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ORGANIZATIONAL MECHANISM OF PUBLIC ADMINISTRATION IN THE FIELD OF NATIONAL SECURITY

Abstract. The article analyzes the functional characteristics and components of national security as a factor of social and state development. The content of the concept of “security” is defined through the prism of modern concepts and challenges of global threats. The analysis of a wide range of Ukrainian literature on national security issues shows that the main part of it is devoted to the formation of the national security model in the context of democratic transit and globalization processes. The main objects of protection (security components) are defined as a triad, which consists of the following components: man-society-state.

The purpose of the article is to consider the problematic aspects of the implementation of state management mechanisms in the field of national security. The article determines that the current stage in the formation and implementation of Ukraine’s national security strategy is related to the need to protect its national interests in the face of new threats to its state sovereignty and territorial integrity. In this context, the “National Security Strategy of Ukraine” (2015) and the Law “On National Security of Ukraine” (2018) are of primary importance as long-term planning documents. It was found that they define the main principles and actual threats to national security, goals, mechanisms of protection of Ukraine’s national interests. The program content of these documents is the basis for the planning and implementation of state policy in the field of national security and defense of Ukraine.

It was noted that the main task of the state policy of Ukraine is to further strengthen national security as a key factor in social development. Emphasis is placed on the fact that the modernization of Ukraine’s foreign policy and diplomatic service is designed to strengthen its position in the international environment and ensure the development of a system of collective security within the framework of the Euro-Atlantic community – the European Union and NATO. It was noted that the foreign policy strategy of Ukraine adapted to national interests should be one of the dominant factors in the formation of a full-fledged civil society, which will be able to create an adequate system of state security and defense and ensure its quality level. It was determined that one of the priority tasks of the state authorities is the comprehensive

implementation of the National Security Strategy of Ukraine in the context of the growth of asymmetric threats and conflict-causing factors.

Key words: national security, mechanism of public administration, international security, public interest, national interest, foreign policy, asymmetric threats, full-scale invasion.

ОРГАНІЗАЦІЙНИЙ МЕХАНІЗМ ДЕРЖАВНОГО УПРАВЛІННЯ У СФЕРІ НАЦІОНАЛЬНОЇ БЕЗПЕКИ

Анотація. У статті проаналізовано функціональні характеристики і складові національної безпеки як чинника суспільного та державного розвитку. Зміст поняття «безпека» визначено через призму сучасних концепцій та викликів глобальних загроз. Аналіз широкого спектру української літератури з питань національної безпеки показує, що її основний загальний присвячений формуванню моделі національної безпеки у контексті демократичного транзиту та процесів глобалізації. Головні об'єкти захисту (безпекові компоненти) визначаються як тріада, яка складається з таких компонентів: людина-суспільство-держава.

Метою статті є розгляд проблемних аспектів реалізації механізмів державного управління у сфері національної безпеки. У статті визначено, що сучасний етап у формуванні та реалізації стратегії національної безпеки України пов'язаний з необхідністю захисту її національних інтересів в умовах нових загроз її державному суверенітету та територіальній цілісності. У цьому контексті особливе значення мають «Стратегія національної безпеки України» (2015) і Закон «Про національну безпеку України» (2018) мають першочергове значення як документи довгострокового планування. З'ясовано, що вони визначають основні засади та актуальні загрози національній безпеці, цілі, механізми захисту національних інтересів України. Програмний зміст цих документів є базисом для планування та реалізації державної політики у сфері національної безпеки і оборони України.

Відмічено, що головне завдання державної політики України полягає у подальшому зміцненні національної безпеки як ключового чинника суспільного розвитку. Поставлено наголос на тому, модернізація зовнішньої політики та дипломатичної служби України покликана зміцнити її позиції у міжнародному середовищі та забезпечити розбудову системи колективної безпеки в рамках євроатлантичної спільноти – Європейського Союзу та НАТО. Відмічено, що адаптована до національних інтересів зовнішньо-політична стратегія України має бути одним з домінуючих чинників формування повноцінного громадянського суспільства, що буде здатне створити адекватну систему державної безпеки, оборони та забезпечити її якісний рівень. Визначено, що одним з пріоритетних завдань державної влади є комплексна реалізація Стратегії національної безпеки України у контексті зростання асиметричних загроз і конфліктогенних чинників.

