

ppi 201502ZU4645

Publicación científica en formato digital

ISSN-Versión Impresa 0798-1406 / ISSN-Versión on line 2542-3185

Depósito legal pp 197402ZU34

CUESTIONES POLÍTICAS

Instituto de Estudios Políticos y Derecho Público "Dr. Humberto J. La Roche"
de la Facultad de Ciencias Jurídicas y Políticas de la Universidad del Zulia
Maracaibo, Venezuela



Vol.40

Nº 74

2022



Conceptual understanding of the relationship between political and administrative processes in the context of social systems security

DOI: <https://doi.org/10.46398/cuestpol.4074.34>

Hryhorii Sytnyk *
Mariia Orel **
Viktoriia Ivanova ***
Yevhenii Taran ****

Abstract

The purpose of the article is to conceptually understand the relationship between political and managerial processes in the context of social systems security. The bibliographical method, content analysis, structural-functional method, comparative-historical method, comparative-political method, cognitive map, comparative method and abstract-logical method have been used in the research. The scientific novelty is the realization of a systematic analysis of the factors, which revealed the essence of the relationship between political and managerial processes in the context of the security of social systems. It is corroborated that political and managerial processes in social systems and their interrelation should be considered, in content and form, as phenomena of the vital activity of these systems. It is concluded that, the analysis of peculiarities and intensity of this interrelation and functional tasks of political and administrative subjects should be carried out in the context of the modes (stages) of the existence of systems and their security; all this, due to the management of the probability of a crisis situation and the management of the level of protection of man, society and state institutions.

* Doctor of Sciences of Public Administration, Full Professor, Head of Global and National Security Department, Taras Shevchenko National University of Kyiv, 60, Volodymyrska str., Kyiv, Ukraine. ORCID ID: <https://orcid.org/0000-0002-3083-5733>

** Doctor of Sciences of Public Administration, Professor of Public Administration Department, Interregional Academy of Personnel Management, 2, Frometivska str., Kyiv, Ukraine, 03039. ORCID ID: <https://orcid.org/0000-0002-9071-5602>

*** PhD in Economics, doctoral student of Global and National Security Department Educational and Scientific Institute of Public Management and Public Service, Taras Shevchenko National University of Kyiv, 60, Volodymyrska str., Kyiv, Ukraine. ORCID ID: <https://orcid.org/0000-0003-4980-0765>

**** PhD in Political Science, Associate Professor of Global and National Security Department, Taras Shevchenko National University of Kyiv, 60, Volodymyrska str., Kyiv, Ukraine. ORCID ID: <https://orcid.org/0000-0002-1822-6978>

Keywords: political processes; administrative processes; public management; security of social systems; conceptual understanding.

Comprensión conceptual de la relación entre los procesos políticos y administrativos en el contexto de la seguridad de los sistemas sociales

Resumen

El propósito del artículo es comprender conceptualmente la relación entre los procesos políticos y de gestión en el contexto de la seguridad de los sistemas sociales. En la investigación se ha utilizado el método bibliográfico, el análisis de contenido, el método estructural-funcional, el método comparativo-histórico, el método comparativo-político, el mapa cognitivo, el método comparativo y el método abstracto-lógico. La novedad científica es la realización de un análisis sistemático de los factores, que reveló la esencia de la relación entre los procesos políticos y de gestión en el contexto de la seguridad de los sistemas sociales. Se corrobora que los procesos políticos y de gestión en los sistemas sociales y su interrelación deben ser considerados, en contenido y forma, como fenómenos de la actividad vital de estos sistemas. Se concluye que, el análisis de las peculiaridades e intensidad de esta interrelación y las tareas funcionales de los sujetos políticos y administrativos debe llevarse a cabo en el contexto de los modos (etapas) de la existencia de los sistemas y su seguridad; todo ello, debido a la gestión de la probabilidad de una situación de crisis y la gestión del nivel de protección del hombre, la sociedad y las instituciones estatales.

Palabras clave: procesos políticos; procesos administrativos; gestión pública; seguridad de los sistemas sociales; comprensión conceptual.

Introduction

Political processes and public administration are important components of human existence (individual), society and state institutions. They reflect social interactions as an objective basis, which are the interests of individuals and social groups. These interests are formed under the influence of internal and external factors, and the result of interaction is either unanimity or disagreement in understanding the situation, a certain degree of either solidarity or conflict, and so on.

