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## **MODERNIZATION OF GOVERNMENT CRISIS MANAGEMENT AND IMPROVING THE EFFECTIVENESS OF PUBLIC ADMINISTRATION MECHANISMS**

## **МОДЕРНІЗАЦІЯ ДЕРЖАВНОГО АНТИКРИЗОВОГО УПРАВЛІННЯ ТА ПІДВИЩЕННЯ ЕФЕКТИВНОСТІ МЕХАНІЗМІВ ПУБЛІЧНОГО АДМІНІСТРУВАННЯ**

*The article examines the theoretical and methodological foundations of crisis management in the field of public administration under martial law. The impact of Russian armed aggression on Ukraine's socio-economic development*

*is analyzed, and the main negative consequences of the military-political and economic crisis are identified: a 35% decline in GDP, direct financial losses of approximately 600 billion euros, infrastructure destruction, forced displacement of over 13 million citizens, and degradation of production networks and logistics chains.*

*Key areas for improving state crisis management mechanisms are identified, including: modernization of budgetary, fiscal, and monetary policy; support for the real sector of the economy and small businesses; development of social protection systems; and optimization of public administration structures at national, regional, and local levels. The basic principles of state crisis management and the stages of anti-crisis strategy development are substantiated.*

*A set of state anti-crisis management measures during martial law is outlined, aimed at ensuring employment, supporting defense industry enterprises, restoring local communities, and stimulating domestic demand. It is established that the effectiveness of public crisis management is determined by the ability of state institutions to respond flexibly to internal and external challenges, ensure a comprehensive approach to macroeconomic stabilization, and allocate resources in a timely manner to overcome crisis phenomena.*

**Keywords:** *crisis management, public administration, martial law, economic crisis, state anti-crisis policy, socio-economic development, fiscal policy, monetary policy, real sector of the economy, local self-government, national security, economic recovery.*

*У статті досліджуються теоретико-методологічні засади антикризового управління у сфері публічного адміністрування в умовах воєнного стану. Проаналізовано вплив російської збройної агресії на соціально-економічний розвиток України, визначено основні негативні наслідки військово-політичної та економічної кризи: скорочення ВВП на 35%, прямі фінансові втрати обсягом близько 600 млрд євро, руйнування інфраструктури, вимушене переміщення понад 13 млн громадян, деградація виробничих мереж та логістичних ланцюгів.*

*Визначено ключові напрями вдосконалення механізмів державного антикризового управління, зокрема: модернізацію бюджетної, фіскальної та монетарної політики; підтримку реального сектору економіки та малого бізнесу; розвиток системи соціального захисту населення; оптимізацію організаційної структури органів державного управління на національному, регіональному та місцевому рівнях. Обґрунтовано базові принципи державного антикризового управління та етапи розроблення антикризової стратегії.*

*Окреслено комплекс заходів державного антикризового управління в період воєнного стану, спрямованих на забезпечення зайнятості населення, підтримку підприємств оборонно-промислового комплексу, відновлення місцевих громад та стимулювання внутрішнього попиту. Встановлено, що ефективність публічного антикризового управління визначається здатністю державних інституцій гнучко реагувати на внутрішні та зовнішні виклики, забезпечувати комплексний підхід до макроекономічної стабілізації та своєчасно розподіляти ресурси для подолання кризових явищ.*

**Ключові слова:** *антикризове управління, публічне адміністрування, воєнний стан, економічна криза, державна антикризова політика, соціально-економічний розвиток, фіскальна політика, монетарна політика, реальний сектор економіки, місцеве самоврядування, національна безпека, відновлення економіки.*

Problem statement. Unforeseen circumstances, namely the imposition of martial law in Ukraine, have significantly impacted the planned development strategy and necessitated the suspension of its implementation. These challenging circumstances require the development of a system of anti-crisis measures to address the crisis, restore the economy, the social sphere, and political processes. It is necessary to modernize the mechanisms of public anti-crisis policy in the most critical areas responsible for the restoration of political, social, and economic processes, taking into account the resource potential of Ukraine's economy.

Analysis of recent research and publications. Research into the theoretical and practical aspects of the causes and consequences of crises in the country, as well as an analysis of the mechanisms for overcoming them, was conducted by foreign and domestic scholars A. Babych, T. Bezverkhnyuk, Z. Burik, V. Dzyundzyuk, N. Sapa, I. Sencha, T. Syvak, and V. Shpachuk.

