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EFFICIENCY OF THE MANAGEMENT SYSTEM IN THE CONDITIONS OF HOSTILITIES AND CRISES

Abstract: *The research aims to study the theoretical foundations of the effectiveness of the management system in the conditions of military operations and crises, as well as to formulate practical recommendations for its improvement. The theoretical and methodological basis of the study consists of general scientific and special methods of economic analysis and scientific cognition, namely: the method of system analysis, synthesis and scientific abstraction, method of statistical analysis, comparison and analogy, grouping, k-means clustering, graphical, tabular, generalization, and systematization. The results of the study allow us to state that the effectiveness of the public administration system significantly depends on the influence of military factors and crises in the state and society.*

Keywords: *managerial decisions, crisis, performance indicators, public administration, destabilizing factors, public authorities*

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1. Introduction

The governance system for each state is an important factor in ensuring its sustainable development and functioning. Therefore, improving its efficiency is a priority both in the current conditions and from the strategic perspective. The emergence of new challenges and dangers, which have intensified their destructive impact on a global scale, significantly affect the basic principles of governance and cause major changes. Crises arise quite often, being the driving force behind the development of integration processes. Recently, they have been aggravated by the dangers of the spread of the COVID-19 pandemic and active hostilities on the territory of Ukraine, which unfolded as a result of the full-scale armed invasion of the Russian Federation. Under such circumstances, crisis management and a

combination of political and military instruments to resolve crises and military conflict are becoming increasingly important in the context of improving the efficiency of the governance system. Given these trends, the problem of ensuring the effectiveness of the governance system becomes particularly acute. Moreover, in the conditions of military operations and crises, it requires in-depth research and study.

2. Literature review

At the current crisis stage of development of the world community, some significant destabilizing factors and threats lead to an imbalance in the world economic order and require effective regulation and solution of crisis management problems. Existing scientific research in this area allows us to distinguish different approaches and views

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on solving the tasks. However, the desired effect has not yet been achieved, due to the emergence of new dangerous risks and threats.

Guta (2019) in its research pays considerable attention to the problem of responding to crises caused by the aggravation of military-political factors. In modern conditions, they have the most significant impact on the processes and phenomena taking place in the state and society. At the same time, the scientist notes that a significant role is assigned to public authorities. Within their competence, they implement a set of measures to effectively counteract and respond to crises by regulating management relations and making management decisions. In this context, the views of Vavrek (2018) are relevant. He argues that crises lead to increased public attention to the system of governance at various levels. This is due to the need to strengthen control, because the conditions of instability, especially in the presence of the influence of military factors, cause a decrease in the efficiency of the management system and lead to significant destructive changes.

Manzoor (2014) associates the effectiveness of the governance system at all levels of the hierarchy with the responsibility of the management entities for making management decisions to provide public goods and services to the public based on openness, accessibility, and transparency. At the same time, the effectiveness of the public administration system is associated with an increase in the performance of public authorities.

Mizrahi et al. (2021) argue that in crisis conditions, a close interaction of the public with public authorities at various levels, as well as the fairness and transparency of the decision-making processes produced by them, are of great importance. Meanwhile, scientists argue that public authorities are obliged to continue investing in the provision of quality services that will help reduce social tensions and effectively resolve

conflicts and crises.

Moreover, Hak & Devčić (2017) emphasize that in the conditions of hostilities and crises, the interests of business entities cannot be ignored. They ensure the growth of budget revenues at various levels, which makes it possible to improve the management system and the implementation of functions by public authorities. Instead, Batalli & Pepaj (2017) suggest that measures to improve the efficiency of the governance system should be implemented through the improvement of the state administrative justice system to strengthen the judicial protection of all subjects of the governance system, increase public trust and ensure legal security.