Ключові слова: національна безпека, механізм державного управління, міжнародна безпека, публічний інтерес, національний інтерес, зовнішня політика, асиметричні загрози, повномасштабне вторгнення.

Formulation of the problem. National security, as one of the key concepts of political science and an important factor in social development, is gaining more and more importance in the conditions of global transformations. At present, when the international system is affected by non-traditional challenges and asymmetric threats, the development of theoretical and praxeological foundations of national security is required to optimize the forms and methods of domestic and foreign policy activities of state authorities. Therefore, the use of research results in the field of national security is a necessary prerequisite for the implementation of the National Security Strategy of Ukraine.

Analysis of recent research and publications. The source base of the article consists of the works

and publications of domestic researchers in the field of ensuring national security. L. Balatsko, D. Vasylenko, D. Galat, M. Pavlyuk, G. Perepelitsa, O. Sanogo, K. Savchuk, S. Fedunyak, M. Chepeleva, Yu. Shcherban and others. In general, the authors agree that the strengthening of national security should take place by guaranteeing the protection of national interests and values and compliance with the current geopolitical situation.

The goal of the work. The purpose of the article is to consider the political aspects of national security in the context of modern Ukrainian studies.

Presenting main material. At the beginning of the XXI century. some countries, in particular the world periphery, found themselves on the verge of survival precisely because of the turbulent

development of the post-bipolar international system. Accordingly, the number of countries whose state of the economy and social system is characterized by extremely negative indicators has increased, which gave reason to call them “failed countries”. The growth of internal and external threats to the stability of national development has become a reality. For Ukraine, whose sovereignty, territorial integrity and independence are subject to the destructive influence of the former strategic partner – Russia, the importance of protecting national interests in the form of security has become vitally important.

The content of the concept of “national security” is interpreted depending on the cognitive traditions of each individual state. However, the role and organizational forms of national security are determined by the historical and socio-political conditions of the state in which it is born, develops and functions. Important for clarifying the essence of national security is its external dimension, that is, the state and conditions of development of the state and society in the international environment. In the context of world history, the origin of the term “security” does not have a clear chronology. Thus, in ancient times, the concept of safety, which was used by Plato, was interpreted as the absence of danger or evil for a person. The philosopher and writer Cicero, who was a supporter of the republican system of ancient Rome, considered the main function of security through the prism of a person's desire to “protect his own life...avoid everything harmful and obtain everything necessary for life” (Semenets-Orlova, 2015, c. 138). In the Middle Ages, security was understood as a calm state of the human spirit, which made it possible to feel protected from any danger. At the same time, this term was used extremely rarely in the lexicon of the peoples of Europe before the beginning of New History in this sense.

Only in the XVII–XVIII centuries, thanks to the philosophical concepts of T. Hobbs, J. Lock, J.-J. Rousseau and B. Spinoza, the use of the concept and term “security” has spread significantly. In a generalized sense, the content of this concept was identified with a state of calm, which arises as a result of the absence of real danger, both physical and moral. It was during this period that the first attempts at theoretical elaboration of this concept were made. The most interesting version was proposed by the Austrian lawyer and social activist J. Sonnenfels (1732–1817), who believed that the state of security is a necessary condition for the free existence of a private person and the development of society. Moreover, he considered the growth of

the population as one of the main factors of ensuring the internal and external security of the state. So, from the 19th century, in European countries, the state of security began to be considered as a scientific category in the context of the security of the individual, society and the state.

In the historical evolution, the concept of “national security” (national security) entered the political vocabulary in 1904 thanks to the American republican president T. Roosevelt (1901–1909). After the end of the Second World War with the adoption of the National Security Act (1947) in the USA, the meaning of this term began to be interpreted as the ability of the state to preserve sovereignty and territorial integrity, maintain political and economic relations with other countries, at various levels to protect its institutions and management system from external influence, as well as control its borders. Therefore, national security, having transformed into a state strategy and the leading direction of foreign policy of the bipolar era, acquired the status of international security.