Research objectives. The purpose of this article is to provide a theoretical synthesis and scientific justification of approaches to modernizing state crisis management and improving the effectiveness of public administration mechanisms in the face of contemporary challenges.

Presentation of the main material. Ukraine finds itself in the midst of a complex military, political, and economic crisis stemming from Russian aggression, which has increased the level of responsibility and presented public authorities with a series of crisis-management challenges in ensuring the country's national security. During wartime, state bodies serve as the primary coordinator of the activities of legal, financial, organizational, and administrative institutions operating at all levels of public administration. The state must assume full responsibility and a significant portion of the costs for anti-crisis measures, and expand the functions of the public sector of the economy to fulfill the most important strategic and socially significant tasks.

The military-political and economic crisis in Ukraine necessitates the development of a plan that will enable a prompt and rapid response to a range of economic, social, environmental, and political challenges. This plan must combine strategic methods of countercyclical policy with anti-crisis wartime administration.

State anti-crisis administration under martial law must be directed toward providing maximum support and motivation to the real sector of the economy, industry, and agriculture, as well as infrastructure in local communities. Mechanisms for anti-crisis management in the country's public sector must be implemented through a plan for the nationalization and privatization of enterprises within the military-industrial complex. Furthermore, the state's involvement in the modernization of military enterprises must be strengthened by intensifying the fight against corruption, expanding state protectionism for the export and import activities of small businesses, and increasing subsidies

for the restoration of local community infrastructure. State anti-crisis programs must strengthen budgeting, lending, and investment in priority sectors and areas that determine the country's ability to overcome the military-political and economic crisis. In other words, a series of measures must be implemented to promote:

- the fulfillment of the state's social guarantees;
- the preservation of the state's economic potential;
- revitalizing the national market and fostering competition;
- stimulating innovative activity among enterprises;
- creating conditions for market-based European integration;
- developing financial infrastructure;
- ensuring economic growth [13].

In other words, the effectiveness of public anti-crisis management during a state of martial law is assessed by the effectiveness of state regulatory mechanisms in priority sectors and industries that restore the state of the socio-economic system, the viability of local communities, and the standard and quality of life of the population, while promoting social protection for the most vulnerable groups of citizens and the fulfillment of public needs and interests.

The military-political and economic crisis in Ukraine is characterized by a number of negative factors, namely: a decline in production volumes, an outflow of labor resources, a shortage of financial capital, exchange rate fluctuations, high inflation, critical investment demand, worsening social problems, and political instability. The main factors of the direct and indirect impact of the state of war on the country's development are determined by comparing actual macroeconomic indicators with those projected in the State's Sustainable Development Strategies [12].

Thus, an analysis of statistical data on the consequences of the war as of April 2025 shows that the area of territories occupied by Russia amounts to approximately 112,500–112,600 square kilometers (18.6–18.7% of Ukraine's total territory), including the territory of the Autonomous Republic of Crimea and the Donbas, the total decline in gross domestic product was 35%; direct financial losses amounted to approximately 600 billion euros; infrastructure damage included 35% of residential buildings destroyed, 32% of roads, 11% of

business assets, and 7% of airports. Thirteen million people were forced to leave their permanent places of residence, of whom more than 6 million fled the country. Over 200 enterprises were destroyed, along with cities, residential infrastructure, transportation, and water supply systems. Taking into account the economic losses of cities and small settlements, the country risks facing social decapitalization. The consequences of the spontaneous resettlement of the population to the central and western regions of Ukraine, as well as the migration of the Ukrainian population abroad, manifested themselves in a significant change in the professional and demographic composition of the territories affected by military aggression. There has been a loss of social potential not only in the economy but also in the social fabric of society, namely in the systems of upbringing and education, healthcare, services, scientific and engineering-design sectors, and so on.