In turn, Khan et al. (2018) argue that the effectiveness of the public administration system cannot be ensured without the use of e-government and the implementation of effective administrative mechanisms. Therefore, they insist on the mandatory introduction of innovative technologies into the public administration system at various levels. At the same time, scientists prove that countries with a higher level of development can provide higher indicators of efficiency of the management system, and countries of transitional type pay less attention to the establishment of interaction between public authorities and the public. In addition, according to DeCanio (2021), the effectiveness of the public administration system is evidenced by the perfection of the legislative and regulatory framework governing the relationship between the state and society.

Sokolov (2014) sees public administration as a multifunctional system that does not have a target function. He suggests evaluating its efficiency and effectiveness based on the calculation of integral indicators, the parameters of which should reflect the main trends in the quality of services provided by public authorities to the public, and not only the assessment of the effectiveness of their activities. At the same time, the scientist has formulated a list of principles of efficiency

of the management system in the public sector, which include: (1) the possibility of direct and institutional participation of citizens in the decision-making process; (2) consensus orientation, which implies balancing the interests of the state and society in decision-making; (3) strategic orientation to form long-term management goals and a set of measures for their implementation; (4) efficiency and effectiveness of the management system in meeting the needs and expectations of the public; (5) accountability, which is designed to ensure that public authorities report to the public on the results of their activities; (6) transparency, which is manifested in the accessibility and openness of administrative decision-making (Kostiukevych et al., 2020).

While studying the main factors influencing the effectiveness of the governance system in the conditions of military operations and crises, Ghosub (2018), found a significant destabilizing impact of the corruption factor on it. It is rapidly spreading to all sectors of state power and local self-government, regardless of the level of development of the country. The only difference between highly developed and developing countries in the field of counteracting this destructive phenomenon in public administration is the formation and implementation of a set of systemic counteraction measures. Due to this, highly developed countries can reduce the rate of corruption, while transitional countries cannot control it properly.

A similar position is held by Cetin et al. (2019), who also consider corruption to be the cause of significant destructive changes in the public administration system, which lead to a decrease in the efficiency of management functions. Moreover, scientists have found that the phenomena of corruption in public administration intensify in times of crisis and military instability, and pose a significant threat to the sustainable development of the state and society (Koval et al., 2021; Latsysheva et al., 2020).

Meanwhile, Gobela, et al. (2022), as a result

of their research, identified the relationship between the emergence of crises in the public administration sector and the systemic risks of globalization. These included the global financial crisis, the spread of the COVID-19 pandemic, and the Russian-Ukrainian war. They also argue that in conditions of instability, the need for crisis management, which is an integral part of the governance system, is becoming more urgent.

According to Wiśniewski (2020), the effectiveness of the management system significantly depends on the established mechanism of state management of crises and emergencies, as well as on the implementation of a systematic approach to ensuring a high level of state security. Having deepened the research in this area, Likarchuk (2020) found that global crises are closely correlated with crises in the public administration system. He proposes to distinguish the concept of a systemic crisis of public administration. By this, the scientist understands the inability of public authorities to perform managerial functions in the socio-economic and socio-political spheres.

Thus, the analysis of scientific approaches to the interpretation of the problems of studying the effectiveness of the management system in the conditions of military operations and crises allows us to identify the versatility of scientific developments. Moreover, it becomes possible to prove the interdependence of the efficiency indicators of the management system on the external and internal conditions of the functioning of the state and society.

The research aims to study the theoretical foundations of the effectiveness of the management system in the conditions of military operations and crises, as well as the formation of practical recommendations for its improvement.

3. Methods and materials

The theoretical and methodological basis of the study consists of general scientific and special methods of economic analysis and scientific knowledge. The methods of system analysis, synthesis, and scientific abstraction have been applied to identify the essence of the management system. The methods of statistical analysis, comparison, and analogy have been chosen for empirical calculations and applied research. The k-means clustering method has been implemented to group European countries by the Integral Public Administration Index. The results of the study and the formation of conclusions have been performed using graphical and tabular methods, as well as the method of generalization and systematization.