Almost until the end of the 90s of the XX century the state of security in the world was determined by the formula “international security at the end of the Cold War”. This epistemological “narrowness” in terms of its formulation reflects the specificity of post-bipolar period in which security processes have different, that is, geopolitical scales and functional parameters of development different from the previous one. In this period, under the influence of military-political, economic, socio-cultural, environmental and other factors and relevant problems, the security space changes its format from national and international to global.

In the “nature-man-society” system, the main factor ensuring its stability is safety. It has been proven that all elements of the hierarchical world society without exception: individuals, groups, classes, nation-states and their various associations are under the constant influence of factors of internal and external order. In the social plane, the security imperative extends to the entire object range – from small communities to global systems or global society.

As a subject of socio-political analysis, the concept of “security” is often interpreted as the antithesis of danger, the concrete manifestation of which is the concept of threat. This way of interpreting this term is most common in Ukrainian and Russian scientific literature. Thus, in the collective work of Ukrainian scientists “Globalization and development security”, security is defined as the basis of statehood: “The security of the state is the

ability to counteract the realization of threats to its existence and the values of civil society. This is the degree of protection of the interests and rights of the citizen, the people, the state from external and internal threats” (Білопус, 2001 р. 89). In the Law of Ukraine “On the Basics of National Security of Ukraine” of 2003, the main objects of protection (objects of national security) are defined as a triad consisting of the following components: person-society-state (Нормативно-правова база у галузі безпеки і оборони України, 2012, р. 50).

Without clarifying the epistemological and epistemological nature of national security and clearly identifying its philosophical, sociological and political essences, the definition of “security” is a subjective description of its antipodes, such as threat, danger, risks, etc. The replacement of the objective with the subjective, as well as the lack of an empirically verified base of the concept of security, primarily affected the methodology and categorical apparatus of security studies as one of the branches of social sciences and educational discipline.

In the domestic educational and academic scientific traditions, the category of national security is considered in a conceptual-ideological abstract format and reflects the dominant influence of the Western liberal-democratic tradition. In particular, this approach, which considers the people as the bearer of sovereignty, is identified with the American political vision of national security, which consists in ensuring the security, prosperity and freedom of the American people. It is worth noting that the influence of the American and Russian concepts of security also affected the culture of political thinking in Ukraine, where the people also appear as the main subject of the state’s security policy and the bearer of the idea of sovereignty.

A significant body of scientific literature on national and international security issues testifies to their extreme relevance, as well as the urgent need for reconstruction of basic security concepts. An analysis of a wide range of works by Ukrainian scientists on the mentioned topic shows that their main focus is on the formation of a model of national security under conditions of “democratic transit” and processes of globalization. Transformational processes in the world and in Ukraine have given researchers the task of not only determining the doctrinal foundations of national security, but also the priority directions of security policy that would correspond to the new international and political realities. Based on the general theory of security and the hierarchical interdependence

of normative legal acts in the field of national security, a triad of principles was formulated: concept-doctrine-strategy. It is the elements of this hierarchy that are the structural and functional factors that were laid at the basis of the logically constructed construction: “the concept of national security – the doctrine of national security – the strategy of national security” (Семенченко, 2008; Ситник, 2007).

Recent scientific investigations have shown that the development of the problems of creating a comprehensive system in the field of national security (concepts, doctrines, strategies) is in its initial state. This is explained by the insufficient level of the theoretical and methodological basis of research, their unsystematic processing and the lack of coordination within the framework of existing academic structures and research centers. According to the Ukrainian political scientist O. Kolomiyets, “inconsistency in the preparation of strategic documents creates isolation from each other and disparate arrays of legal norms relating to certain aspects of national security” (Коломієць, 2013, с. 367).