Therefore, the effectiveness and efficiency of the relationship between political processes and public administration depend on the national characteristics of state-building and the external environment. At the same time, the mission of political processes and public administration is to ensure national security (Sytnyk and Orel, 2020; Orel, 2019). Therefore, the systematic study of the factors on which the effectiveness, efficiency and interrelation of political processes and public management depends is constantly in the center of attention of domestic scholars.

In this case, we are talking primarily about those that have an impact on: institutionalization of public administration (Bilynska and Petroie, 2019); modernization of political and administrative institutions (Bozhko, 2019); conceptual foundations of management and theory of public administration (Nelipa *et al.*, 2020; Vlasenko *et al.*, 2019; Bobrovska *et al.*, 2020); transformation of public administration in post-industrial society (Osipov, 2020); innovative development in the context of modernization of Ukrainian society and introduction of innovative approaches in the activities of local government (Petrushyna, 2020; Zhorniak and Podplota, 2021). Significant attention to the study of the relationship of political processes with public administration in the context of the current stage of civilization, and foreign researchers, including. Kondratenko (2020), Schwab and Mallere (2020), Willmott (2019), Salvador and Pano (2018), Osorio (2018), Phillips (2019), Othman and Yusoff (2020), Cnossen (2019).

The results of these studies show that the fundamental peculiarity of political processes is that they are interrelated with public administration processes, i.e. public management and administration, there are significant changes in forming and exercising political and state power in the modern era, and thus effectiveness, efficiency and quality of interrelation of political processes with public administration has a decisive influence on the course of socio-political and socio-economic processes in the state.

These and other researchers have developed a thorough scientific study of the factors that determine the relationship of political processes with public management.

At the same time, the systematic study of these factors in the context of ensuring the safety of social systems continues to be an urgent problem. For example, even in a very fundamental monograph by Hierro (2020), examining the theoretical and methodological foundations and practices of modern public policy and Drobotov (2020) monograph on the constitutional and legal foundations of the formation and formation of Ukraine's national security system, and also in a comprehensive study of issues in the field of state policy to ensure national security, performed by

Kryshtanovych (2019), this problem has remained out of the attention of scientists. The same can be said about the scientific research on the analysis of possible changes in the constitutional status of public authorities and legal mechanisms of public administration in Ukraine Stepanenko (2021) and the development of a very promising method of information and time support of global, local socio-political and other processes in modern security environment (Bohdanovych, 2020).

As a result, the relationship between political processes and public administration in the context of security of life of social systems is hardly considered in educational publications intended for higher education and postgraduate students in the field of knowledge (Administration, 2020; Liu *et al.*, 2019; Portugal, 2022).

This is the purpose of the study, which is to conceptually understand the relationship between political and managerial processes in the context of security of social systems. In accordance with the goal, the following tasks were formulated: to analyze social phenomena, which denote the concepts of «political process» and «management process», their possible forms, dynamics and conceptual outlines of their mutual influence; to find out the nature, features and intensity of the relationship of political and managerial processes in social systems under different modes of their life (functioning, development and decline) and on this basis.

The imperatives in the activities of the subjects of these processes; identify methodological differences in the goal-setting of the subjects of political processes and governance in the context of non-linear development of social systems, as well as the main objectives of these actors in these conditions to ensure the security of these systems; to reveal the impact of changes in the political system on the evolution of the relationship between political processes and public administration; to separate in the structure of the system of public administration and administration the political and administrative blocks and the content of the functional tasks assigned to them.

1. Materials and methods

The complexity and specificity of the study of factors determining the relationship of political processes with public administration in the context of ensuring the safety of social systems have led to using interdisciplinary and systems approaches, as well as a number of general and special methods used in sociology, political science, theories of public management and administration, as well as in the field of knowledge: «military sciences, national security, state border security».

Each of them in the process of analytical analysis of scientific works allowed to highlight the problem in a certain perspective. At the same time, the dialectical method of cognition was taken as a basis, namely the research was conducted inductively (by collecting and analyzing qualitative data) and deductively (through generalization of theoretical issues based on a systematic approach). This led to the appropriate stages of work and the choice of methods and techniques for obtaining new scientific results.

At the first stage of the research the bibliographic method and content analysis were used. They have identified a number of primary sources that analyze the factors determining certain aspects of the relationship of political processes with public management and administration in the context of social systems. At the same stage, cognitive mapping was used to study concepts and categories in the field of political and public management and administration and establish cause and effect between them.