The information base of the study consists of the World Bank’s reporting data for 2018-2019: Worldwide Governance Indicators on the Integral Indicator of Public Administration.

The countries that are exposed to significant destabilizing factors caused by military actions and crises have been selected for the study, namely: Poland, Hungary, Slovakia, Romania, Moldova, Belarus, Ukraine, and Russia.

4. Results

Increased global instability and uncertainty lead to new challenges and dangers of military nature and intensification of socioeconomic and socio-political crises. Under the influence of significant destabilizing factors, there is a need to resolve problematic situations and outline ways out of the crisis. This can be achieved by strengthening the role and effectiveness of public administration, which is an instrument of interaction between the state and society and is aimed at protecting their interests. The conducted studies of the public administration system in the conditions of military operations and crises allow it to form its model and determine the place of efficiency evaluation processes (Fig. 1).

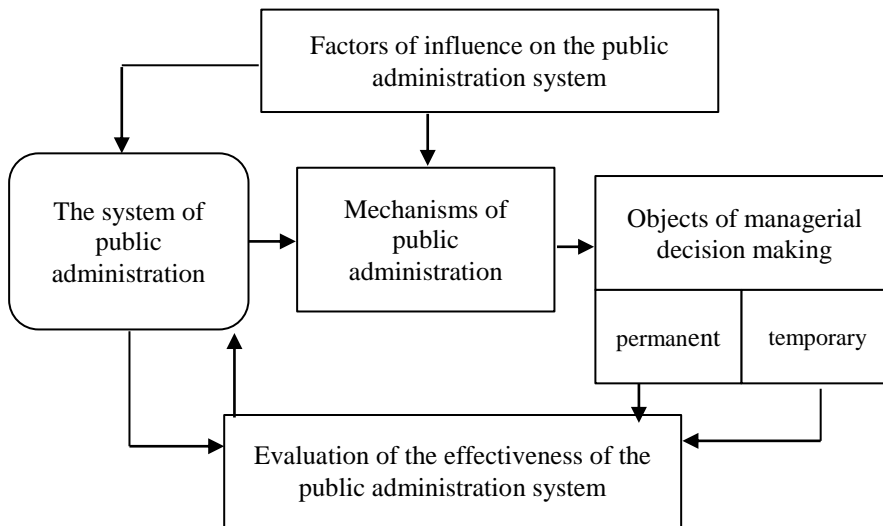


Figure 1. Model of the management system in the conditions of military operations and crises
Modified based on: Belay et al., 2019

As can be seen, the efficiency of the public administration system depends on the objects of management decision-making and on the factors of the external and internal environment that affect it.

Meanwhile, increasing global instability and crises in different parts of the world harm the public administration system of each country. Under such conditions, the mechanism of counteracting destabilizing factors of state and society development requires due attention. The realities of today show that crises are present in any state, and in some - intensified by challenges and dangers of a military nature. As we know, 2022 has become an unprecedentedly threatening and difficult year in terms of the deployment of active hostilities on the territory of sovereign Ukraine as a result of the armed aggression of the Russian Federation and its full-scale war. The emergence of new military threats has significantly deepened the imbalances of the public administration system on the European continent and especially affected the countries that are parties to the armed conflict (Ukraine and Russia) and the countries bordering Ukraine (Poland, Romania, Moldova, Hungary, Slovakia, Belarus). The processes of public

administration in such countries have been shaken and undergone significant changes. Moreover, the efficiency of the public administration system there is decreasing.

The international community has developed a toolkit for assessing the effectiveness of public administration and proposed the calculation of the Integral Indicator of Public Administration by such sub-indexes as: (1) voice and accountability; (2) government effectiveness; (3) political stability and absence of violence; (4) quality of legislation; (5) rule of law; (6) control over corruption.

Detailed research of the selected countries for each of the sub-indexes allows us to identify certain trends in the state of the public administration system in each country and the main problematic aspects. Systematized data of the countries of the world by the sub-index “voice and accountability” (Fig. 2) during 2018-2021 proved that the most crisis in this direction is in Belarus and Russia, where the values of the sub-index “voice and accountability” have negative values throughout the analyzed period, in particular, in Belarus in the range from -1.37 in 2018 to -1.58 in 2021.

