ANTI-CRISIS MANAGEMENT IN THE SYSTEM OF PROVIDING PUBLIC SERVICES IN THE FIELD OF CIVIL PROTECTION

ABSTRACT

The relevance of the problem stated in the article is due to the fact that the development of anti-crisis management and the idea of a Public Administration "State for citizens" requires effective mechanisms to ensure the quality and accessibility of public services in the field of civil protection. The purpose of the article is to develop recommendations on Crisis Management and standardization of public services in the field of civil protection. The leading approach to the study is the institutional approach, which allows us to consider Crisis Management, Regulation, and standardization as tools for typifying public services in the field of civil protection for their automatic presentation in electronic form, assessing their quality and availability. The main results of the study are a generalization of the experience of multifunctional centers in providing services and experience in crisis management and assessing the quality and availability of services; determining the nature of administrative regulations and service standards; defining criteria for evaluating the quality and availability of services; clarifying the content for comprehensive quality and availability of services and developing an evaluation algorithm. The submitted materials may be useful for employees of executive authorities. Taking into account the results of the study, we can identify a number of scientific problems and promising areas for further consideration: identifying trends in the processes of crisis management, regulation and standardization of public services in the field of civil protection; development of methods for assessing the quality and availability of public services in the field of civil protection.

Keywords: Crisis Management, Authorities, Public Services, Civil Protection, quality, and reliability

JEL Classification: H12

INTRODUCTION

Various crises and problems impact communities and take many forms. This includes natural disasters, cyber-attacks, as well as geopolitical crises, such as the two World Wars, and a myriad of diseases such as the black plague. The most recent pandemic is Covid-19. Furthermore, the 1929-1933 depression along with the financial crisis in the early 21st century are prime instances of financial and economic crises the world has faced. (Wisittigars, & Siengthai, 2019). Apart from this, businesses, face complex challenges and difficulties in monitoring communications and handling different shareholder requests in a rapidly changing environment. “Every organization must pay attention to disaster management, learning, and communicating to thrive and survive. Furthermore, responding quickly, positively, and effectively to a crisis can not only mitigate it, but also result in an enhancement of market share, as well as positive employee relations” (Padhan, & Prabheesh, 2019). Institutions try to handle crises by containing and mitigating their impacts using different tools such as strategy, governance, IT, and conflict management which are crucial roles in professional organizations within the domain of crisis management (Jemovic, & Marinkovic, 2019; Hasan, & Rjoub, 2017). Many studies address various problems related to crisis management. These problems are scattered in multiple areas, making it hard for problem solvers to track and mitigate while learning from their experiences. Although attempts have been made to study crisis management (Alkandari & Al-Lozi, 2017; Apuke & Tunca, 2018; John-Eke & Eke, 2020; Nojoumi et
al., 2015; Padhan & Prabheesh, 2019) but they all are focused only on the field in which they learn, none of them tried to analyze it from a holistic perspective. Accordingly, the current study seeks to assess the current state of crisis management in civil protection public service delivery to look at and provide insight to professionals and academics on what has been done and what still needs to be done in crisis management. Thus, the issue of anti-crisis management for providing public services in the civil protection field is of the highest importance.

LITERATURE REVIEW

A crisis is an unstable issue in which change is looming with a high possibility of an outcome that is problematic (Hanslik, 2018). It is also known as a non-normal situation that arises for every business, causing a threat to its viability (Demiroz, 2017). There are three types of crises. The first is immediate which occurs without warning and lasts a long time (Apuke, & Tunca, 2018). While Afani, K., & Khalkani, P. (2018) classify crises into the predictability of crises and possibilities of impact, such as normal, difficult to solve, and fundamental crises. Moreover, the crisis has multiple characteristics manifested by severity, complexity, unexpectedness, sequence speed, and outcomes, along with anxiety, tension, and a several lacks of information, with declining IT presence. (Abdullrazak, & Alyamani, 2019; Dumelescu, & Muţiu, 2021; Hornmoen, & Maseide, 2018; Olaniran, & Scholl, 2020). “There are various causes of the crisis, and many of them of which are related to human factors such as estimation, misinterpretation and miscalculation, and misunderstanding” (Suhimat, 2017; Padhan, & Prabheesh, 2019).