The second stage used structural-functional and systemic methods for revealing the nature, role, structure, dynamics and direction of interaction of political processes and public management and administration in the context of the interests of the individual (human), social groups and state institutions. social system) and the subject of study (political and managerial processes in the social system) in their unity and integrity.

The same methods were used for clarifying the nature and characteristics of the interdependence between the political and administrative components of public administration and administration as a holistic, integrated social phenomenon resulting from legal, organizational, informational, political, socio-economic and other processes that determine modes (stages) of life of social systems (functioning, development, decline).

At the same time, the systematic approach allowed us to imagine the interaction of political processes, public administration, the process of ensuring the safety of social systems as a system with its own logic and dynamics of development, a system where each element interacts functionally ensures its existence. For example, at all levels of government, state institutions can simultaneously act as: the initiator of the problem; its implementer (through legislative activity); executor (organizational and administrative activities), and the functional relationship of these institutions indicates the general interdependence of their actions in the context of national security. Structural-functional and systemic methods were also used to identify the peculiarities of making and implementing political and managerial decisions in these regimes.

At the same stage of the study, the use of comparative-historical and comparative-political methods revealed common features of the influence of political processes on the formation of public administration and

administration in the modern era, as well as identify factors that determine major trends in the interaction of political actors. systems in the context of ensuring the safety of social systems.

The comparative method allowed to single out the factors that hinder the formation of a democratic system of public administration in Ukraine in modern conditions. At the third stage the abstract-logical method was used to generalize the processed materials in order to formulate conclusions and recommendations based on the results of the study. At the same time, analyzing the relevant scientific literature and political processes taking place in our country and the world, as well as initiated socio-political reforms in Ukraine, the authors realize that quantifying the impact of these processes and reforms on the safety of social systems requires some sociological research.

2. Results and discussion

The system of public administration implies a set of public administration and local government exerting an organizational influence on public relations through implementing management functions within a certain competence on the basis of legislation, as well as the relationship between these bodies (Kuibida *et al.*, 2018). One of the factors of influence are the consequences of political processes, the genesis of which is determined by the evolution of the political system. Therefore, the disclosure of the essence of the relationship of these processes with public administration and administration involves the analysis of the conceptual framework of their interaction.

As you know, the essence of any interaction is the reverse effect of one object on another, their mutual conditionality, i.e. the generation of one object of the future state of another. In political science and knowledge, «public administration» is often used. It is usually used for determining the form of communication between people (individuals) and social communities, when, for example, their intentions are realized and consensus is reached in terms of their joint actions and understanding of the situation.

Therefore, in the political area and in this field of knowledge, the essence of this interaction should be revealed through a systematic analysis of a set of interconnected and interdependent political and managerial phenomena resulting from the activities of policy and management actors aimed at realizing their intentions. Thus, in the study of «political process» and «management process» should be considered as complex in structure, content and form phenomena of social systems.

On the other hand, the basis of the functioning of any political system is the interaction of political actors. Therefore, the «political process» and the «political system» as phenomena are also closely interrelated. Therefore, the political process, the main content of which is determined by the totality and direction of social interactions of political actors evolves with the political system, ie depends on the factors that determine this system. This interaction can be manifested through the activities of: political institutions (formal form) or individuals or social groups (informal form). It is fundamentally important that individual and group subjects of the political process take part in it taking into account the conditions of the social environment.

These conditions create a social context of political interactions in which the influence of man (individual) and social groups on public policy and public administration, and therefore there is a reverse effect of governance on politics. Obviously, the effectiveness and efficiency of interaction between the subjects of the political process, if assessed in the context of achieving their intentions will depend on many factors: power and financial capabilities of these entities, the quality of legal mechanisms of interaction and so on (Zlyvko *et al.*, 2021).

Therefore, the political process accumulates, in particular, the consequences of the genesis of political institutions and political relations between them. It is also important that political processes involve different ways of involving the social strata in relations with public authorities, including those that are important in national decision-making and those that do not affect the exercise of state power, such as the dynamics of political parties.

In general, the content of the political process depends on many factors, including the level of political culture, models that reflect the general idea of world processes, the priorities of the elite in the political sphere. It should also be noted that political processes can take place explicitly or implicitly.