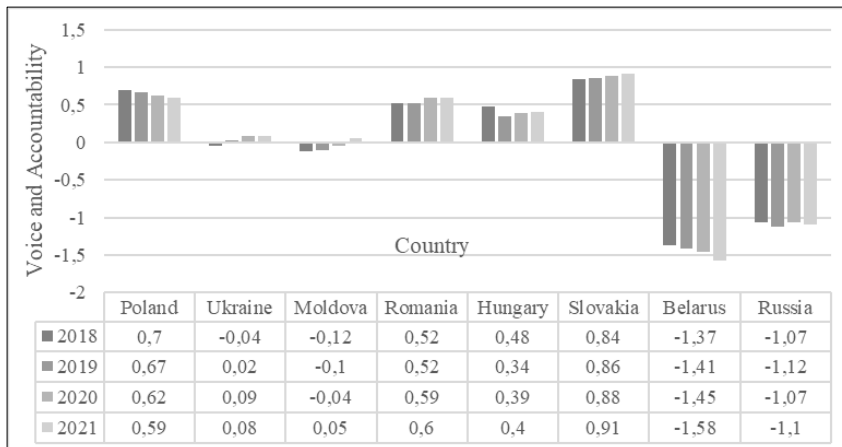


Figure 2. The state and trends in the sub-index “voice and accountability” in selected European countries in 2018-2021
 Calculated based on: Worldwide Governance Indicators, 2018–2021

This indicates a gradual deepening of the crisis and the creation of additional obstacles to the free expression of the will of the people in the electoral process, frequent cases of falsification of election results, and bias in the formation of public authorities. Similar trends are observed in Russia, where the value of the sub-index “right to vote and accountability” ranges from -1.07 in 2018 to -1.10 in 2021.

The most optimistic values of the sub-index “right to vote and accountability” are in Slovakia and Poland, somewhat lower - in Romania and Hungary. As for Ukraine and Moldova, there are insignificant, but positive trends in the growth of the value of the analyzed indicator. Countries that belong to the European Union have higher standards of ensuring the exercise of the right to vote and a higher level of public protection. Countries aspiring to integrate into the European Union - Ukraine and Moldova - have made significant efforts to achieve European standards of democratic development. There have been some positive changes, as evidenced by a slight but steady increase in the value of the sub-index “voice and accountability”. At the same time, the most

critical crisis is in Belarus and Russia, where the negative processes of public administration are deepening, and human and civil rights are ignored and leveled by public authorities at various levels.

The study of another component of the Integral Public Administration Indicator by the sub-index “government effectiveness” in the countries selected for analysis (Fig. 3) in 2018-2021 allows us to identify the effectiveness of the public administration system in terms of the quality of service provision by public authorities, the level of competence and qualifications of civil servants, as well as the independence of their activities from political pressure. According to the data obtained, the most favorable situation regarding the efficiency of government agencies is in Slovakia, Hungary, and Poland, where the highest values of the analyzed indicator are recorded. At the same time, it is worth noting that Poland and Slovakia during the analyzed period positioned downward trends in the sub-index “government effectiveness”, which indicates a decrease in the level of efficiency of the management system of government structures in these countries.

