

Review Paper

# Organisational and Economic Support for Public Administration as a Process of Preparation, Adoption, and Implementation of Management Decisions in a Pandemic

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## ABSTRACT

The research is devoted to topical issues related to the organisational and economic support of public administration as a process of preparation, adoption, and implementation of management decisions in a pandemic. The research aims to reveal the peculiarities of management decision-making and public administration in general. The primary methods used to study this issue are analysis, synthesis, thesis and antithesis method, and generalisation. To achieve the research aims, the main issues related to existing innovations in the field of public administration; the importance of organisational and economic support for public administration in a pandemic; modernised principles and methods of organising the process of preparing, making, and implementing management decisions were addressed. The main directions of the study are determined by the insufficient theoretical and methodological developments of this issue and its growing importance. The study identified the key characteristics of public administration as a process of preparation, adoption, and implementation of management decisions during a pandemic.

## HIGHLIGHTS

- The aims of the article are to examine the peculiarities of management decision-making and public administration in the context of the COVID-19 pandemic, address the importance of organizational and economic support for public administration during a pandemic, explore existing innovations in public administration, and propose modernized principles and methods for preparing, making, and implementing management decisions.

**Keywords:** Region, Management, Decisions and Strategies, Areas of the Economy, Decision-making

The topic of public administration during a pandemic has gained popularity in the scientific community. M.A. Khim (2021) emphasizes the multifaceted nature of administration, which is carried out by relevant public administrations and encompasses concepts such as power, state, politics, and public administration. O.I. Kravchuk *et al.* (2021) distinguish between the concepts of state and public administration, where public administration involves the interaction between individuals or legal entities and the relevant authorities to implement legislative acts and perform key functions such as

planning, creating conditions, coordination, and monitoring of results, as stated by V.E. Bilogur (2022). This process involves transforming state tasks through systemic reforms and organizational modernization, gradually transitioning from state administration to public administration, as noted by Yu.S. Kyryk (2022). Public authorities play a

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crucial role in providing various services and their effectiveness and efficiency should be measured. The second paradigm aims to involve members of society in the governing process through elections, referendums, and appeals.

According to V.A. Kroytor and I.O. Degtyarova (2022), the main distinction between state and public administration lies in the role of public administration as an effective mechanism for controlling state authorities and local self-government. Its activities are governed by the Constitution of Ukraine and other legal acts, which aim to implement administrative decisions and provide services to citizens in accordance with current legislation. Public administration operates under the framework of state power, with established rules and norms of citizen behavior, encompassing concepts such as civil service, state apparatus, and the state mechanism, as highlighted by O.A. Shulga (2022).

The research aims to highlight the issues of organisational and economic support for the newest system of public administration in Ukraine as an appropriate process of control, preparation, implementation and decision-making in a pandemic.

## MATERIALS AND METHODS

This study focuses on analyzing the organizational and economic support of the modern Ukrainian public administration system during a pandemic, specifically examining the process of preparation, control, implementation, and decision-making. The methodology employed takes a systematic approach to studying public administration processes. Using the analysis method, the study explores the implementation of management decisions in the context of public administration. An important aspect of the research is the development of an integrated approach to further modernize the public administration system. The research tasks are addressed through the synergistic approach, synthesis method, induction and deduction, thesis and antithesis, as well as historical and comparative analysis. Historical factors that influenced the development of the public administration system and the types of management decisions are identified.

The theoretical basis of this research is based on the results of studies conducted by several European experts aimed at studying the problems associated with defining the approaches of modern public administration as those methods that are fundamental to the formation and comprehensive development of the national economy.

The comparison method was used to make an analytical comparison of the results obtained with the conclusions of other scientists who are engaged in the practical development of issues related to an integrated approach to the study of aspects of the country's financial stability in modern conditions.

These research methods were used to identify the key criteria for managerial decisions in the article, and an attempt was made to assess the significance and effectiveness of the public administration system of Ukraine using the relevant criteria.

## RESULTS

To explore the organizational and economic aspects of public administration, it is crucial to understand the role of the state in this context, as it embodies the essence of public involvement in governance (Zamfir and Iordache, 2022). This entails fostering civil society's participation in decision-making processes, including the administrative component. Therefore, public administration utilizes diverse administrative resources to ensure the successful achievement of the overarching goal of societal democratization. Consequently, it becomes imperative to establish a comprehensive and systematic approach that encompasses the latest developments in the field of public administration, which were previously presented as scientific advancements.