And also, administrative causes such as poor resources, ignorance when it comes to mismanagement, and early warning signals (Jonker, 2019; Nojoumi et al., 2015). In addition, causes beyond the organization's control, natural disasters, blackmail, terrorism conflicts of interest and external military pressure, and sabotage or copyright infringement (Kapucu, & Ustun, 2018; ALHumeisat, & ALBashabsheh, 2020; De Groeve, 2020). In addition, there is a rather unexpected result that the global financial crisis came about due to error accumulation under rules and financial policies in the US as well as irresponsible actions that lead to the creation of gaps in derivative markets and ultimately caused the crisis of 2008 (Guo et al., 2018).

Crisis management is also known as the art of eliminating risk to enable organizations to achieve milestones (Harrison, & Johnson, 2019). It is decision-making at its finest within the domain (Seba, et al., 2019). It is also known as the development and application of procedures, mechanisms, and plans to identify, prevent, contain, recover, and learn from a crisis. (Stieglitz, et al., 2018). According to Thongpracum & Silpjaru (2020), crisis management is a management technique to deal with issues in light of readiness, awareness, knowledge, and available capacities of indivual. David & Carignan (2017) defined crisis management as a structure designed to manage crises while monitoring variables that are emerged from the activities with minimal losses. Crisis management seeks to prevent crises before they occur while mitigating the effects of undesirable consequences, and outright preventing them from spreading disaster everywhere, and emerge from it with the least possible losses (Alkandari, & Al-Lozi, 2017). Pearson and Mitroff conducted a study that highlighted a framework for crisis management (Al Thani, & Obeidat, 2020). The structure is made up of five different stages which are detection followed by preparation and subsequent containment of damage while resuming business signals and learning from the experience. Al Maqtari et al. (2020) discusses four critical points which were also highlighted by Pearson and Mitroff. These can help They may help to better define the variations between crisis-ready organizations and those which are prone to crises. If organizations' performance is poor or just performing well on one or two of them, they may not succeed. Furthermore, Abu-Rumman, S. B. (2016) concluded the six steps to improve crisis management. These include initiating, probing as well as rethinking and probing while intervening and changing oneself. Furthermore, he also said that management cannot prepare for all types of issues. The probability that the organization will face a crisis if it is not addressed as part of its strategic management responsibilities.

However, the issue of civil protection public service under the anti-crisis management paradigm – in particular its standardization – is not sufficiently studied.

AIMS AND OBJECTIVES

The purpose of this paper is to enhance recommendations and standardization for crisis management in civil protection. This study aims to:

- research typization tools for public services in the field of civil protection;
- sum up the experience of multifunctional centers for providing public services in the field of civil protection under anti-crisis management;
- determine indicators for monitoring in terms of civil protection public services under the anti-crisis management paradigm.

**METHODS**

The major approach to be used is the institutional approach, which leads to considering crisis management, followed by its regulation, and the tools of typification that exist within public services in the sphere of civil. The study revolves around two hundred and fifty civil servants who showcase their opinion about administrative and public regulations along with standards for services in civil protection. Furthermore, 350 visitors to public service centers were used to gauge performance. During the research, various methods were used. This included document analysis, questioning, and concept generalization. A three-stage process was used where the issue in economic theory was gauged along with centers of civil protection and their duties during crisis management, assessment of quality and accessibility of public services in civil protection were summarized; the second stage was to clarify the essence of administrative regulations and standards of public services in civil protection; the third stage was to determine the criteria for assess.

**RESULTS**

The importance of the study relies on the mechanism that ensures accessibility and quality of public services within civil protection. In Ukraine, administrative reform is aimed at solving this problem.