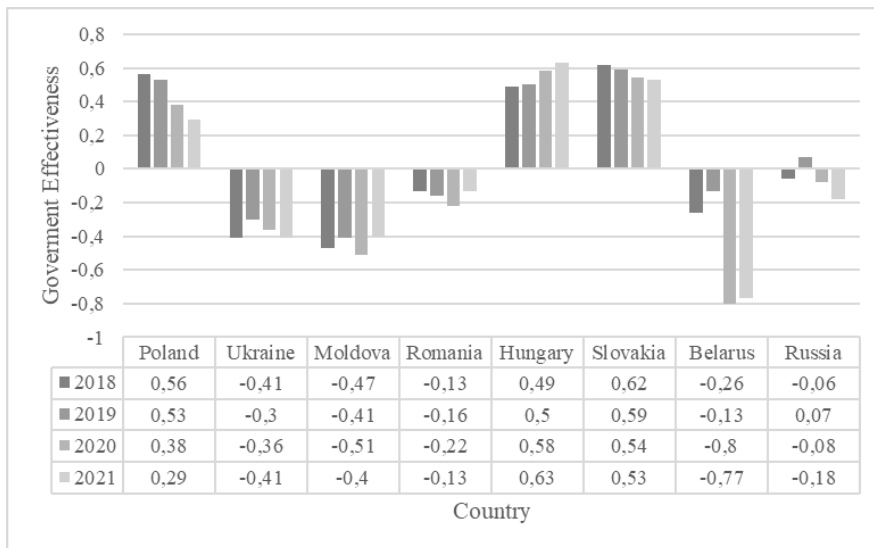


Figure 3. The state and trends of the subindex “government effectiveness” in selected European countries in 2018-2021

Calculated based on: Worldwide Governance Indicators, 2018–2021
 The most crisis-ridden state government agencies were found in Moldova, Ukraine, and Belarus. Moreover, during 2020–2021, especially negative trends are observed in Belarus, where the value of the sub-index “government effectiveness” dropped sharply to -0.80 in 2020 and -0.77 in 2021, which indicates the intensification of the crisis and the impact of destructive factors on the public administration system.

The next stage of research involves identifying the main trends in the sub-index “political stability and absence of violence”

Calculated based on: Worldwide Governance Indicators, 2018–2021
 (Fig. 4). The calculations give grounds to assert that the most crisis is in Ukraine, where the lowest indicators of political stability are recorded, the critical importance of which is due to socio-political instability, frequent changes of political course, instability of the electoral process and active hostilities in the country. Moreover, the annexation of significant territories of Ukraine by Russia has resulted in restricted access of the Ukrainian side to the state authorities located in the territories not controlled by the Ukrainian side.

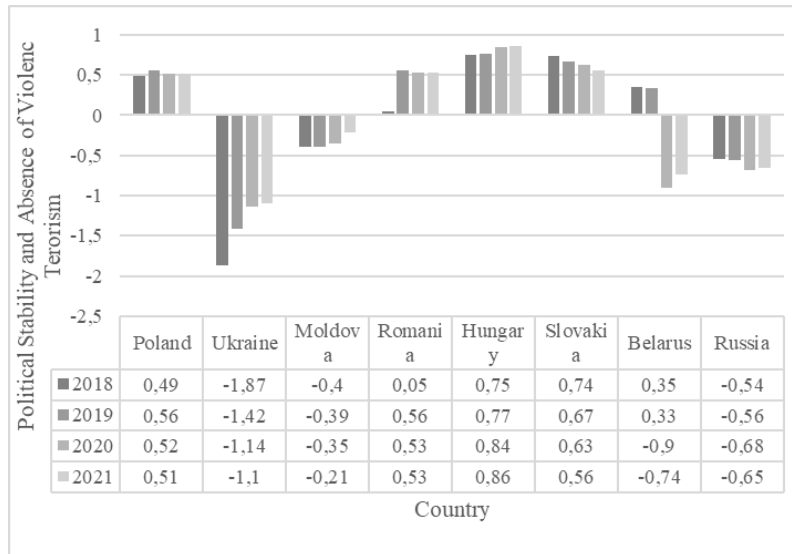


Figure 4. The state and trends of the sub-index "Political Stability and Absence of Violence Terrorism" in selected European countries in 2018-2021

Calculated based on: Worldwide Governance Indicators, 2018–2021
 As for the quality of legislation in the countries of the analyzed group, it is worth noting a certain ambiguity: the countries that are members of the European Union (Poland, Romania, Slovakia, and Hungary) show somewhat higher indicators for the sub-index “quality of legislation” than the countries that seek to successfully integrate into the Europeanspace. At the same time, in such

Calculated based on: Worldwide Governance Indicators, 2018–2021
 countries as Russia, Belarus, and Ukraine, the quality of legislation is critically low and provokes the emergence and deepening of the institutional crisis, as frequent violations of the law are recorded in these countries due to loyalty to the types of liability for committed offenses and low level of trust in the legislative system of the country.

