

IMPROVING THE INSTRUMENTS OF STATE ANTI-CRISIS POLICY IN UKRAINE AFTER THE WAR

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ABSTRACT

This paper explores the concept of improving the instruments of state anti-crisis policy in Ukraine after the war, with a particular focus on the role of public administration. The study aims to supplement the existing terminology of public administration by introducing the concept of "resilient public administration" and investigates the factors influencing the formation of individual resilience among top-level public servants. Furthermore, the article seeks to identify indicators of resilient public administration at the national level and develop a model to understand the impact of globalization challenges on public administration resilience. The findings of this research contribute to the understanding of national resilience and provide insights into strategies for governance in post-war scenarios.

Key words: unprovoked war with Russian Federation, social and economic crisis, anti-crisis policy, resilient public administration.

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The study of modern mechanisms for stabilization in anti-crisis state governance is extremely relevant, as crises in the economy and society can arise at any time and have serious consequences for the state and its citizens. In the context of rapid technological development, changes in the global economic environment, and the emergence of new challenges, studying and developing effective stabilization mechanisms become exceptionally important.

Anti-crisis state governance is closely related to addressing the task of political stability in the social system. At the political level, authorities have repeatedly emphasized that the Ukrainian system of state governance still retains bureaucratic traditions of misunderstanding innovation, lack of trust in individual freedom,

absence of real accountability, corruption, legal nihilism, which are particularly dangerous during periods of crisis and the stage of systemic democratic transformations taking place in Ukrainian society. Overcoming complex and multifaceted crisis states requires improving management activities and giving them an anti-crisis direction.

Thus, anti-crisis state governance is a response of society and the state to a local crisis when traditional management methods prove to be ineffective. Today, new approaches to state governance are being formed, abandoning the limited view of this phenomenon as a bureaucratic system. The theory of a service state is introduced into scientific discourse, the possibilities of social management are studied, the transition to the priority of human resources is emphasized, the need for modern innovative technologies, the ideology of social service, where citizens act as consumers of these services, and the institutions of civil society are emphasized.

In 2023, the relevance of studying modern mechanisms for stabilization in anti-crisis state governance in Ukraine remains extremely high for several key reasons:

- the socio-economic crisis resulting from the unprovoked war of Russia against an independent Ukrainian state,
- the destruction of civilian infrastructure, private houses, and the loss and injury of civilian citizens
- challenges of global economic instability, as the world economy remains influenced by various factors such as geopolitical conflicts, trade wars, and climate change.

Researching stabilization mechanisms allows the Ukrainian government to adapt to these changes and mitigate the negative consequences of such challenges. Increasing competition and the need for investment at-

traction, as Ukraine seeks to attract more investments to support its economic development. Such modern stabilization mechanisms helps develop policies and tools that attract investors and ensure a stable economic environment.

Enhancing the efficiency of state governance, as eliminating corruption, improving management processes, and ensuring transparency are the main tasks of state governance in Ukraine. Researching stabilization mechanisms helps identify gaps in the management system and develop effective instruments to achieve these goals.

Sustainable development and stability, as ensuring sustainable economic growth and stability is a priority for any state. Researching modern stabilization mechanisms contributes to the development of policies that facilitate effective crisis management and ensure the country's stable development.

In the analytical research "Ukraine-2022: Economic Policy in the Context of War with Russia"[6] Ukrainian scientist Andriy Yermolaev highlights the following consequences and negative trends associated with the war: new de-industrialization, de-urbanization, and social decapitalization, and identifies the following anti-crisis approaches: self-governance, solidarity, territorial economics; state orders, public-private partnerships, new security; modernization investment and public-private partnerships; national economic networks; social capital, labor resources, and the digital economy.

On the other hand, during the crisis, the foundations for restoring disrupted economic laws and its further development, transitioning to a new phase of the reproduction cycle, are being laid. In this process, the spontaneous market mechanism has a certain positive impact on resolving the existing contradictions in the current conditions of economic globalization. However, its arsenal of resources proves to be extremely insufficient for exiting this phase in a shorter term, with fewer economic and social losses for society.

