal act defining population groups who will not have to apply for a separate permit from the SBPS for entering or staying in the border area is expected to be issued in the near future" (quoted from the information notice mentioned above). Another information notice of 11 November 2021 **https://www.salcininkai.lt/naujienos/394/nepaprastoji-padetis-apribojimai-galios-ir-pasienio-ruoze-ir-uzsienieciu-apgyvendinimo-**

vietose:13281 contained information on the categories of persons who will not have to worry about additional permits to enter the area and the persons who do not fall under the above-mentioned category and will need a permit to enter the area at the state border with Belarus. On 11 November 2021, the information for persons who wanted to access the border area during the state of emergency and where to apply for permits naming the SBPS units and their contact details was posted on the internet website at **https://www.salcininkai.lt/skelbimai/397/informacija-norintiems-patekti-i-pasienio-ruoza-nepaprastosios-padeties-metu:13284**. Selecting the date "November 2021" in the "Archive" section of the website of Šalčininkai District newspaper "Šalčia" at **http://www.salcia.lt/2021/11/** no publications, information notices on the operation of the system of permits during the state of emergency, the procedure, methods, places of issue of permits were found. On 12 November 2021, journalists from "15 min" – one of the largest news portals of Lithuania visited Šalčininkai and talked to local residents about the impact of the new legal regime on their lives (*15 min, Nepaprastosios padėties zona: kaip ypatingo režimo sąlygomis gyvena Šalčininkai?*).

Conclusions

The changed geopolitical situation, the exponential increase in the number of illegal migrants and the ongoing tensions on the borders with Poland and Belarus has led to the introduction of a state of emergency. The state of emergency, introduced for the first time in Lithuania during the period of independence on 10 November 2021, was purposefully chosen as a constitutionally enshrined legal regime to manage the threats posed by irregular migration and to ensure public order.

The introduction of the state of emergency was not only important for targeted management actions, but also for synchronisation between them. Unprecedented situations and lessons learned have shown the importance of identifying solutions to strategic and predictive issues, formulating a common crisis management policy, anticipating the necessary recovery actions, setting the way forward, and having a single command centre acting as a leadership hub. Advance situational assessments based on modelling would help to adapt realistically to changing external conditions, thus ensuring the long-term impact of preventive action.

A decision-maker must have a clear picture how things could go and have a list of all possible **pros** and **cons** due to upcoming restrictions, bans. It creates solid ground for good quality of legal regulation, leads toward well balanced decisions, proportional usage of powers, protection of human rights and freedoms, secure the principle the legitimate expectation of civil society, effective management, efficient use of resources to achieve the objective prescribed by laws on the state of emergency. The most suitable tool is the scenario planning model consisting of these main components: **economic, political, cultural, psychological and information (awareness and public relations)**. The main core of these parts is a human being.

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