Particularly significant damage occurred in business production networks; logistics chains were severed, and trade and exports were blocked. Production in large, small, and medium-sized businesses in the territories affected by military aggression ceased or declined sharply. This caused a catastrophic drop in revenue for the state and local budgets, made it impossible to fund important projects and programs, and reduced overall employment. The increase in civilian dangers has led to the restriction of economic activities to those that meet the population's primary needs for food, utilities, and communications; other economic activities have moved into the shadow sector. The government must address most pressing issues amid intensifying direct threats to the existence of Ukrainian statehood and growing instability. Repair work on infrastructure facilities damaged by military aggression is being carried out manually, and issues regarding the resumption of production activities are being addressed. "Centers of power"—namely, military administrations and local self-government bodies—play a key role in the state's crisis management. The primary functions of these governing structures include regulating socio-economic relations, ensuring security, and providing credit and "forceful" support to businesses, the population, and communities. However, under martial law, the state apparatus lacks sufficient power and is sometimes effectively "neutralized"; local self-government bodies, with the exception of

mayors of large cities, serve as an example. This has led to the shadow sector playing a significant role in the economic environment, influencing business structures.

An analysis of macroeconomic dynamics during wartime revealed negative trends in Ukraine's socio-economic processes, identified the main causes of their intensification, and outlined appropriate ways to overcome the consequences of the systemic crisis. Today, uncontrolled inflationary processes have caused structural imbalances in the economy and politics, a financial crisis, the collapse of the real sector, and the country's complete dependence on external financing. Negative macroeconomic processes and military actions have triggered a crisis in the operations of micro-entities and local markets. Large metallurgical enterprises, which accounted for a significant portion of the state budget's revenue, found themselves in the zone of active hostilities; most of them faced a range of problems with raw material supply, logistics, and product procurement. The electricity, gas, and housing and utilities sectors were particularly hard-hit; the profitability of these sectors practically dropped to zero, and debts for consumed resources reached critical levels. The agricultural and food sectors found themselves in extremely difficult conditions; they halted their expansion into the European market and saw increased costs due to rising resource prices and violations of sanitary standards resulting from wartime destruction.

During a crisis, strategy plays a decisive role in crisis management. It is the crisis strategy that serves as the tool enabling an organization to emerge from the crisis with optimal results. Unlike crisis forecasting, crisis strategy is based on real-time data. At the first signs of a crisis, a crisis management strategy is developed, aimed at finding ways to resolve the situation with minimal losses. The process of developing a crisis management strategy is typically divided into the following stages:

1. Analysis of external factors to identify the causes of the impending crisis; a large volume of information on all external factors hinders an accurate and error-free analysis, leading to inaccuracies in the results, which in turn contributes to the adoption of incorrect management decisions. To prevent

potential confusion, this analysis is typically divided into an analysis of the macro- and micro-environment.

2. Analysis of the internal state of the system to identify the causes of a crisis in the socio-economic system, where crisis phenomena may stem from internal factors; to identify all potential threats within the country, a comprehensive and thorough analysis of internal factors must be conducted. State crisis management is part of the overall system of public administration, encompassing the forecasting and timely diagnosis of crisis situations, analysis of their causes, identification of priority measures to contain crisis phenomena, as well as the development of a comprehensive program for exiting the crisis and restoring sustainable economic growth. The effectiveness of crisis management depends on the implementation of a comprehensive, systematic, and scientific approach.

3. During periods of economic crisis, the primary burden and responsibility for ensuring the country's economic security fall on public administration bodies, as state anti-crisis measures form the basis for the survival and recovery of both businesses and households, the quality of life of the population, the support of consumer and investment demand, and the removal of administrative barriers to entrepreneurship. During periods of crisis, the state's role in managing the economy and social processes increases significantly. The state acts as an organizer and coordinator of legal, financial, organizational, and managerial measures implemented at all levels, particularly at the micro level. The state assumes a significant portion of the costs of anti-crisis measures, thereby expanding the public sector of the economy to perform strategic and socially significant functions. Forecasting the development of external and internal factors affecting the country's socioeconomic development, early crisis diagnosis, the development of methods, special programs, and measures to mitigate and overcome the crisis, and systematic training of personnel for the field of crisis management are capable of effectively countering crisis phenomena.

Basic principles of state crisis management:

- scientific validity of crisis management measures;
- legal framework for crisis management;

- support for the financial system;
- assistance to the largest key enterprises;
- prioritization of social protection for the population;
- prevention of mass layoffs;
- support for small businesses and expansion of self-employment.