The COVID-19 pandemic has had a profound impact on global societies and economies, as evident from the measures implemented by governments worldwide in response to the outbreak. Unlike economic-driven crises, the pandemic's causes were not rooted in the state of the economy, making it unpredictable for experts. The widespread closure of borders and implementation of lockdown measures globally represented the primary impact of COVID-19 on the global economy. These quarantine measures had significant effects on both domestic and international markets (Tragaki and Richard, 2022).

Firstly, the border closures caused a decline in imports and exports. Most countries imported only essential goods such as medicine, medical and industrial equipment. Secondly, the pandemic caused significant changes in employment. Many people were forced to transfer to remote work. A complete reduction in the workforce. Due to financial losses, small and medium-sized businesses were shutting down en masse.

Public administration can be defined as a well-structured system of public institutions and their activities (Pappas and Glyptou, 2021). It involves the integration of various state and non-state authorities, including executive bodies of local self-government and central government. Due to its dynamic nature, reforms are necessary in this field, particularly to ensure compliance with European standards and democratic principles in Ukrainian executive bodies and local self-government. The current state of public administration in Ukraine reveals issues such as ineffective organization of innovative activities in ministries, inefficiencies in local and regional public authorities, and shortcomings in the central level's system of executive bodies.

The key principles of public administration reform include establishing a clear system of local self-government, promoting transparency in the public civil service, stabilizing the executive branch, and enhancing the status of citizens in their interactions with public administration. The functions of public administrations can be categorized into two types: external and internal. The external system encompasses legislative frameworks, resources, and management, while the internal system includes strategies, personnel, and processes. The legal framework drives the functioning of organizations, resources ensure optimal operations, and effective management ensures the efficiency of the public sector. However, the current focus on management functions is insufficient. Internal capabilities of public administrations, such as strategies and organizational structures, significantly impact their effectiveness in implementing management activities.

The principles of public administration encompass various aspects, including prioritizing state policy, ensuring a strong connection between the management and information systems, preserving entropy as a measure of uncertainty, adopting the

least action approach, engaging in comprehensive and purposeful activities, and incorporating feedback (Roman *et al.* 2022). Regarding the functions of public authorities, they encompass the management of society, protection of historical and cultural heritage, economic influence, coordination of ideology and culture, management of social relations, implementation of domestic and foreign policies in the administrative and political sphere, and involvement in citizens' personal lives.

The mechanisms of public administration are divided into legal – relevant regulatory and legal support, laws and regulations, orders, instructions, and recommendations; economic – modern skilful management of innovative, banking, monetary and investment institutions; political formations of economic, financial, social, and industrial policy; motivational command and control and socio-economic incentives that attract public authorities to the most effective activity. The COVID-19 restrictions across Europe have demonstrated the need for digital transformation more than ever (Žak and Garncarz, 2020). The transition to remote employment, isolation, and quarantine restrictions has all required a significant amount of public spending and worsened the economic crisis. Local authorities argue that the country needs a significant number of public resources to maintain optimal performance (The territorial impact of COVID-19..., 2020). The pandemic is a modern challenge at a civilised level that has affected all areas of the global community, the first of which was the national economy and public administration. Everything is interconnected – economic downturns and rising unemployment are to be expected in the wake of COVID-19 (COVID-19 Shock on Economic Growth, 2020).

Particular attention should also be devoted to the stages of management activity as step-by-step steps of its implementation with a special set of methods and tools. They are interconnected and together form a corresponding cycle of management actions. At the same time, it is advisable to distinguish such stages of the management process as in-depth analysis and assessment of the management situation; modelling prospects for the dynamics of the management situation; development of several legal acts and organisational and technical measures; discussion and adoption of relevant decisions; control over the

implementation of the adopted plan; summing up the results of management activities; assessment of the new situation. These stages are characterised by the integration of intellectual and practical actions that have a corresponding functional load. It is also important to emphasise that the management process is always carried out to achieve certain goals, and the realisation of the organisational goal can be achieved by making and adopting appropriate decisions.

