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Conceptual Bases for Strategic Cooperation between Law Enforcement Agencies in the Context of the Modernisation of Public Administration in Ukraine

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ABSTRACT

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This article provides a comprehensive theoretical justification of the conceptual foundations of strategic cooperation between law enforcement agencies as a key element in the modernization of the public administration system in Ukraine. It is demonstrated that the contemporary paradigm of statehood development, in the context of martial law and the intensification of European integration processes, requires a systematic transition to a service-oriented model of operation for law enforcement institutions, where the protection of the rights, freedoms and interests of individuals and citizens is an absolute priority. Particular attention is paid to the introduction of innovative tools for strategic management and forecasting in the activities of law enforcement agencies. The feasibility of applying the Forsythe methodology for designing scenarios of crime-prone situations and developing a long-term vision for the future of the law enforcement system is substantiated. The concept of 'managerial resonance' is explored as a necessary condition for synchronizing the efforts of administratively independent law enforcement agencies to overcome 'departmental fragmentation' and achieve a common strategic goal. The paper makes a case for the need to institutionalize cooperation through the establishment of a National Coordinator for Law and Order. Its functional parameters are defined: from the creation of a unified information and communication space and real-time data exchange to the coordination of agencies' communication strategies to ensure a unified state narrative. Aspects of legal convergence with European Union standards and the implementation of the EU *acquis* into domestic practice have been analyzed. The key principles of strategic cooperation have been identified and detailed: systematicity, dialogue, openness and innovation. A model of digital interaction between actors based on analytically driven law enforcement activities is proposed. The proposed conceptual approach will enable the formation of a highly mobile and resilient mechanism for ensuring law and order, adapted to the complex challenges of wartime and post-war periods.

KEYWORDS

strategic interaction, law enforcement agencies, public management and administration, modernisation, strategic management, managerial resonance, strategic communications, foresight, European integration.



Концептуальні засади стратегічної взаємодії органів правопорядку в контексті модернізації публічного управління в Україні

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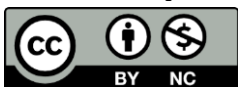
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У статті здійснено комплексне теоретичне обґрунтування концептуальних засад стратегічної взаємодії органів правопорядку як ключового елемента модернізації системи публічного управління в Україні. Доведено, що сучасна парадигма розвитку державності в умовах воєнного стану та інтенсифікації євроінтеграційних процесів вимагає системного переходу до сервісно-орієнтованої моделі діяльності правоохоронних інституцій, де безумовним пріоритетом виступає захист прав, свобод та інтересів людини і громадянина. Особливу увагу приділено запровадженню інноваційних інструментів стратегічного менеджменту та прогнозування у діяльність суб'єктів правоохоронної діяльності. Обґрунтовано доцільність застосування методології Форсайту для проектування сценаріїв криміногенної ситуації та розробки візії майбутнього системи правопорядку на довгострокову перспективу. Розкрито зміст концепції «управлінського резонансу» як необхідної умови синхронізації зусиль адміністративно незалежних суб'єктів правоохоронної діяльності задля подолання «відомчої розрізненості» та досягнення спільної стратегічної мети. Аргументовано необхідність інституціоналізації взаємодії шляхом створення Національного координатора у сфері правопорядку. Визначено його функціональні параметри: від формування єдиного інформаційно-комунікаційного простору та обміну даними в режимі реального часу до координації комунікаційних стратегій відомств задля забезпечення єдиного державного наративу. Проаналізовано аспекти правової конвергенції із стандартами Європейського Союзу та імплементації *acquis* ЄС у вітчизняну практику. Виокремлено та деталізовано ключові принципи стратегічної взаємодії: системність, діалогічність, відкритість та інноваційність. Запропоновано модель цифрової інтеракції суб'єктів на основі аналітично керованої правоохоронної діяльності. Запропонований концептуальний підхід дозволить сформувати високомобільний і стійкий механізм забезпечення правопорядку, адаптований до складних викликів воєнного та поствоєнного часу.



КЛЮЧОВІ СЛОВА

стратегічна взаємодія, органи правопорядку, публічне управління та адміністрування, модернізація, стратегічний менеджмент, управлінський резонанс, стратегічні комунікації, Форсайт, євроінтеграція.

1. Introduction

The modern paradigm of the development of Ukrainian statehood requires a radical revision of approaches to ensuring public security and law and order. In the context of the ongoing armed aggression against Ukraine and the intensification of European integration processes, the sphere of public administration and administration faces the need to modernize the law enforcement system. Traditional management methods, based on rigid hierarchy and separation of departments, are not flexible enough to counter modern threats. The key challenge is the transition from a “punitive and repressive” model of law enforcement to a service-oriented one, where the priority is the protection of human and civil rights and freedoms.

The practical significance of this problem is due to the tasks defined in the “Comprehensive Strategic Plan for Reforming Law Enforcement Agencies as a Part of the Security and Defense Sector of Ukraine for 2023–2027” [12]. One of the cornerstones of this reform is the introduction of strategic management and forecasting of law enforcement entities, as well as their interaction. Without creating effective conceptual foundations for such interaction, it is impossible to ensure the effective use of state resources, avoid duplication of functions and achieve a qualitatively new level of coordination. Modernization of public administration in this area involves not only a change in the legislative field, but also a transformation of managerial culture through the introduction of strategic management tools and effective information and communication technologies. Thus, the scientific substantiation of models of strategic interaction is a critically important task for building a sustainable national security system [11].

