

# Technologies for government regulation of the fight against the pandemic Covid-19: global trends and Russian practices

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## Abstract.

**Research background** The fight against the pandemic has become not only a field for implementing medical efforts to counter the disease, but also an arena for identifying government (as well as corporate) technologies for effective management. Sad circumstances make it more urgent to compare the potential of state systems in the face of force majeure. They re-highlight the role of public confidence to their government as a factor of readiness to switch to a regime of strict self-restraint. Again, an analysis of social and economic investment clearly shows the true priorities of governments. It is clear that it is too early to draw conclusions, the fight against the epidemic is far from complete, but a number of major comparative studies have been launched, and scientists publish studies describing the situation in their countries.

**Purpose of the article:** to show the role of science as a factor that implements the trends of globalization; to identify the main global models of government measures, comparing them in terms of impact effectiveness: to give some parameters that characterize Russian model, outlining legislative and organizational innovations in its public administration.

**Methods** The article is based on the data-driven approach, which allows you to compare measures applied by governments of different countries, including Russia.

**Findings & Value added** The publication identifies at least four general global trends and some models, reflecting national features in basic technologies. In addition, the article describes the organizational features (governing bodies and the adopted special laws) of Russia.

**Keywords:** *Covid-19; government technology; benchmarking; global measures; Russian practice*

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## 1 Introduction

The pandemic became a huge test for all mankind: it took away (on the end of August) more than 827 thousand lives, the number of sick persons approached to 25 million. Self-isolation regimes of the population and the closure of production in April-May will cost at least a 5% decrease in world GDP. Closing the borders between countries will push to the bankruptcy transport and travel companies, catering establishments.

By the end of August, three trends emerged. In some countries, the pandemic continued to grow (India, Mexico, Pakistan, Bolivia, etc.), in others, and they are in majority, it ended. The number of cases, and the number of deaths in them began to decrease significantly compared to April. However, further scenarios diverge. In a number of states, a positive trend continues (see the left column of Table 1), in others (right column), a new wave of the pandemic begins. Scientists believe that the most effective actions took place in China and South Korea [1-3].

**Table 1.** Dynamics of data on mortality and morbidity from COVID-19 per day.

Country	Death 29.08	Death 01.08	Ill 29.08	Ill 01.08	Country	Death 29.08	Death 01.08	Ill 29.08	Ill 01.08
USA	1109	1121	46105	60749	France	32	17	6111	2551
Japan	11	0	647	730	G. Britain	12	7	1542	688
China	2	4	30	213	Italy	5	5	1409	168
Russia	110	150	4829	5395	Germany	0	3	1557	715
Canada	7	11	456	682	South Korea.	3	1	371	28

Source: [4]

The availability of open and varied statistical databases, as well as information on the measures taken by governments, makes it possible to compare countries with each other, identifying the most effective of them, as well as to formulate national models of government action, highlighting the reasons for their occurrence. Comparative studies are described in many publications [5 - 9]. This group of studies also includes a comparison of the effectiveness of regional management in one country, f.e. in [10] the experience of 4 regions of Spain is described.

## 2 Background (identifying common patterns in Public Politics as realization of both: trends to globalization and the first steps in scientific recommendations)

IMF, WHO, UN and other international organizations have stepped up their activities. They have created - each in its own field - statistical barometers, hold open (public) e-meetings of the world's population with specialists, organize communication between governments to exchange experience.

New types of global communication have appeared - open e-platforms: coronavirus-stop.ru, worldometers.info/coronavirus/ etc. Their role in a pandemic was described B.Sander and N. Tsagourias [11]. Almost all countries have included the COVID-19 data barometer as one of the portals of existing news networks, for example, an authoritative economic platform - Howmuch.net. A certain division of labor has taken shape in information support. Johns Hopkins University, duplicating WHO, collects and publishes medical statistics on a daily basis in general and by country. Gallup and Brooking analyzes of country data - offers economic and social information, IMF in "policy tracker" - publishes financial indicators.