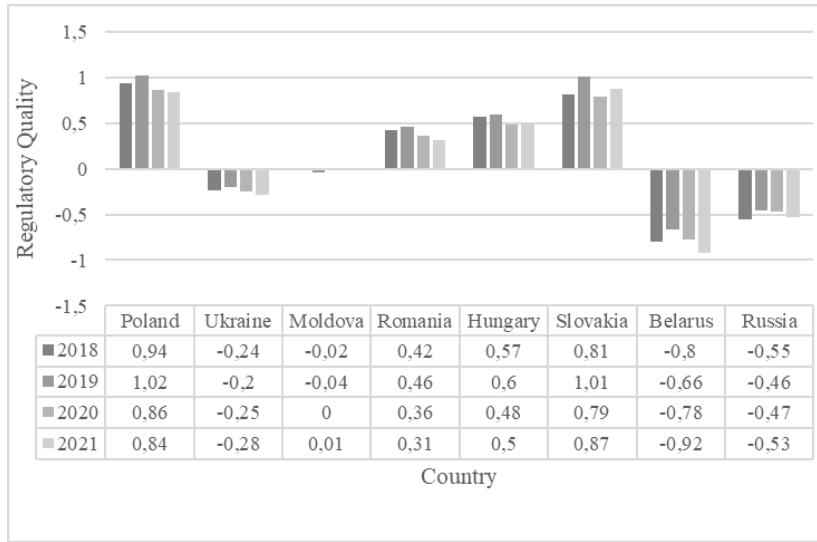


Figure 5. The state and trends of the sub-index “quality of legislation” in selected European countries in 2018-2021

Calculated based on: Worldwide Governance Indicators, 2018–2021
 Similar trends to the previous indicator are observed in the study of the sub-index “rule of law”, which shows a higher level of trust in the legislation, the effectiveness of the legislative system, and compliance with the law in countries with a higher level of development, which has been transformed into a system of European relations (Poland,

Romania, Slovakia, and Hungary). On the other hand, transitional countries (Ukraine, Moldova, Belarus, and Russia) cannot ensure high standards of the rule of law and are in crisis conditions of persistent uncertainty and socio-political instability, resulting in significant legal and institutional changes.

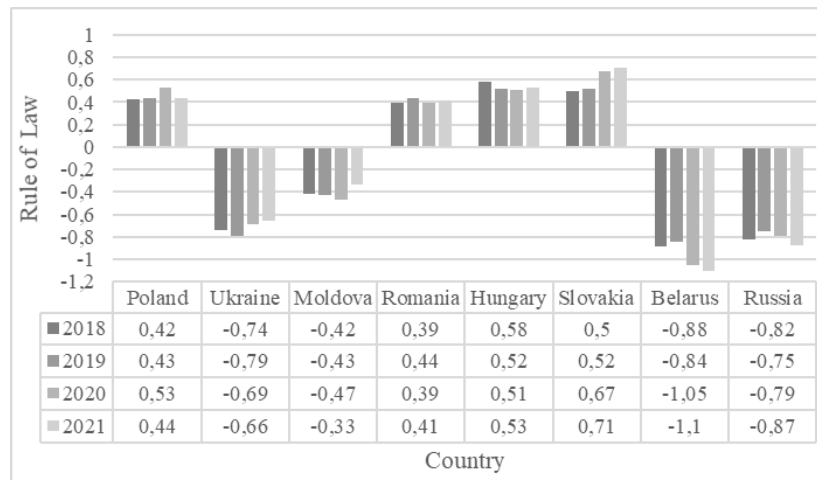


Figure 6. The state and trends of the "rule of law" sub-index in selected European countries in 2018-2021