It is worth noting that the war has led to serious economic and social disorganization throughout the territory of Ukraine. A significant number of people have become unemployed and become internally displaced or migrated to other countries. Research by the sociological group "Rating" indicates that as of September, only 61% of those who had jobs before the war were employed, and only 36% of them were working full-time. According to the World Bank, more than 817,000 residential buildings were damaged as a result of the war, of which 38% were completely destroyed [6]. As a result, millions of Ukrainians found themselves in a vulnerable position, especially those who were already poorly protected before the full-scale war began. Part of the social infrastructure was damaged or destroyed,

and the burden on institutions providing social services significantly increased in regions that received a large number of internally displaced persons. The overall burden on the social protection system has increased, while the decrease in budget revenues poses additional difficulties. Therefore, a systematic social support is crucial both now and in the future.

The budget of Ukraine for 2023 is more defense-oriented, which is absolutely logical considering the ongoing war throughout the country. Hence, the largest portion of state expenditures is allocated to the defense sector – half of all planned expenditures [5]. Despite significant budgetary allocations also being planned for social protection (447.6 billion UAH), the scale and depth of the complex life circumstances experienced by almost all Ukrainian families far exceed the amount of state assistance provided for the current year: forced displacement to other regions of the country, loss of employment, loss of housing, loss of mental health due to significant psychological trauma caused by the war – this is far from an exhaustive list of the challenges faced by modern Ukrainian families.

More and more families are crossing the poverty line, and the issue of employment and decent wages becomes critically important. According to the analysis conducted by the Razumkov Centre, in the near future, Ukraine can expect a further deterioration of the unemployment situation. Currently, many workers receive wages lower than the minimum wage and are often forced to work part-time [7]. The situation is further complicated by the significant number of internally displaced persons, especially in the central regions of Ukraine. Many of them lack sufficient funds and are actively seeking employment, which is a challenging task in small communities. As a result, the problem of local unemployment becomes increasingly serious. Additionally, experts predict an increase in the demand for employment among women, which is related to delayed marriage and childbirth, as well as the need to support the family budget. Analysts also anticipate an increase in the number of individuals experiencing financial hardship among minors and students due to overall poverty and a loss of opportunities for higher education. This, in turn, will create further cycles of poverty. The current situation requires urgent response both for addressing current problems and for the complete recovery of Ukraine in the post-war period.

The government of the country should expand the scope and scale of social protection programs to overcome extreme poverty and ensure access to basic medical and social assistance for all its citizens.

As practice has shown in all major crises in the past, governments, especially in low-income and below-average income countries, can do little on their own to

avoid such shocks. However, they can try to mitigate their consequences by expanding the scope of social protection programs, creating new programs, and increasing payments, particularly to the vulnerable segments of the population. Particularly effective in this regard are “cash-for-work” programs, which provide income to people willing to work on the creation of essential infrastructure such as roads, dams, pipelines, and sewage systems. In this way, the government guarantees the means of subsistence for the less privileged individuals. Since this is a state program, it ensures that only those who truly need it benefit from it, preventing additional people from falling into poverty.

Women are underrepresented in the labor force and more often employed in the informal sector, so they receive significantly fewer benefits from work-related social insurance. For them, schemes such as “cash-for-work” can be particularly effective. “Cash-for-work” is a short-term intervention used by humanitarian organizations to provide temporary employment in public projects (such as road repairs, waste clearance, or infrastructure restoration) for the most vulnerable segments of the population. At the same time, it is important to develop these programs considering gender aspects to ensure that they genuinely contribute to the expansion of women’s rights and opportunities, rather than increasing their workload and reinforcing existing gender norms.

There is a separate issue of coordinating employment and social protection policies more systematically to promote sustainable recovery. It is important for the government to continue to engage donor support in the process of crisis response to contemporary challenges. Donors can provide technical and financial assistance to partner countries for the launch and reform of social protection programs. For example, they can assist in creating central registries of social protection beneficiaries or developing a systematic policy approach that harmonizes various existing programs.