The willingness of representatives of the social Sciences to provide their opportunities was shown in conducting sociological research on the population and its behavior in connection with Covid-19. For example, a group of researchers (Naveed Ahmed et al), after interviewing 1,800 residents of Lahore, found that half of them have little idea of the essence of Covid and how to protect themselves from infection [12]. The factor of public distrust of the government was confirmed by research [13].

It seems that the active and timely involvement of science in identifying medical and management trends allows us to assert that despite the increased territorial and transport disunity, the ideas of globalization prevail.

Against the background of the forced separation of people, the closure of borders and freedom of movement between countries, the first line of discussion arose: whether the fight against Coronavirus will lead to a rejection of integration. This opinion was expressed by Philippe Legrain [14]. Saud-Faiho A. reinforced this hypothesis by stating that liberal values in general are in question [15]. Blake E. Ashforth proposed to reconsider the understanding of the concepts of identity and identification in the new conditions [16]. As a complex problem that allows for various scenario alternatives to future events, it was suggested to consider globalization trends [17].

It seems that the development of science, the ongoing activities of international organizations and the continuing facts of assistance between States allow us to remain optimistic about preserving the established traditions. So the practice of aid between the "northern" and "southern" countries is not decreasing too. According to the IMF, 18 billion \$ were allocated to 50 countries to fight the pandemic.

Recognizing that countries choose their own ways to fight the pandemic based on their own characteristics, it is impossible to avoid common patterns. These include three main technologies for activating government activities: reorganization of the healthcare system and initiation the forms of isolation (1), assistance to the population experiencing financial difficulties due epidemic (2), measures of economic assistance to enterprises and their employees (3). It is clear that in different countries the ratio between these areas is different, but in most of them they are present.

In most countries, common methods of organizing the fight against the pandemic are also being identified. The first is the transition of countries to the "manual management», which presupposes quick, without unnecessary approvals methods of reflection of threats and negative circumstances. States have adopted laws giving governments temporary rights to such actions, created headquarters to control the situation, and reviewed their financial capabilities. The second is the transfer of more than usual powers to the regions. The third is the increasing level of publicity and openness of governments (and Institutions). Almost all countries introduced daily reports on the dynamics of cases, comments of leaders on the measures taken, created additional information platforms, without fail, including information in news broadcasts on television and radio.

### **3 The difference in models of dealing with a pandemic**

It is evident that in the course of the fight against the pandemic and its consequences, different approaches have emerged. Evaluation, and even more revealing the reasons for these features, has yet to be due to their diversity and incomplete process. At present, we can talk about the basic principles and goals that the governments of the countries set for themselves, as well as the presence of traditional methods of interaction between the state and the population, which remain. So, if the countries of Europe and America, based on democratic values, allow more freedom for the population, in Asia more stringent prohibitive measures are used.

Success of China in the fight against the pandemic, scientists associate with the cruel "draconian" methods of isolation in Hubei province, where all enterprises, schools were closed and public transport did not work. It was also reinforced by the use of a special technique that allows people with fever to be identified in a crowd, forcing them to be tested. Other Asian countries (South Korea, Singapore and Taiwan) took different paths. They introduced strict and mandatory isolation of all infected and those who were in contact with them. They also tested the population everywhere. This Asian model has proven to be extremely effective. Its important aspect is the high responsibility of the population, which from the beginning took the pandemic seriously, learned from previous experience, and endlessly trusted the state. According to the European Center for the Fight against Coronavirus, out of 344 thousand deaths, 10 thousand fell on the countries of Southeast Asia. Here are the relative data (per 1 million inhabitants): Japan - 6.4 people, South Korea -5, China - 3. For comparison, in Italy, Spain, Great Britain, this figure exceeds 500, the USA -200, the Russian Federation – 24. As a result, Western scholars have recognized the effectiveness of authoritarian measures in emergency situations, as opposed to unstable and populist European ones.