The reform’s essence is to enhance the state’s function and executive authorities while introducing management processes in authoritarian domains. This leads to the creation of a mechanism for the adoption, development, and execution of decisions at different venues of levels of government while organizing centers for services in civil protection and developing and implementing standards for public services in civil protection and administration.

Undoubtedly the reforms have positive results which involve the development of a framework for civil protection along with an inventory that is related to businesses within the civil services domain. Furthermore, the development of programs to enhance the quality of state services in civil protection, as well as the performance of state services; development and implementation of standards for state services in civil protection.

The reforms also show that the public service standard in the sphere of civil protection has major issues. There is a lack of a list of organizations and bodies that play a part in provisionary services and there is also a lack of proper documents required to obtain services, as well as ways of their preparation. “There is no maximum timeframe for completion of administrative procedures and administrative actions related to service delivery; there is no optimized list of grounds for refusal in service delivery, which contains prerequisites for corruption; there are no flowcharts of administrative procedures for service delivery” (Hanslik, 2018). This requires anti-crisis management and optimization of public services’ standards along with administrative regulations.

In this field, a research paper is structured along with such blocks and results: 1) Multifunctional centers’ experience in providing services in civil protection; 2) Administrative standards and regulations of public services in civil protection; 3) The knowledge in assessing accessibility and quality in civil protection. 4) Criteria for assessing them 5) Content of crisis management, comprehensive provision of public services, and algorithm of their assessment.

**Experience in multifunctional public service centers in the field of civil protection.**

A vital area of crisis management within public services is to ensure transparency of the activities of state bodies. The Single portal of state services contains information about state services (functions) provided by state executive authorities; there is an opportunity to submit documents and applications in electronic form to receive state assistance. The websites of the state authorities showcase several services that help in the documentation of public services.

The provision of public services in the MFC is carried out based on the regulatory acts. Based on this principle, the provision of public services is carried out after a single application of the applicant with a request, and interaction with the authorities providing public services or organizations provided by the MFC regardless of the regulations stated in the agreement of cooperation by the applicant.
This method reduces the material, moral and time expenditures of consumers, and therefore the popularity of MFC is constantly growing. “At present, the MFC can be an institution with legal presence, corresponding to the functions, and requirements along with capabilities, interaction with the applicant and the authorities providing public services in the field of civil protection, and other conditions established by the legislation of Ukraine. The results highlight reduced time for the provision of public services in the field of civil protection, reduction of interagency red tape, achieving a significant anti-corruption effect due to the lack of direct interaction with the services provided by civil servants, the disappearance of demand for intermediaries included in corruption schemes, increased comfort, and satisfaction with the interaction of citizens with public authorities and local structures”. MFC assists in reducing costs while ensuring quality, accessible conditions for receiving services within the domain of the public sector. The results highlight that over 90% of MFC visitors value their work.

The importance of regulative administration and standards for the provision of public services in the field of civil protection.

The main tool for crisis management and regulation of public services is the acceptance of various regulations and legal actions of local self-government bodies as well as state executive authorities while establishing the terms and sequence of provision, procedures, and actions of authorities within the public sector along with their interaction with individuals or legal entities. Before the adoption of regulations, there were no uniform necessities to the content of normative legal acts, which helped in the establishment of implementation procedures by public authoritarians. “The procedure of providing most state services in the sphere of civil protection was governed by documents, and often there was no single document describing this procedure itself. Development of administrative regulations allowed to systematize the powers of state authorities, fill the gaps in normative acts of Ukrainian legislation, streamline administrative procedures, and in some cases eliminate redundant steps. Administrative regulations establish requirements for the provision of services and comfort for citizens, as well as the personal responsibility of officials and the possibility of pre-trial appeal of their actions (or inaction).”