Calculated based on: Worldwide Governance Indicators, 2018–2021

It is worth noting that in the countries of the analyzed group, corruption factors have a significant impact on the public administration system and its performance indicators, which especially increase their influence in times of crisis. The study of the trend of changes in the sub-index "control of corruption" among the countries selected for

analysis proves the relative effectiveness of combating corruption only in Poland and somewhat weaker, but positive trends in Slovakia. As for transitional countries, there are significant corruption scandals and a significant spread of corruption in public administration.

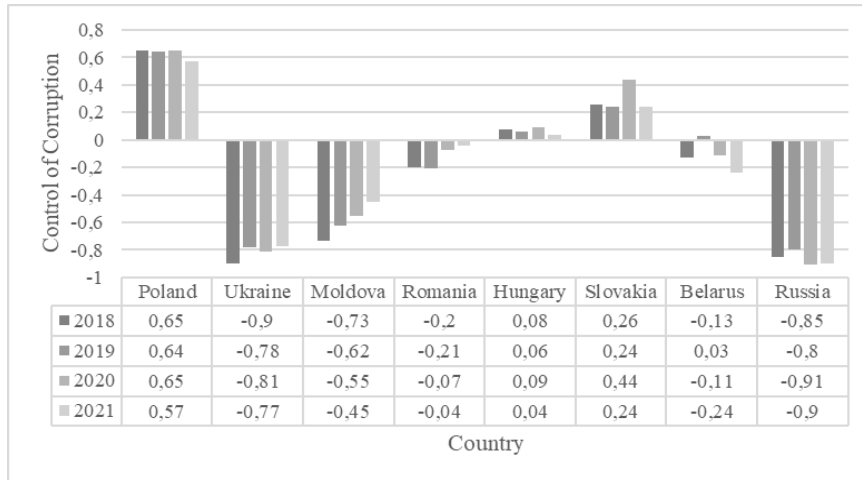


Figure 7. The state and trends of the "control of corruption" sub-index in selected European countries in 2018-2021

Calculated based on: Worldwide Governance Indicators, 2018

In such countries as Ukraine, Moldova, and Russia, the organizational and legal mechanism for combating and controlling corruption is too weak and does not meet international and European standards.

We consider it expedient to deepen our research in the direction of assessing the efficiency of the public administration system in individual European countries in 2018-2021 and to identify its common features and distinctive characteristics in the context of the selected countries. It is suggested to perform the necessary calculations using the technology of cluster analysis and, based on the k-means clustering method, to group the countries selected for the study by the Integral Public Administration Index. The results are systematized in Table 1.

Based on the results of the study conducted during 2018-2021, it was possible to identify two groups of countries characterized by common features of the effectiveness of the public administration system. The first group includes countries that belong to the European Union and are characterized as countries with a higher level of development - Poland, Romania, Hungary, and Slovakia. The second group consists of countries of transitional type, with a low level of development - Ukraine, Moldova, Belarus, and Russia, in which there are significant problems of socio-political and socioeconomic nature, and ensuring high performance of the public administration system is subject to significant destabilizing factors of the external and internal environment, systemic crises and military confrontation of Ukraine to the armed aggression of the Russian Federation.

Table 1. Grouping of selected European countries by the Integral Public Administration Index in 2018-2021

Integral public administration index							
2018		2019		2020		2021	
Country	Cluster number	Country	Cluster number	Country	Cluster number	Country	Cluster number
Poland	1	Poland	1	Poland	1	Poland	1
Romania		Romania		Romania		Romania	
Hungary		Hungary		Hungary		Hungary	
Slovakia		Slovakia		Slovakia		Slovakia	
Ukraine	2	Ukraine	2	Ukraine	2	Ukraine	2
Moldova		Moldova		Moldova		Moldova	
Belarus		Belarus		Belarus		Belarus	
Russia		Russia		Russia		Russia	

Calculated based on: Worldwide Governance Indicators, 2018–2021

The outlined trends require increased attention and a search for effective methods of overcoming crises.