Another factor that has a specific impact on the process of scientific research in the field of national and international security is the unpreparedness for real intellectual and methodological pluralism inherent in domestic social sciences. The fact is that the Ukrainian intellectual environment is dominated at the same time by the tendency towards monistic structures and the establishment of a “methodological consensus” with the world political science community. One way or another, such ambivalence in the approach to key social science categories cannot be considered a manifestation of “civilized” methodological pluralism. According to the concept of “scientific revolutions” by T. Kuhn, it can be qualified as a manifestation of the “pre-paradigmatic state” of political science. According to the Ukrainian researcher O. Poltorakov, recently in the domestic political science “certain theoretical and methodological shifts have been observed”, which creates the necessary conditions for dialogue based on pluralism and openness (Полтораков, 2009, р. 9–10).

The analysis of legislative acts of Ukraine and various administrative and political documents, which contain formulations of national security, reveals their inconsistency both among themselves and with the system of current legal acts in the field of national security management. Such a discrepancy in the wording of the content of security and its inadequate reflection in the relevant documents complicates the implementation of

the Concept of National Security in a specifically defined time frame. With this in mind, some scientists have proposed their own methodology for formalizing ideological, conceptual and doctrinal approaches to defining the content of national security. Its essence lies in the combination of three components of security: “national values – national interests – national goals” into a single functional system.

The key concept in this triad is “national interest”, the definition of which in the context of national and international security acquires special importance. In addition to the common epistemological status, the concepts of “national security” and “national interest” are functionally combined, since they come into force through political legitimization in the structures of state power. Having received a legitimate status in the form of an official doctrine, they become suitable for practical implementation in the political sphere. Since these concepts are very close in the epistemological sense, they can be considered as synonyms. In addition to the common epistemological status of these two concepts, they are related by a common functional feature containing a certain ideological component, that is, the legitimization of the political, economic and socio-cultural interests of the ruling elite, which is presented as a phenomenon of state will or state ideology. Officially the elite’s actions extend both to the sphere of domestic and to the sphere of international politics. At the same time, the latter plays a dominant role in the activities of the ruling circles, which shape the content of the national interests of any state. The presence of an ideological component is necessary for the formation of ideological ideas about the role of the state in the field of international relations. Determining the functional content of these concepts, Ukrainian political scientist O. Andreyeva emphasizes: “National interest” consists in maintaining the level of ideas about “national security” in the international sphere, control over the situation in this sphere” (Андреева, 2009, с. 39).

The interpretation of the semantic concept of national interest is determined by the cognitive tradition and political culture inherent in scientific communities within national states. The content of interest has a dualistic nature: objective – in the form of need and subjective – in the form of awareness of this need. The formalization of the concept of interest determines its category (real, perceived, imaginary) and rank (vital, primary, secondary, etc.). Subjects (carriers) of interest appear in personified form: individual, state, society. Objects of interest are various spheres of

social life: internal and external politics, economy, socio-cultural sphere, etc. (Semenets-Orlova, 2018, p. 34–35).

In the political discourse related to international relations and foreign policy, the category of interest is interpreted from the standpoint of methodological pluralism. For example, in Western political science there are three main versions of this category: 1) elitist; 2) realistic; 3) valuable. The first is based on the assumption that the definition of the national interest rests with those high-level government officials (elite) who are officially responsible for making decisions in the field of foreign policy. The second is based on the assumption about the anarchic nature of international relations, which forces the state to constantly take care of security through the rational use of force. The third is based on the assumption that only the political process, based on the principles of democratic procedure and relevant normative values, determines the content of the national interest. Moreover, the third approach is controversial in relation to the previous two, as it gives the state the exclusive right to determine the content of the interest in accordance with the value standards of the nation (Griffiths, O’Callaghan, 2003, p. 203–205).

In national science, qualification of national interest is carried out on various grounds. As a rule, researchers define them by their nature (national, coalition); degree of reciprocity (unilateral, multilateral); by the degree of priority (primary, secondary); scale (local, regional, global); degree of importance (important, essential, vital); by the degree of urgency (current, permanent, medium-term, long-term) (Бодрук, 2001; Костенко, 2002). Ukrainian researchers pay attention to the dominant role of international relations among other spheres of socio-political existence in the formation of national interest. The ideological component of the national interest and its role in ensuring the functioning of power and public needs are also noted. According to O. Andreeva, in the general architecture of the security paradigm, “the national interest consists in maintaining the level of ideas about national security in the international sphere, control over the situation in this sphere” (Андреева, 2009, с. 39).