Thus, at present, the Administrative Regulations is the only document that contains all the information necessary both for citizens and officials (date, list of documents, grounds for refusal, duties, and procedure for appealing actions (inaction) of officials, contact information, comfort level, etc.). It was established that currently over five hundred and fifty administrative regulations of services of state executive authorities were approved. At the regional and local levels, more than “15100” and “80500” regulations have been approved. For anti-crisis management and optimization of administrative regulations, the following measures are taken (Abdullrazak & Alyamani, 2019):

1) the development process of regulations of public services in the field of civil protection, along with their approval;
2) the process for exercising control over compliance with regulations. Regulations of public services within civil protection are defined;
3) developed standard (model) administrative regulations (execution) in the field of civil protection in the regions;
4) uniformity of names of public services in the field of civil protection, administrative regulation’s structure, as well as information on these public services in civil protection published in the State Register and on the single portal, making, if necessary, appropriate changes in the regulations governing the provision (execution) of public services in the field of civil protection.

“The standard of public services in the field of civil protection raises the problem of normative consolidation of the system of requirements to the content of the system, the procedure, and conditions of providing public services in the interests of the recipient (Abdullrazak & Alyamani, 2019)”. The standard of public services in the sphere of civil protection includes:

1) beneficiaries’ description of services;
2) a compressive document list to receive the service;
3) data about the work process of the beneficiary and the body which provides the service;
4) data on the deadlines for service provision;
5) a comprehensive list for refusal of services;
6) peculiarities of services for the disabled and elderly;
7) the procedure of correcting issues of the service provided” (Abdullrazak & Alyamani, 2019).
Knowledge of the evaluation of accessibility and quality of services in the public domain.

Within current state legislation, there is a lack of a concise definition of public service quality in the sphere of civil protection. There is a list of indicators that evaluate the regional effectiveness of government bodies, ensuring the quality and accessibility of public services in the field of civil protection, and increasing the responsibility of regional authorities for enhancing the quality of life for Ukrainians. In the Kyiv region, a method for evaluating the effectiveness of the executive authorities’ heads has been tested. This experiment relates to individuals who substitute these places and regulate the main trajectories of development of the territories and direct the work of subregional executive bodies. They have a direct impact on the accessibility and quality of services. A comprehensive process based on forty-three basic and thirty-nine additional criteria was used to assess the effectiveness of the heads of executive authorities. The region’s characteristics are defined from two perspectives. The socio-economic development level at a given stage was assessed, and on the other hand, the change of one or another indicator during the year. According to the author, this approach allows taking into account the changes occurring in the region which results in the possibility to evaluate the accessibility and quality of services in the sphere of civil protection.

If a region with low development showcases a high growth rate, then we can talk about the success of the head of the region. The system developed was used for evaluating the civil servants’ performances. It was monitored based on 70 criteria for assessing the performance of civil servants. The major one was the satisfaction degree of the residents of the region with the quality of public services in the sphere of civil protection, assessed based on the results of surveys that were conducted regularly of the population.

To summarize the above, it must be overserved that, given the socio-economic condition of regions, universal indicators are impossible. An example can be of the advanced regions in terms of development will be taken into consideration where there is a birth rate increase and mortality decrease. Another example is the inconsistency between the population’s evaluation of the activities of regional executive authorities and the speed of socio-economic changes in the region.

It is established that in multiple Ukrainian regions there exist vast experiences of monitoring the accessibility and quality of public services in the field of civil protection:

1) socio-economic regions development rating;
2) regional rating by the level of economic potential;
3) regional rating for business development;
4) regional rating by the national projects’ implementation priority;
5) method of assessment and forecasting of needs for public services in the field of civil protection, using methods of measurement.

Assessment criteria of accessibility and quality of public services in the field of civil protection.