Making effective managerial decisions during a pandemic presents unique challenges, involving a mental and psychological process with significant emotional burden. The success of these decisions primarily relies on the manager's ability to address non-standard tasks and solve specific associated problems. The process of preparing and making management decisions involves several stages (Goniewicz *et al.* 2020): decision preparation (defining the goal, collecting and processing information, assessing the development of the situation, establishing criteria, and selecting the best options), decision adoption and implementation (choosing the optimal decision, communicating it to the relevant individuals, developing an implementation plan, organizing the execution of the decision, and monitoring its implementation).

In terms of the intermediate result, this process can be divided into the following three stages: identification of the goal and relevant tasks, development and decision-making, organisation of the implementation process and control. The most important stage in the process of developing a management decision is the selection of a target. It is necessary to analyse the state of the managed system and formulate prospects for its development and planned state in the future. The planned task is compared and agreed upon together with the development goals of other management subjects, which are implemented both vertically and horizontally, and it is determined to what extent the goal corresponds to the achievement of higher-order goals. Some experts argue that at this stage it is advisable to outline the goals schematically, which, in turn, will allow to development a clear plan for the step-by-step implementation of certain measures in a particular situation (Cifuentes-Faura, 2021).

Management decisions can be classified based on various factors. They can be categorized according

to the nature of the objectives as operational, tactical, and strategic decisions. In terms of their functional content, decisions can be related to forecasting, planning, technology, or organization. Decisions can also vary based on the levels of management systems, occurring at both the macro and micro levels. In terms of the decision-making process, they can be collective, individual, or collegial in nature. They are distinguished by the reasons for their occurrence (Alanezi *et al.* 2021): situational decisions, which are linked by the characteristics of the circumstances in which they arise; episodic and periodicals; scheduled, which are caused by the involvement of a certain subject of management in a certain structure of programme-target relations or activities.

As the global pandemic worsened, a large number of businesses switched to remote work, leading to the emergence of new management tools to help managers work online. The main problem of many companies was their unpreparedness for an unusual situation that required quick and concrete actions to save the company. Despite the government's support, entrepreneurs had to develop crisis action plans.

At this point employees expect business owners and managers to be responsible and to show good leadership. Management decision-making in the context of the pandemic can be described as a mental process with a significant emotional burden. The effectiveness of the decisions made mainly depends on the manager's skills in solving non-standard tasks and problems (Kravchuk *et al.* 2021). Accordingly, managerial decision-making is the main part of the management system, as decisions are the main product of a manager's work (Bilogur, 2022). Based on the situation that has arisen, employers and employees have been urged to switch to remote mode. To avoid any problems with the transition to remote work, managers and supervisors must make decisions that will help employees work more efficiently and productively. It should be noted that management decision-making differs radically from the classical process, as the conditions that have arisen during the pandemic have several peculiarities. The advantages include, for example, cost and time savings, global resources, efficiency, and productivity. However, management decision-making during the pandemic



is complicated by the need for additional tracking of tasks, lack of sufficient communication between employees at the enterprise, and data privacy issues due to the need to work in global networks.

## DISCUSSION

Modern public administration can be viewed as a multi-stage process of developing and making management decisions. In the context of the pandemic, several requirements are imposed on management decisions. Among them is consistency with previous decisions, validity, authority, timeliness, and completeness of the content, according to J. Cifuentes-Faura (2021). Thus, the study found that the completeness of the content of each specific decision means that each of them should cover the entire subject of management and areas of its activity, all areas of development. At the same time, timeliness implies preventing lagging behind or ahead of the defining tasks or relevant needs of the modern socio-economic system. Reasonableness, for example, means that a management decision should cover the entire range of issues and requirements for the management system. In terms of general outlines, a management decision covers the organisation of work at each stage; a set of goals for the functioning and development of the subject of management; the proper procedure for interaction between the relevant executors; ways and methods of achieving certain tasks; realistic deadlines for their guaranteed achievement; the means and resources involved, the sources of their provision; all those responsible for preparing each management decision and achieving specific goals, and providing the necessary resources.

An important requirement for all management decisions is their authority as a guaranteed observance by each subject of management of the rights and powers granted to it, a perfect balance of rights and responsibilities of each of them, all links, and levels of management, according to F. Alanezi *et al.* (2021).