Along with this feature, at least three more can be distinguished: basic goals as a reflection of regulatory functions (1), centralization / decentralization of interventions (2), dividing countries into donors, recipients and providing themselves (and only themselves) with funding (3). To concretize the conclusions in the first direction, let's analyse the programs that required the highest costs among the five leading countries in terms of investment in the economy: Germany - 20.1% (815.6 billion USD), the USA - 11% (1300), Canada - 8.4 (145.6), Australia - 9.7% (133.5), China - 1.2 (169.7). The distribution of costs for four major programs is presented in table. 2.

**Table 2.** The largest programs of the 5 leading countries in financing the counting pandemic

<b>Country</b>	<b>First program</b>	<b>Second program</b>	<b>Third program</b>	<b>Fourth program</b>
USA	to transfer to each American \$ 1,000	Support of large business (transport companies) in the amount of USD 500 billion	Loans to small businesses (USD 100 million each)	Compensation for losses from canceling planned operations in the amount of USD 100 billion to state medical institutions
Canada	Provision of subsidies for wages (up to 90%)	Provision of government-guaranteed credit lines to small businesses in the amount of up to CAD 40 thousand	Monthly unemployment benefit of 2,000 CAD	Tax deferrals for small and medium enterprises
Germany	EUR 50 billion assistance program for small businesses and self-employed facing bankruptcy	Additional support for self-employed in the amount of EUR 7.7 billion	Loan guarantees in the amount of EUR 400 billion to secure corporate debt at risk of default	Business support program in the amount of EUR 100 billion in order to prevent bankruptcy (takeovers by foreign companies)
China	Financial injections into banks in the amount of (79 billion USD), as well as a reduction in the required reserves for them	Financial injections into banks in the amount of (79 billion USD), as well as a reduction in the required reserves for them	Exemption of logistics (transport) companies providing delivery of vital goods from VAT	Tax incentives for enterprises from the tourism, transport, hotel and restaurant business
Australia	Unemployment benefits every 2 weeks in the amount of 550 AUD	Additional payments to recipients of social benefits in the amount of 750 AUD	Financing of small and medium-sized enterprises in the amount of up to USD 100 thousand to cover operating expenses during the quarantine period	Airline support program in the amount of USD 715 billion

Source: [18]

Analysing the data presented, it can be revealed that in the United States, funding programs distribute money relatively evenly between the sides in need. At the same time, the actualization of aid in the form of direct payments to the population can be viewed as an act of Trump's election campaign. It seems that Canada's programs are maximally aimed at helping the population and small businesses. Germany focuses on helping employers, seeing in them the preservation of labor traditions and entrepreneurial culture, which has always distinguished the policy of this country. China's policy is fundamentally different - it supports business, focusing on the banking and logistics sector as the base of its economy. The distribution of funds in Australia reveals the socio-economic problems that

are most acute for the country: rising unemployment, the need to help the poor, the preservation of small and medium-sized businesses, as well as airlines.

Summing up the features, two conclusions were highlighted. The first is that there is no direct link between the size of government efforts - funding and declining morbidity or economic growth. So, China, not being the leader in financing, has already come out of the crisis and since August there has been a positive increase in GDP. Another important conclusion that the researchers came to is the advantage of the Asian "hard" model of influence on the population, compared to the European-American democracy, where party populism and the interests of election campaigns may be embodied in the adoption of not the most effective measures [19].

#### **4 Measures of "manual regulation" to combat the pandemic in the Russian Federation**

The date of the start of the fight against the pandemic in the Russian Federation is officially considered January 27, when the country's Prime Minister Mikhail Mishustin held a meeting on the prevention and control of the spread of the pandemic. Then the "struggle headquarters" was created, which was headed by Tatyana Golikova (the vice head of government), as well as the heads of the ministries: healthcare, transport, Rospotrebnadzor (the body that supervises the work of the trade and service industries), etc. In general, its function was to coordinate actions, since in accordance with the Presidential Decree, the main powers for operational directions were transferred on lower levels of governance.

During the period from March to May, 250 legal acts were adopted in the Russian Federation. For brevity and illustration, we present them in Table 3.