Quality of public services in the sphere of civil protection is seen as a grade of satisfaction of compliance and customer expectations with the established needs and standards, and quality of services provided with affordable cost. Accessibility of public services is seen as the convenience of obtaining them. Accessibility and Quality of public services in the field of civil protection depend on the managerial rule, which ensures that administrative processes for provision, as well as compliance; standard indicators of service results, implementation guides, features of administrative processes, and procedures for their provision. Anti-crisis management of public services in the field of civil protection is based on the criteria of quality, accessibility, and customer satisfaction with the quality, and accessibility of services. The Standards for evaluating the quality of public services are as follows.:

1. Efficiency and Timeliness.
   1.1. A number of requests for services within a specified period.
   1.2. The number of customers waiting in line for services.

2. Compliance with requirements, administrative regulations, and standards of the recipient of the service.
   2.1. The number of customers happy with the service quality and process.
   2.2. The number of cases correctly executed (correctly made accruals, payments, etc.).

The criteria for assessing the public service availability in civil protection include:

1. Waiting and reception comfort (sanitary conditions, aesthetic design, technical equipment of the waiting place)
1.1. The customers are happy with the equipment in the waiting area.
1.2. The customers are happy with the sanitary conditions.
1.3. The customers are happy with the design.
1.4. The customers are satisfied with the expected period of service provision.

2. Rationality and simplicity (possibility of remote reception; one-stop-shop model, price of the service; transport and pedestrian accessibility of the service provider; physical accessibility - elevators, ramps, working hours).
2.1. The customers are happy with the possibility of receiving services remotely.
2.2. The customers are happy with the “one-stop-shop” model.
2.3. The customers are happy with the price of services.
2.4. The customers are happy with transportation and walking distance to the service provider.
2.5. Number of consumers satisfied with physical accessibility.

3. Contact worthiness and efficiency (attitude of staff to the recipient of the service - politeness, tactfulness, empathy, instruments of pre-trial appeal of staff actions - known and available).
3.1. Number of substantiated issues to the total number of customers served by this type of service.
3.2. The number of substantiated complaints reviewed and resolved promptly.
3.3. The number of customers satisfied with the existing procedure of appeal.
3.4. The number of customers satisfied with the conditions of appeal.
3.5. The number of customers satisfied with the politeness of the staff.

4. Openness and transparency (information about the content of the service, the rights of the recipient; availability of a call center; posting information on official websites on the Internet).
4.1. The number of consumers satisfied with the quality of information about the service order.
4.2. Number of cases when a consumer correctly filled out documents and data on the first try.
4.3. The number of services that are available via the Internet.

Customer satisfaction with the quality and accessibility of public services in the field of civil protection is measured by the number of consumers who trust the service provider” (Abdullrazak & Alyamani, 2019).

Content of anti-crisis management, comprehensive quality assurance, and public service accessibility in the field of civil protection and algorithm for their assessment.

It was established that the accessibility and quality of public management are fiscal anti-crisis management, regulation, and standardization that strengthen the vertical of power. The major role belongs not to people, but to the principles of systemic relationships that determine the content of comprehensive provision of quality and public service accessibility in the sphere of civil protection and the algorithm of their assessment (Table 1).

<table>
<thead>
<tr>
<th>Anti-crisis management and comprehensive accessibility and quality of public services in civil protection</th>
<th>Algorithm for assessing the accessibility and quality of public services in civil protection</th>
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<tr>
<td>Creation of mechanisms orienting executive authorities to enhance the quality and accessibility of public services</td>
<td>Standardization and regulation of the process of providing public services</td>
</tr>
<tr>
<td>Rational specialization of executive authorities in the provision of certain public services following their powers</td>
<td>Development of a system of regular results-based monitoring of processes, including the meaning of indicators and criteria for evaluating the quality and accessibility of public services in civil protection with public involvement; the subjects of monitoring</td>
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<tr>
<td>Transfer of executive authorities to the provision of services in electronic form; creation of a system of regional portals of public services in the field of civil protection, including remote receipt of services with an electronic document certified by an electronic digital signature; creation of call centers</td>
<td>Determination of parameters for controlling the information openness of public authorities.</td>
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To sum up, efficient anti-crisis management for providing public services in the civil protection field requires several prerequisites and enablers. Firstly, there is a need for the creation of a system of multifunctional centers to provide public services in civil protection. Additionally, administrative regulations are required for the provision of public services in the field of civil protection allowing streamlining of the powers of public authorities. Finally, monitored indicators have to be calibrated for regional peculiarities in terms of conditions of socio-economic polarization.