In the first case, the interests of individuals and social groups are manifested in their public claims to public authorities, and in the second - at the heart of the political process is the activities of publicly registered political institutions and centers of power, citizens' demands that are not officially expressed. Ultimately, political processes are due to the need of their subjects to influence management decisions made by institutions of state power.

These institutions are the main tools for taking into account these requirements and developing strategic goals for socio-political development. Therefore, the degree of centralization and decentralization of power and the distribution of powers between social groups depend on the results of their activities.

At the heart of any social system can be divided into two main trends: functioning as a support of life, preservation of functions that determine the integrity, quality and content of the system and development, as a process of permanent and irreversible change of the system to acquire new quality, which has a significant character, a certain form and positive consequences for its viability. Functioning hinders development, but at the same time is its prerequisite. Development destroys certain processes of functioning, creates instability in the system, but creates conditions for their more sustainable implementation in the future. Therefore, there is a tendency for crisis situations both in the political process and in public administration.

It is the result of the accumulation of contradictions within the regime of «functioning» and the need to move to the regime of «development». Since the preservation or change of the social system involves the definition of certain goals, it is important to clarify the content of the political process and public administration related to ensuring the viability of this system in the mode of «functioning» and in the mode of «development».

In the operating mode, a relatively stable state in the system is characteristic. Traditions, established norms, procedures, etc. usually dominate attempts to make innovative changes in the political system and the system of public administration. Therefore, political and administrative processes in this regime are dominated by relations that are periodically repeated according to standard procedures, such as between the pro-government elite, political parties, local governments.

This leads to the dominance of the methods and technologies typical of public administration in the activities of management entities. As shown in (Sytnyk, 2019), it is fundamentally important for the functioning of the social system in a stable state is the preservation of its functions, the implementation of which ensures its integrity, qualitative certainty and meaningful features.

This circumstance determines the main motives and goals of the system of public administration and society, and hence the choice of mechanisms for their implementation, which determines the imperative in the activities of the subjects of this system: executive and administrative activities. It has regulated functions aimed at implementing current legislation through the adoption and implementation of appropriate administrative decisions and the provision of administrative services. The main methods of performing functions are organizational-stabilizing, administrative, disciplinary, ie - administrative methods.

Therefore, in this case we can talk about public administration as a social function in the social system, aimed at ensuring the effective functioning of the system in its stable state. The components of the functions are: forecasting and planning, i.e. finding the optimum action plan of the

subjects of management to ensure the stability of the system in «normal» conditions; coordination and regulation – coordinating social processes in implementing tasks defined in the context of ensuring the sustainability of the system; exercising control over the activities of public management bodies in relation to their influence on the course of processes in the social system.

Based on the mentioned above, we conclude that public administration hinders the acquisition of new qualitative and quantitative characteristics of the social system, but is a condition for its existence and further development. This circumstance explains why administration is considered as a lower level in relation to management and leadership (higher level of management).

Therefore, it is surprising that some scholars claim that at the present stage of development the role of the state and government is to gradually move from public administration to public administration (Bozhko, 2019). At the same time, they claim (and, not without reason) that «Bureaucracy demonstrates its effectiveness in routine matters..., but their willingness to act more: flexibly in the face of new economic and social challenges remains a significant problem» (Bozhko, 2019: 40).

The development of the social system is due to the complex influence of various factors. It generates a state of instability in it, which destroys the established processes of its functioning, but at the same time creates conditions for more sustainable and high-quality implementation in the future. Therefore, the objective reality is the emergence of a crisis situation of a social nature, as a turning point in the life of the social system. It is characterized by the aggravation of political, social and other contradictions in the system and requires the adoption of adequate decisions by the subjects of the political and managerial process.

For performing functions specific to political and public administration, must be taken into account. Therefore, the differences in the methodological basis of strategic planning, which is carried out by the subjects of political processes and management at the stage of instability of the social system (mode - «development») and in its stable state («functioning regime») deserve special attention.

Peculiarities of planning in the conditions of instability of the social system are, first of all, a high degree of uncertainty in the conditions in which political and managerial decisions are made. Therefore, the probability of making an inadequate decision-making situation increases. There is also considerable variability in the ability of actors to choose policy alternatives, which necessitates their focus on the quality of strategic analysis and synthesis, the application of systemic and situational approaches, the use of political and strategic forecasting. It is also important that the issues

of ensuring national security, ranging from ensuring human rights and freedoms to protecting territorial integrity and state sovereignty, become significantly more difficult.