**Table 3.** Generalization of information about legal acts adopted in the Russian Federation in connection with the pandemic

<b>Direction of regulation</b>	<b>Number of Laws</b>	<b>Specification of content and titles of some acts</b>
- on-line interaction	67	creation of new services on government websites, the transition to electronic sick leave, remote registration of the unemployed, registration of lump sum payments and other documents,
- postponement of duties (extension right)	52	the transition of the execution of some state. functions for correspondence mode: control and verification of documents, remote consideration of all complaints from the population, expansion of forms of electronic document management at enterprises
- suspension of public duty	44	from 1.04, a law was adopted on amending to the laws "On the prevention and elimination of emergencies", which endowed the government with extraordinary powers to regulate licensing activities: licensing, certification, examinations, etc.
- restriction of public duty	22	The adoption of the aforementioned amendments made it possible to suspend the functions of the financial commissioner, arbitration courts, a moratorium on bankruptcy cases, and restrictions in the planned activities in medical institutions. There were made refusals from the Unified State Exam, Olympiads for schoolchildren, etc.
- the weakening of the requirements in the financial sector,	43	The execution of financial transactions was simplified, the procedure for an open state order was temporarily canceled etc.
- postponement of issues	5	primarily related to restrictions for business: confirmation of the origin of goods, the procedure for passing technical automobile Inspection
- the weakening of the responsibility	30	it concerned, first of all, the relations of individuals in front of each other, legal entities in front of individuals, f.e. transport in front of passengers ..., the builders do not charge a penalty in favor of citizens for delay)
- the reduction of payments	9	for example, were decreased 50% for air navigation services, exemption from duties for certain medical goods and drugs, rent for state property
- postponement of public events	9	was postponed the call for military service; the Subjects of the Federation received the right to postpone elections
- tightening of regulation	7	of measures related to limiting the isolation of the population in a pandemic, f.e.compliance with requirements, prices in pharmacies, a ban on the export of personal protective equipment,

Source: The table was compiled on the basis of the HSE weekly reports on the progress of the fight against the pandemic, N9

In general, measures to combat the pandemic in the Russian Federation can be assessed as decentralized. They combine the dominance of soft (European) technologies in relation to the population with harsh methods of influencing public enterprises. Voting for amendments to the Constitution should be viewed as a manifestation of political aspirations, although most public events were prohibited. The Russian Federation takes the middle position in terms of the volume of financing of social assistance and measures to influence the economy. Funding is carried out from the reserve fund of the country, state. budget and attracted money from private investors, which are still extremely insignificant. State guarantees to banks for lending are considered as a basic measure of economic support. GDP is expected to fall 5.5%.

## 5. Conclusion

The publication highlighted general (global) and special (national) methods of combating COVID-19. The first group included common general areas of influence (restructuring medicine, helping to people who find themselves in a difficult situation due to the inability to work in isolation, as well as promoting the economy) (1), switching to a “manual management” mechanism (2), increasing publicity in the activities of governments (3), upgrading the activity of international organizations, including the performing of information and analytical functions (4). All countries can't but mobilize the efforts of all social actors: government (and their resources), the public, NGO's, individual philanthropists, more over some of them received help from international organizations or other countries [20]. All of them had to choose the optimal / rational directions: isolation or relatively free communication; to determine the rating of assistance goals (population, economy, large, medium or small enterprises), etc.

The main manifestations of the features are: the choice between two alternative management options: centralized and decentralized (1); an orientation towards the basic principles of public administration (2); the preparedness of the people and their reflection on government recommendations (3).

Russia occupies an intermediate position between the Asian and the European-American model. The authors of the publication revealed the general features of national regulative mechanism: preserving of authoritarianism, comparatively low level of publicity.

The article revealed an active discussion about the fate of countries' trends towards globalization, identified at least three points of view and also expressed its own, which is that as long as global social institutions are created and developed in the world, f.e. science, international cooperation and solidarity - globalization persists.

It's too early to sum up: the pandemic is not over. However, the openness of information allows us to compare "governmentability" both at the state and at the regional level (within States), identifying the factors that determine it.

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