**DISCUSSION**

This paper determined that anti-crisis management for providing public services in the civil protection field is a multi-facet issue operating under various conditions of exogenic and endogenic origin. This paper raised an issue of typization tools for public services in the field of civil protection. Another issue raised is an experience of multifunctional centers for providing public services in the field of civil protection under anti-crisis management. An additional issue discussed in this paper is indicators for monitoring civil protection public services under the anti-crisis management paradigm.

Earlier research papers indicate findings supporting this paper’s results. Namely, research on the interconnection of paradigms “crisis management”, “public administration”, and “public services’ monitoring” by Thongpracum & Silpjaru (2020) and Olaniran & Scholl (2020) supports this paper’s results. Additionally, research by Jemovic & Marinkovic (2019) on the improvement of governance and public service delivery is in line with this paper’s results. Further, research by De Groeve (2020) supports this paper in terms of assessing public services’ quality and accessibility in the socio-cultural sphere.

However, this paper – contrary to the earlier research – places more emphasis on the forms of interagency interaction of executive authorities, allowing for standardization and formalization of the public services’ quality management system. Additionally, earlier research – contrary to this paper – does not summarize the experience of multifunctional centers providing public services in civil protection and experience in assessing public services’ quality and accessibility. There are also different standings in this paper and earlier research on the essence of administrative regulations and standards for public services in civil protection.

**CONCLUSIONS**

Based on the study of crisis management of public services in civil protection the following conclusions can be made:

1. The main idea behind the creation of the system of multifunctional centers to provide public services in civil protection is the implementation of the “one-stop-shop” principle when a citizen is freed from the need to obtain certificates from other government agencies, go through instances or pay intermediaries. MFCs established in Ukraine allow citizens to receive various services in one room and without direct interaction with officials.

2. Development of administrative regulations for the provision of public services in the field of civil protection allows streamlining the powers of public authorities and local governments to streamline their activities, and to fill gaps in the normative acts of the legislation of Ukraine.
3. Analysis of experience in assessing the quality and accessibility of public services in the sphere of civil protection shows that indicators cannot be universal under the conditions of socio-economic polarization of regions. The positive dynamics of some social indicators are often inversely proportional to the level of socio-economic development of the region.

The presented materials might be useful for employees of executive authorities. Because of the obtained results of the study several scientific problems and promising areas for further consideration can be identified, i.e., identification of trends in the processes of crisis management, regulation and standardization of public services in civil protection; development of methods to assess the quality and accessibility of public services in the field of civil protection.

REFERENCES / ЛІТЕРАТУРА


оцінки їхньої якості та доступності. Основними результатами дослідження є узагальнення досвіду діяльності бага-
тофункціональних центрів із надання послуг і досвіду антикризового менеджменту та оцінки якості, доступності
послуг; визначення характеру адміністративних регламентів і стандартів обслуговування; визначення критеріїв оці-
нки якості та доступності послуг; уточнення змісту для комплексного забезпечення якості та доступності послуг і
розробка алгоритму оцінки. Представлені матеріали можуть бути корисні співробітникам органів виконавчої влади.
З урахуванням отриманих результатів дослідження можна виділити ряд наукових проблем і перспективних напрямів
для подальшого розгляду: виявлення тенденцій у процесах антикризового менеджменту, регулювання та стандар-
тизації державних послуг у сфері цивільного захисту; розробка методів оцінки якості та доступності державних
послуг у сфері цивільного захисту.

Ключові слова: антикризовий менеджмент, органи влади, державні послуги, цивільний захист, якість і
dостовірність

JEL Класифікація: H12