The most important areas of the state's anti-crisis policy include: developing the legal framework for crisis management, establishing the legal basis and methodologies for crisis regulation, and incorporating legal provisions into civil, budgetary, and tax legislation, among others. Monetary policy measures are among the most immediate and effective tools for stimulating economic policy during a crisis. It is aimed at normalizing the situation in the banking sector and ensuring broad access for businesses to credit on acceptable terms; it facilitates the resumption of investment processes in the economy, makes loans more accessible to the real sector of the economy; it contributes to lowering the refinancing rate, regulating reserve requirements, and market operations.

During a military-political and economic crisis, it becomes necessary to revise the budget amid falling government revenues, ensure budgetary financing for anti-crisis programs, and clarify the size and limits of the budget deficit. Public authorities must secure the authority and resources to expand opportunities for supporting enterprises and municipal entities within the military-industrial complex, modify the administration of military and customs payments, and broaden the sources of funding for the budget deficit. Under martial law, the policy for financing priority government expenditures must be revised, and a regime of strict austerity must be introduced, as irrational government spending can become an additional source of financial instability. Global experience in public administration shows that during periods of crisis, the role and importance of government activities aimed at the efficient and effective use of budget funds increase [12].

Under these conditions, fiscal policy must adapt depending on the depth and duration of the crisis. The existence of a state of war and political turmoil alters the conditions for financing other fiscal instruments—government spending on priority and socially oriented sectors, transfers, public

procurement, and government borrowing. Military aggression directs the public sector toward stimulating support for the real sector of the economy. Government agencies develop a set of measures aimed at expanding access to financial resources for military-oriented enterprises through direct preferential loans from the National Bank and direct financial assistance. Public anti-crisis policy is aimed at stimulating private external and internal lending institutions through interest subsidies on bank loans, strengthening state guarantee obligations, and creating conditions for the issuance of government bonds and treasury bills, followed by their repurchase by authorized state agencies at all levels.

In the context of a military-political and economic crisis, the real sector of the economy becomes extremely sensitive to the tax burden and regulatory taxation instruments; a qualitatively new tax policy is needed, one that is focused on reducing the tax burden. This policy will be implemented through reduced tax rates and import duties for defense-related enterprises, tax deductions for small and defense-oriented businesses, and limits on the growth of service rates for natural monopolies. Today, the state must actively procure certain types of socially and strategically significant products and subsidize demand for goods and services using budgetary resources. An important tool of anti-crisis management is credit support for regions affected by military actions and the provision of state guarantees to enterprises for the development of social infrastructure in local communities. Support for the real sector involves stimulating domestic demand for services in education, healthcare, science, and social protection of the population.

The core of anti-crisis state regulation, in the context of military aggression, is providing the maximum possible support to small businesses in local communities by creating additional opportunities to maintain production volumes of strategically and socially significant goods, supporting a satisfactory level of employment, and creating conditions for job preservation. As part of state anti-crisis measures, credit guarantee funds should be established, additional tax incentives should be provided, administrative barriers should be reduced, and licensing and control procedures for small businesses should be simplified. Government anti-crisis measures must take into account the

inadequate management capacity of organizations, institutions, and enterprises in active combat zones, as well as the lack, in some affected regions, of opportunities for training and retraining specialists in crisis management.

4. Improvements to the organizational structure of state crisis management must be implemented at the national, regional, and local levels of public administration and military administrations. Specialized public service organizational structures, such as crisis committees and advisory councils, should be established in local communities, and their activities should involve

5. The primary objective of the government's crisis management efforts is to reduce unemployment and labor market distortions in Ukraine as a whole and in war-affected regions. Key factors in curbing the rise in unemployment during the war include the development of targeted programs to promote employment, job creation, and the expansion of public works. In these extremely difficult conditions, it is necessary to plan and organize training, retraining, and professional development for social groups that have lost their jobs as a result of structural unemployment, and to support the activation of job search services for the unemployed at the regional and municipal levels. Vocational training for public servants, under martial law, must be proactive, specifically aimed at reducing the duration of training and retraining, the time required to find educational institutions and programs, and the creation of educational platforms. The mobility of personnel at all levels of public administration can be enhanced by creating a unified database of job vacancies in the public sector; this issue can be addressed by the National Agency of the Civil Service of Ukraine and educational institutions. Of particular importance is the systematic monitoring and analysis of the labor market situation during the period of martial law and the deepening of the crisis; this should be conducted weekly across the country's regions, with data aggregated, processed, and used as the basis for the military's operational management of the labor market.