At the same time, there is an interdependence between the development of the social system and its security. For example, the lack of progressive development of the political system can lead to political destabilization, socio-political tensions, etc. and, conversely, security is a prerequisite for the development of this system. There are also differences in the goal-setting of the subjects of management in the strategic planning of the development of social systems and ensuring their security.

To set a goal for the security process, it is important to identify the factors that cause hazards, and when planning the development of the system - objectively existing needs for its development (Orel, 2019). At the same time, the presence of goals aimed at the development of the system is of fundamental importance, as it is obvious that their absence transforms public administration into public administration, the purpose of which is to maintain it in «working order».

The peculiarity of goal-setting of subjects of management at the stage of existence of the system, which is characterized by instability of social processes that take place in it, determines significant features of the content and mechanisms of other management functions: organization, coordination, motivation, control.

In particular, an important role in the formation and implementation of these goals belongs to the leaders, they have strategic thinking and vision of the optimal direction of the system. Therefore, public administration in the conditions of instability of the social system involves taking into account political, economic and other social processes, interaction with civil society institutions and international actors, involving society in solving important security problems.

Thus, the course of political and managerial processes in the conditions of stability and instability of the social system have significant differences that determine the nature, features and intensity of the relationship of these processes. This explains to some extent why the current period of development of management theory is characterized by attempts to create an integrated concept of crisis and why existing crisis management strategies, suggest that the crisis must identify certain stages and identify appropriate management tasks to resolve it (Porfiriev, 2007).

Prominent representative of postmodernism U. Beck trying to comprehend the fact why in modern conditions of civilization these strategies have become ineffective figuratively christened modernity as a «crisis society» (Risk Society..., 2019) were among the first to emphasize that features and causes of crisis situations of a social nature are, in

particular: the growing role of mass communications in the process of crisis development; increasing the role of new political and managerial technologies in generating crisis situations while reducing the capacity of state institutions to resolve them; forming new forms of crises due to a combination of crisis elements and their transformation (Painter-Morland, 2013; Skakalska and Semenets-Orlova, 2019).

These circumstances include developing and implementing of non-standard political and managerial decisions to ensure the security of social systems.

This should be taken into account when determining the priorities of the subjects of political and administrative processes, especially when there is a possibility of rapid, non-linear transition of the social system to another state. However, this transition always presupposes the objective need for a radical change in the content and form of the social system, and hence the activities of the subjects of political and administrative processes.

The peculiarity of these processes in crisis situations is, in particular, the high level of uncertainty and low predictability of transforming the crisis situation into an emergency (social explosion, riots, etc.). Therefore, it is important to distinguish between two groups of goals of these entities. The first is due to the need to manage the likelihood of a crisis situation, and the second - the level of protection of man (individual), society and institutions of the state.

As for the peculiarity of the existence of social systems in decline, in these conditions it often disintegrates, because political or managerial decisions are usually ineffective in regulating social relations, i.e. declared or implemented changes do not ensure the integrity of systems and its proper functioning, which indicates the need for a radical overhaul of the system.

The described features of the existence of social systems in the mode of functioning and development also allow us to conclude that a systematic approach is needed in the study of the relationship between political and managerial processes. At the same time, attention should be focused on understanding the needs of man (individual), social groups, state institutions and identifying factors that take into account these needs, including internal and external actors, possible directions and ways to interact with them.

Indeed, since the social system is both a whole and a component of a larger system, in it the individual is both a whole system formation and an element of the system that serves as the environment of his existence. In social systems, the boundaries between its elements are determined by the characteristics of their identity. They determine the difference between the elements from each other.

Therefore, in social systems there is a constant conflict between the elements for which the priority is to ensure the integrity (goals) of the system and those that give priority to autonomy. Because of this, the system simultaneously processes the convergence of the goals of its elements and the formation of relationships between them (cooperation) and the processes that lead to their weakening (rivalry). It is obvious that in the processes dominated by the struggle for power and for its maintenance, there are always elements of cooperation and rivalry.

This determines the importance of thorough analysis in ensuring the security of the system of qualitative and quantitative composition of the subjects of political processes that favor cooperation or competition (Kosach *et al.*, 2022). Thus, the evolution of the relationship between political and managerial processes should be considered in the context of changes in the existence of social systems.