In Western, primarily American political thought, this key category is associated with the term “power”, with the help of which the state embodies national interests. During the 50s and 80s of the 20th century, a significant contribution to the development of the concept of national interests was made by H. Morgenthau, K. Waltz, U. Lippmann, R. Snyder, A. Rappoport, R. Keohane,

J. Nye, R. Cohen, J. Rosenau and other American researchers belonging to various directions and currents of international political science. In European countries, this issue was developed by R. Aron, H. Bull, B. Buzan, F. Briard, R. Debre, P. Renuven and others.

Conclusions. Defining the structural content of the security and defense sector of Ukraine is important in the context of the functioning of the public management and administration system. It is noted that it consists of four interconnected parts: security forces, defense forces, the defense-industrial complex, citizens and public associations that voluntarily participate in ensuring national security. Leadership in the spheres of national security and defense is carried out by the President of Ukraine, who is the supreme commander of the Armed Forces of Ukraine and issues orders and directives on defense issues. He also heads the National Security and Defense Council, addresses the people with messages and with annual and extraordinary messages to the Verkhovna Rada about the internal and external situation of Ukraine. In accordance with the Law, the President of Ukraine submits a petition to the Verkhovna Rada on the declaration of a state of war and in the event of armed aggression against Ukraine, makes a decision on the use of the Armed Forces and other military formations, makes a decision on general or partial mobilization and the introduction of martial law in Ukraine or in some of its localities in the event of a threat of attack, danger to the state independence of Ukraine. The content of the public safety and civil defense strategy of Ukraine is defined in the document. It is interpreted as "a long-term planning document developed on the basis of the National Security Strategy of Ukraine based on the results of a review of public safety and civil protection and defines the directions of state policy for guaranteeing the protection of vital interests, rights and freedoms of a person and citizen for the state, society, and the individual, as well as the goals and expected results of their achievement, taking into account current threats" (Закон України № 2469-VIII від 21 червня 2018 «Про національну безпеку України»).

Therefore, the subject of political research conducted in Ukraine, the most urgent among others, is the problem of reforming the security sector. The solution to this problem involves the implementation of a comprehensive modernization of the state administration system, economic and social system, humanitarian and information policy. However, the state of the theoretical and conceptual study of the problems of national and international

security is marked by the influence of conservative and outdated approaches to the analysis of complex and unconventional problems of world politics and global development.

A critical understanding of political processes in the context of state, regional and global development requires the development of new analytical approaches for a systematic understanding of the concepts and mechanisms of the formation of the modern system of national and international security, which goes beyond the state-centric paradigm and requires the active participation of non-state structures and subjects of public administration in this process. Recently, thanks to the efforts of specialists in the sphere of state authorities, academic science, state and non-state research structures, as well as representatives of the international community, a set of scientific approaches, analytical documents and practical measures for the further implementation of the National Security Strategy of Ukraine have been developed. Accordingly, an urgent task is the organization and approval of pilot expert-analytical studies in the field of national security of Ukraine on the basis of state and non-state research structures with the involvement of representatives of domestic and foreign university and academic science and the expert environment as respondents.

Finally, we can add that the range of represented scientific-theoretical developments and practical recommendations testifies to their statecraft and political relevance. In this regard, the modernization of Ukraine's foreign policy and diplomatic service is intended to strengthen its position in the international environment and ensure the development of a system of collective security within the framework of the Euro-Atlantic community – the European Union and NATO. The foreign policy strategy of Ukraine adapted to national interests should be one of the dominant factors in the formation of a full-fledged civil society, which is capable of creating an adequate system of state security and defense and ensuring its quality level. The hybrid war on the territory of Ukraine, as a classic manifestation of the Russian strategy of military-power solution of interstate relations, requires a radical revision of the theoretical foundations of national and international security and functional and organizational approaches to solving modern security problems. Therefore, one of the priority tasks of the state government is the comprehensive implementation of the National Security Strategy of Ukraine under the conditions of the growth of asymmetric threats and conflict-causing factors.

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