Such extremely important issues as the essence of management activities in the public sphere and its main stages, the classification of relevant management decisions and requirements for them and the factors that determine their quality,

efficiency and effectiveness, and several others remain unexplored, as A. Rangachev *et al.* (2022).

In the current system of economic relations, the coronavirus has become a real threat. According to E. De Simone *et al.* (2022), the economic and healthcare losses are enormous. Sharing the authors' opinion, it can be said that in the new realities, changes are strikingly uncertain and unpredictable. This is partly due to weak crisis planning in states, as well as the need for strategic foresight in public administration. Having analysed the existing socio-economic problems caused by the pandemic and the response of various developed countries, it can be concluded that the problem has spread not only to the economic sphere but also to all areas of social activity. Different sectors are closely intertwined, and specific problems affect the entire economy. That is why the actions of governments should be consistent, planned, considering new realities, and real, not just declarative.

The peak of the economic downturn occurred in the second quarter of 2020 due to the introduction of self-isolation in most cities around the world (I. Casquilho-Martins and H. Belchior-Rocha, 2022). According to the data obtained in the study, there was no increase in production, and later it began to decline. Due to the significant expenses for social programmes related to assisting the poor in connection with COVID-19, public expenditures in many countries have increased significantly. Thus, the spread of COVID-19 has hurt the economies of countries, as the industries that served as sources of budget revenues have been paralysed for a long time. It is also worth noting that the solvency of the population has sharply decreased, which has reduced the amount of finance flowing into the service sector.

The European Commission, it is worth noting, has recommended that governments spend funds to stimulate the economy after the pandemic on investments in digital transformation, says S. Galiani (2022). Most European leaders are aware that closer relations between countries would help to avoid many problems (Cifuentes-Faura, 2021). Even though countries have concentrated their efforts on finding a vaccine and protecting the population, the issue of reforming public administration will soon become acute. Outbreaks of various diseases that led to a massive reduction in the working population

have repeatedly in history become the beginning of an economic crisis, which usually took the form of financial shocks (Coccia, 2022). However, in the current situation, it can be argued that a pandemic has never caused such a deep global shock before. The coronavirus recession served as the main mechanism of powerful processes that are triggered by socio-economic changes that occur every 50-60 years at the peak of long-term economic cycles and triggered the global economic crisis (Alanezi, 2021).

L. Mátyás (2022) also notes that the epidemic has taken many political and economic institutions by surprise. The study predicted that the world would enter a serious economic recession due to the consequences of the pandemic. After the last global financial crisis, measures were developed and proposed to combat a possible crisis in this sector. However, the economic and pandemic crisis is quite different. After measures were introduced to prevent the spread of the virus, it was necessary to formulate economic policies to ease the situation and minimise losses. The publication says that those countries that took longer to act will have to implement more restrictive policies and allocate more funds to economic recovery. It is necessary to start with solidarity, avoiding confrontation between countries, where assistance is offered to the most affected sectors and individuals. Thus, all governments should be involved in the reconstruction of the European economy, which will lead to a complete transformation, the promotion of sustainable industry and the implementation of prevention and public health measures. In this way, it will be possible to reduce unemployment and help the economy to recover.

## CONCLUSION

After analysing the existing problems in the system of public administration in Ukraine caused by the lack of elaboration on this issue, the study examined how management decisions are formed in general. The study comprehensively examined managerial decisions in a broad sense as an act of exercising power with the choice of a specific method in a particular situation, which is the basis of the management process.

It was found that managerial decisions in public administration should be made based on how

the result of managerial influence fits into the needs of society and satisfies the continuous social development, if they compare certain options of different managerial decisions and use the appropriate ordered set of various economic, organisational, political, and social criteria. It has also been determined that public administration can become a factor in the sustainable development of the entire national economy, as it affects not only the country's administrative sector but also the entire economy. The State reflects the essence of publicity in the management of the State: the development of participation of both citizens and civil society in governance, considering the relevant administrative component. To this end, public administration usually involves various administrative resources to ensure that the main goal of democratisation of society is achieved successfully.

The research findings are of practical value and can be used to improve and modernise both the public administration system and the national economy. Prospects for further research are due to the outdated economic and political system, and the innovative potential of the modernised public administration system. For specialists of all levels of qualification, it is necessary to formulate a unified strategy that will improve the methods of making managerial decisions for the economic stability of Ukraine in the context of globalisation.

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