6. A priority task of the state's anti-crisis policy is also the development of new mechanisms for managing social protection for the population affected by military actions, as well as restoring pre-war living standards and quality of life for communities in local municipalities. The war has caused a catastrophic drop in citizens' incomes across most sectors and industries, led to mass

unemployment, triggered a “freeze” on public sector wages, imposed budget expenditure cuts, increased the tax burden on businesses, fueled inflation, rising prices for essential goods, and reduced funding for social infrastructure. This has led to growing distrust of public authorities, provoked social conflict in society, and destabilized socio-political processes; therefore, anti-crisis public measures today must have a pronounced social character. As part of anti-crisis programs, it is necessary to find ways and sources to increase unemployment benefits, index pensions and social assistance, and provide subsidies to citizens using mobilized domestic and foreign financial resources, as well as by allocating funds to support self-employment. Even today, amid ongoing military aggression, new instruments and mechanisms for managing domestic demand and the national market must be developed; these represent a crucial direction for state anti-crisis reforms aimed at capitalizing on the future economy. The decline in domestic demand due to falling incomes among the population and the business sector limits the potential for future economic growth and reduces the motivation for business activity in the country.

The state management system must support and stimulate demand, first and foremost for the products of domestic enterprises that have been most affected by military aggression, which in the future can create a multiplier effect in housing construction and infrastructure development, increase government procurement for the defense industry, and so on. However, management practice shows that the implementation of modern anti-crisis management mechanisms and methods in the public sector is complicated by a shortage of human, financial, material, and administrative resources, as well as by the limited capacity to implement alternative management strategies at various levels. State crisis management involves the functioning of a system of anti-crisis institutions in the antitrust, countercyclical, structural, fiscal, monetary, investment, foreign economic, social, and environmental spheres. In the context of a military-political and economic crisis, these actions are complicated by the insufficient flexibility and responsiveness of public management tools, which limits the effectiveness of macroeconomic stabilization and the impact of social countercyclical measures. In this regard,

practical approaches to implementing state anti-crisis management mechanisms in the sphere of sectoral priorities should be such that they achieve the goal of a comprehensive approach to regulating macroeconomic processes. The development of a state anti-crisis management system will facilitate the timely diagnosis of crisis phenomena in the economy and the social sphere, the speed of response to them, and the adequacy of regulation in the face of threats to financial stability; it should utilize all internal capabilities to help enterprises emerge from crisis and remain adaptable [7].

The state crisis management mechanism must take into account a significant number of internal and external factors related to military aggression, respond flexibly to its actual impact on macroeconomic stability, adapt the response system to mitigate negative effects, make timely decisions on the implementation of crisis measures, and ensure adequate resource allocation to address crisis-related issues. The process of overcoming military-political and economic crises must be aimed at achieving full national security, accompanied by the recovery of the real sector of the economy, the resolution of social problems, and the ensuring of sustainable development of local communities. A systematic approach to state crisis management will enable effective resistance to crises and an adequate response to external and internal factors caused by political, economic, and social processes.

Conclusions. Thus, a systematic approach to crisis management within the public administration system will ensure the resolution of pressing issues and challenges in state regulation during a period of martial law through the development of a regulatory framework for crisis response measures and the establishment of a system of methodological support for the operation of innovative crisis management tools and mechanisms. By developing a set of high-quality and effective crisis management tools and mechanisms, state public authorities should incentivize key actors in the economic and political spheres, as well as civil society institutions. It is necessary to review the core tools of fiscal and tax management, particularly regarding the resolution of identified shortcomings in the formulation of revenue and expenditure items in state, regional, and local budgets, the causes of their deficits, and the directions for developing and implementing anti-crisis programs aimed at

renewing revenue sources and financing the most critical sectors of the economy.

During the period of military aggression and the period of restoration of Ukraine's socio-economic system, state anti-crisis management must focus on supporting the real sector of the economy through tax regulation and access to affordable credit, financial, material, and intellectual resources. Military public administrations and local self-government bodies are capable of jointly and systematically implementing comprehensive measures, programs, and projects that will lead to the modernization of the economic sector and the resolution of social and environmental problems in local communities. Effective measures to improve the structure of public administration at all levels will ensure that civil servants acquire new competencies, optimize their functional responsibilities, and ensure the operation of motivational factors.

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