In addition to employment and income security, access to affordable and quality services is equally important for the population. For families with children, the provision of quality social services for their children is crucial, especially for vulnerable and marginalized groups who have to make decisions about finding a new place of residence.

Thus, after 1 year and 4 months of war, it can be determined that Ukrainian society has gone through stages of shocking impact of a catastrophic factor (first 2 months), absorption (end of winter 2023), and is now in the recovery stage preceding adaptation. Thus, we identify the following characteristics of a resilient state: cooperation between military government administrations and local self-government bodies, complete trust

in political leaders, the Armed Forces of Ukraine, and security structures, a nationwide volunteer movement.

We define NR as the ability of a social system to build a normal, full-fledged life in challenging conditions, the society’s ability to withstand challenges and crises in various spheres of social life by making changes and adaptations without harming the fundamental values of society and institutions. National resilience is also an element of society’s ability to strengthen national security and cannot be limited to military, economic, or medical-psychological aspects. In a democratic society, aspects such as trust in government and state institutions, patriotism, and tolerance play an important role in political participation and the acquisition of social capital, which, in turn, leads to higher levels of national resilience.” [Bilynska M, Korolchuk O., 2018]

National resilience, defined as the ability of a social system to withstand and recover from shocks and challenges, is a vital concept that assumes paramount importance in post-war contexts. It encompasses not only the ability to rebound and rebuild physically but also the capacity to address the psychological, social, and institutional dimensions of the nation. National resilience is a holistic endeavor that requires the concerted efforts of various stakeholders, including public administrators, policymakers, civil society organizations, and citizens. It also concern anti-crisis approach in public administration.

The anti-crisis measures of state governance encompass a wide range of actions aimed at preventing, managing, and overcoming crisis situations. The key aspects of such measures include certain elements. The state can implement fiscal measures, such as changing tax rates, introducing incentives for economic growth, increasing public investments, or reducing public expenditures, to ensure the stability and balance of the economy and state finances. The central bank can utilize monetary instruments, such as adjusting interest rates, controlling lending, or buying and selling securities, to regulate the money supply in the economy and ensure the stability of the financial system. The state can establish rules and regulations for financial institutions, including banks, insurance companies, and stock markets, to ensure their stability and prevent risks. Social measures can also be employed by the state, such as social protection programs, support for the unemployed, and providing assistance in times of economic hardship, to ensure social stability and protect the population from the negative consequences of a crisis.

Modern models of state anti-crisis management acknowledge the complexity and dynamics of crisis situations and strive to ensure effective response and recovery afterward. Here are some of them:

- Integrated model: This model involves integrat-

ing various sectors and levels of governance to jointly respond to crisis situations. It is based on the principle of interaction between the government, private sector, civil society, and international partners to collectively address problems and implement anti-crisis measures.

- Risk-oriented model: This model focuses on identifying, assessing, and managing risks that can lead to crisis situations. It is based on systematic risk analysis and the determination of effective strategies for risk minimization and management.

- Adaptive model: This model recognizes the uncertainty and variability of crisis situations and emphasizes quick adaptation and flexible management. It supports continuous situation monitoring, rapid response to changes, and learning based on previous experience.

- Communicative model: This model emphasizes the importance of effective communication and information dissemination during a crisis. It involves establishing interaction and information exchange among various stakeholders, as well as involving the public to ensure understanding, trust, and support.

- Cyclical model: This model adopts a cyclical approach to anti-crisis management, which includes stages of prevention, response, recovery, and learning. It underscores the need for ongoing updating and improvement of strategies and procedures based on acquired experience.

International experience in state anti-crisis management is of great importance for countries in search of effective strategies and practices in crisis management. Studying international experience allows countries to consider successful practices, avoid mistakes, and incorporate innovations into their anti-crisis strategies. However, taking into account the peculiarities of the national context and adapting international experience is a crucial aspect in achieving optimal results. Countries can learn from one another, exchanging knowledge, research, and best practices, which helps enhance their own crisis management capabilities and respond effectively to them [11].