These changes are usually the result of compromises between the subjects of the political process or the victory of a particular political force, and the objects and forms of realization of their intentions can be public authorities, NGOs, political and legal norms, business management systems, etc. Within the framework of the political process, they carry out other measures aimed at ensuring the development of society and its manageability.

Therefore, these entities determine the principles of formation of structures of public administration and administration systems, the relationship of its elements at all hierarchical levels, their powers and responsibilities. At the same time, changes in the political process generate different in nature, scale and direction of action of political actors. However, the principle for them is always the choice of technologies for the exercise of power and the adoption of regulations that guarantee the realization of their interests by government agencies, ie the system of public administration and administration.

The above also allows us to conclude that the organizational and functional structure of the system of public administration and administration is formed by the subjects of political and administrative components. The main functions of the former are the development and adoption of political decisions, justification of public policy, organization of public discussion and communication with the public and more.

The main function of the subjects of the administrative component is the implementation of political decisions, which is implemented in the administrative process. This activity is related to the implementing directive functions for the management of certain objects of management, regulated by regulations and provided by relevant administrative documents issued by governing bodies, institutions and organizations (Sytnyk, 2019).

Unfortunately, in Ukraine the organizational and legal basis for the formation of political and administrative components of the system of public administration and administration, as well as the organization of their interaction often change. This negatively affects the effectiveness of their activities and interaction. In general, Ukraine has not solved the problem of finding the optimal balance in the formation of political and administrative components of the system of public administration. One of the reasons is the fascination with Western political and managerial approaches.

However, for example, the implementation of the priority of neutrality of public administration as a way of separating political and administrative positions may, in the absence of adequate institutional control, lead to the strengthening of political leadership, rather than limiting it. There may also be negative consequences of pressure from external forces seeking their benefits in Ukraine, which creates serious problems for modernizing of national models of political and public governance. For example, introducing new management procedures and practices in the new EU member states is accompanied by strong pressure from its institutions.

In view of this, we cannot agree with those who claim that a promising model of public administration for Ukraine is “the network management model, according to which the efforts of public authorities should be aimed at coordinating the actions of various public actors. interacts with the creation of hybrid and mobile networks, which combine state, non-state, national and global elements» (Bilynska and Petroie, 2019: 41). Obviously, the involvement of non-state (non-national) and global elements in forming the system of public management and administration in Ukraine is a real threat to national security, especially given the institutional weakness of this system, which is a reality today.

Conclusions

The institutional imbalance of political and administrative components of the system of public administration always negatively affects its effectiveness and efficiency, and thus the security of individuals, social groups and state institutions. Therefore, it still remains a priority to ensure the balance between these components, taking into account the potential of the Western political and managerial approaches adapted to national realities to address it.

1. Political and managerial processes in social systems and their relationship should be considered in content and form as phenomena of life of these systems. Thus the analysis of peculiarities and intensity of the specified interrelation and functional tasks of subjects of policy and management it is expedient to carry out in the context of modes (stages)

of existence of systems and their safety. Thus, dominant, for the subjects mentioned is, in particular, preserving the functions determining the qualitative certainty and content of the social system, and the mode of «development» (unstable state) - supporting the process of permanent change in the system, for it to acquire a new quality.

2. The interdependence between the development of the social system and the security of its life causes methodological differences in the goals of political processes and management, rather than the linearity of the dynamics of crisis situations, determines the peculiarities of its transformation, which creates two groups of goalsthe likelihood of a crisis situation and the management of the level of protection of man, society and state institutions, so the evolution of the relationship between political and managerial processes should be considered in the context of social security and changes in the political system and public administrationa systematic approach to identifying and assessing the factors that influence and the likelihood of a crisis situation and national security.

3. The evolution of the relationship between political and managerial processes should be considered in the context of changes in the political system. At the same time, the organizational and functional structure of the system of public administration and administration always contains political and administrative blocks. The first of them is the creator of public policy, and the second is responsible for outlining ways to achieve the goals of this policy and manages the resources needed for this. Therefore, the institutional and functional imbalance between these blocs has a negative impact on the effectiveness of the relationship between political and managerial processes in social systems, and thus on ensuring the security of their lives.

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CUESTIONES POLÍTICAS

Vol.40 N° 74

*Esta revista fue editada en formato digital y publicada en octubre de 2022, por el **Fondo Editorial Serbiluz**, Universidad del Zulia. Maracaibo-Venezuela*

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