5. Discussion

Studies of the theoretical foundations of the effectiveness of the governance system in the conditions of military operations and crises have identified many problems in ensuring the effectiveness of the public administration system in countries affected by systemic crises and military factors. Such a negative impact is especially noticeable in Poland, Slovakia, Hungary, Romania, Moldova, Ukraine, Belarus, and Russia. Some of them (Ukraine and Russia) are in a state of military armed conflict, while others are experiencing destructive changes as a result of crises caused by war and destabilizing impact of global factors. Among the most significant problems in ensuring the efficiency of the public administration system are the following:

- 1) low level of institutional support and institutional capacity of public authorities;
- 2) low level of public trust in the activities of public authorities;
- 3) significant obstacles to ensuring transparency of the electoral process and free expression of citizens' will;

- 4) political pressure on public authorities by interested parties;
- 5) low level of qualification and professional competence of public officials and civil servants;
- 6) deepening political instability and frequent changes of political course;
- 7) active hostilities on the territory of Ukraine due to the full-scale military invasion of the Russian Federation and its annexation of large territories of Ukraine;
- 8) low quality of legislation in transitional countries, its frequent violations, and avoidance of responsibility for committed offenses;
- 9) growth of political corruption and its rapid spread to public authorities;
- 10) lack of an effective organizational and legal mechanism for combating corruption manifestations.

Meanwhile, among the European countries that are most affected by Russia's war against Ukraine and the crises, there are two groups of countries that differ in their ability to effectively carry out public administration measures, namely: (1) the EU countries (Poland, Slovakia, Romania, and Hungary), where the public administration system is more effective and legally protected; (2) transitional countries (Ukraine, Moldova, Belarus, and Russia), where there are significant destabilizing factors to ensure

high performance of the public administration system.

To improve the efficiency of the public administration system in the conditions of hostilities and crises, we suggest>

- 1) to develop a mechanism for identifying and forecasting risks and threats to the public administration system related to the conduct of military operations and the intensification of crises;
- 2) to ensure improvement of the quality of legislation regulating legal relations in the field of public administration;
- 3) to promote the improvement of qualification and professional competence of employees of public authorities;
- 4) to form an effective mechanism for combating corruption.

The outlined measures will allow for achieving the desired results and increase the efficiency of the public administration system in the conditions of hostilities and crises.

6. Conclusions

Thus, the study of the theoretical foundations of the effectiveness of the management system in the conditions of military operations and crises, allowed us to identify a significant impact on the system of public administration of destabilizing factors of the external and internal environment, which cause the intensification of crises and

provoke active hostilities. The main reasons for the decline in the efficiency of the public administration system are the deepening political instability and frequent changes of political course, and active hostilities on the territory of Ukraine. They are caused by the full-scale military invasion of the Russian Federation and its annexation of large territories of Ukraine, poor quality of legislation, and growing political corruption. In the course of the conducted research, it has been found that among the countries of Europe, two groups of countries can be distinguished that are characterized by common features of counteracting military factors and crises: countries belonging to the European Union (Poland, Slovakia, Romania, and Hungary), where the public administration system is assessed as more effective, and countries of transitional type (Ukraine, Moldova, Belarus, and Russia), where the efficiency of the public administration system is critically low. To improve the efficiency of the public administration system in the conditions of hostilities and crises, the main measures are proposed to be aimed at developing effective and efficient mechanisms for identifying and forecasting the impact of risks and threats on the public administration system, achieving high-quality indicators of legislation regulating legal relations in the field of public administration, ensuring the professional development and professional competence of public authorities, as well as the formation of a mechanism for systemic counteraction to corruption.

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