The strategic aspects of the state's crisis management policy aimed at ensuring security include preventive measures. The state develops and implements strategies and policies aimed at preventing crisis situations. These may include monitoring economic and financial risks, developing legislative norms and standards, raising awareness and educating the population about security and crisis management. Responding to crisis situations involves the state having a developed strategy and plans for responding to crises in various sectors such as the economy, finance, security, energy, health, and others. These strategies involve coordinating the actions of different agencies and organizations, rapidly mobilizing resources, making necessary

decisions, and implementing measures to overcome the crisis. Post-crisis recovery involves the state developing and implementing strategies for recovery aimed at restoring stability and stimulating economic and social development. These may include financial support programs, infrastructure projects, stimulating investments, providing support to enterprises and workers, and promoting the development of new industries and technologies. International cooperation involves active collaboration between the state, international organizations, other countries, and regional blocs to exchange experiences, coordinate actions, and collectively overcome crisis situations. This allows for mutual support, resource and expertise exchange, and the creation of mechanisms to address global crisis challenges. These strategic aspects of the state's crisis management policy help ensure security, minimize risks, and implement effective crisis management, contributing to sustainable development and societal well-being.

Crisis analysis is an important methodology for identifying the causes and consequences of crisis situations and determining effective measures to overcome them [9]. In Ukraine, the methodology of crisis analysis is being improved through the following measures. Development of an information base is crucial as collecting and analyzing reliable data on economic, financial, social, and other aspects allows for an objective understanding of the crisis situation. Ukraine actively works on improving the statistical accounting system and ensuring access to quality and timely information. Systemic risk analysis involves developing methodologies to identify and assess systemic risks that can lead to crisis situations. This helps prioritize and plan anti-crisis measures. Ukraine focuses on analyzing systemic risks in the economy, financial sector, and other areas. Involvement of experts and consultants entails utilizing expert knowledge and engaging consultants in the development of anti-crisis strategies and measures to improve the quality of analysis and provide innovative approaches. In Ukraine, the practice of involving national and international experts to support crisis analysis is being developed. Development of contingency plans and scenarios involves creating and refining backup plans and scenarios for various crisis situations in Ukraine. This allows for quick response to changes and minimizes the consequences of a crisis by utilizing prepared measures in advance. The improvement of the methodology of crisis analysis in Ukraine is an ongoing process aimed at enhancing the effectiveness of crisis management and ensuring the country's stable development.

In Ukraine, several steps have been taken to enhance the tools of state crisis management policy [8]. The main foundations of improvement include:

- Legislative framework: Ukraine has adopted a series of legislative acts aimed at creating a legal basis for crisis management. Laws on debt restructuring, bankruptcy, financial stability, and other regulatory acts help regulate crisis situations and ensure effective management of them.

- Ensuring financial stability: Special attention has been given to ensuring financial stability as part of improving the tools of the anti-crisis policy in Ukraine. Mechanisms of macroeconomic regulation have been introduced, reserve funds have been created, the banking system has been strengthened, and transparency of financial operations has been increased.

- Stimulating economic development: Measures have been taken in Ukraine to stimulate economic development and reduce vulnerability to crisis situations. This includes attracting investments, developing innovative industries, supporting small and medium-sized businesses, and reforming sectors in need of modernization.

- Strengthening international cooperation: Ukraine actively cooperates with international organizations and partners to exchange experiences and obtain support in crisis situations. This allows for the

utilization of international expertise and resources to effectively overcome crisis challenges.

CONCLUSION

Our research endeavors to explore new approach with anti-crisis mechanism as a part of the national resilience after the war in Ukraine. Improving the tools of state anti-crisis policy in Ukraine is an ongoing process aimed at enhancing preparedness for crisis situations, ensuring quick and efficient response to them, and reducing their impact on the economy and society. The development and improvement of such mechanisms will provide a foundation for the country's rapid recovery after the war and its development as a modern, stable democracy. Public administration, as the key apparatus of governance, possesses the potential to shape policies, implement reforms, and mobilize resources to facilitate recovery and promote stability, progress, and societal well-being. By understanding the specific ways in which public administration can contribute to national resilience, we can identify strategies and best anti-crisis practices that will enable Ukraine to navigate the challenging post-war environment.

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