2. Literature Review

The theoretical foundations of the functioning of the executive power and the mechanisms of public administration are thoroughly studied in the works of Averyanov [1], who laid the foundation for understanding administrative relations in the public sphere. The issues of administrative and legal regulation and implementation of the law enforcement function of the state are covered in detail in the works of Bezpalova [2] and Buyukli [3], where the transformation of the law enforcement system in the conditions of democratic transition is analyzed. A new view of strategic management in the public sector is offered by Syvak and Honcharuk [8], who focus on innovative approaches to management and the concept of “managerial resonance”. The issues of strategic planning and forecasting are the subject of research by Tertychka [9], and the specifics of the formation of state policy in the field of security are in the works of Tychna and Hrytsiuk [10]. The problems of coordination and decentralization of interaction between law enforcement agencies at the local level were highlighted by Melnyk [4].

At the same time, despite significant scientific achievements, the issue of integrating strategic communications into the general system of strategic management of law enforcement agencies as an autonomous subject of public administration remains insufficiently studied. Most authors consider interaction only as functional coordination, ignoring the need to create the institution of a coordinator, which would act not as a supervisory, but as a facilitating body. The role of network interaction under martial law also needs a deeper analysis. This article is devoted to the development of a holistic concept of strategic interaction as a tool for the modernization of public administration.

3. Problem Statement

The article is aimed at the theoretical substantiation of the conceptual foundations of strategic interaction of law enforcement agencies through the prism of modernization of public administration and administration in Ukraine, determination of functional parameters of the relevant coordinator and disclosure of mechanisms for achieving managerial resonance in law enforcement activities.

4. Methods and Materials

The article employs a set of general scientific and special research methods, including dialectical, systemic, structural-functional, comparative-legal, and modeling methods. The empirical base consists of normative legal acts of Ukraine and the European Union, the Comprehensive Strategic Plan for the

Reform of Law Enforcement Agencies for 2023–2027, official documents and analytical materials of state bodies, as well as scientific works of Ukrainian and foreign scholars on public administration, strategic management, and law enforcement. The methodological foundation is formed by the principles of systematicity, foresight (in particular, the Foresight methodology), and the concept of managerial resonance, which enabled the theoretical substantiation of the model of strategic cooperation between law enforcement agencies in the context of modernizing public administration.

5. Results and Discussion

The modernization of public administration in the law enforcement sector of Ukraine is under the influence of two powerful vectors: the need to ensure national resilience and adaptation of domestic legislation to the standards of the European Union (EU *acquis*). In this context, strategic interaction appears not just as a technical coordination of actions, but as a complex multi-level system of interaction of administratively independent entities aimed at achieving a common long-term goal.

One of the basic principles of modernization is the introduction of strategic management in the activities of law enforcement agencies. As noted by Syvak and Honcharuk, the modern management cycle in the public sphere should include not only planning and implementation, but also deep forecasting using the Foresight methodology [8]. For law enforcement, this means the ability of the system to design scenarios of a criminogenic situation 10–20 years in advance, which allows law enforcement entities to act proactively. Such a “proactive” management model requires a high degree of coordination and synchronization between the Ministry of Internal Affairs, the Security Service of Ukraine, the National Anti-Corruption Bureau of Ukraine, the State Bureau of Investigation and other structures.

An important element of the proposed concept is the achievement of managerial resonance. This is a state in which all participants in strategic interaction not only have a common action plan, but also equally articulate the ultimate goal and values of the reform [8]. In the conditions of Ukraine, where law enforcement agencies often have different departmental subordination, managerial resonance becomes a key factor in overcoming the “departmental disparity”. This requires modernizing the institutional structure by creating or strengthening the role of the interagency coordinator.

A special place in the system of modernization of the law enforcement sphere is occupied by the development of institutional coordination mechanisms. According to the analysis of scientific concepts of legislative support for the activities of law enforcement agencies [6], the creation of a National Coordinator in the field of combating organized crime and other transnational threats is a key tool for overcoming departmental disparities. In the modern theory of public administration, this institution is considered as the “central link” of strategic interaction, which ensures the transition from rigid vertical subordination to flexible “horizontal integration” of administratively independent entities.

The functional architecture of the National Coordinator's activities does not provide for the substitution of operational management by units of the Ministry of Internal Affairs, the Security Service of Ukraine, or NABU. On the contrary, its mission is to create a facilitating environment to achieve managerial resonance. Based on the analysis, we can detail the key areas of responsibility of the National Coordinator:

1. Design and moderation of a single information and communication space. Modernizing law enforcement administration requires moving away from paperwork bureaucracy to a digital security ecosystem. The National Coordinator should initiate the creation and main operation of a specialized portal for data exchange between law enforcement entities in real time. This involves not only the technical integration of databases (DNA indexes, biometric parameters, weapon registers), but also the development of “trusted access” protocols. This approach avoids duplication of investigative actions and ensures instant synchronization of efforts during the investigation of cross-border crimes, which is critical for cooperation with Europol and Eurojust.

2. Strategic audit and monitoring of the implementation of the state security policy. The National Coordinator is responsible for implementing strategic management tools through a continuous monitoring system. Its task is to assess how the real activities of law enforcement agencies correspond to the goals of national strategies to combat crime and corruption. This includes the development of a unified system of key performance indicators (KPIs) based not on quantitative indicators of disclosure (“stick reporting”), but on qualitative parameters for reducing the level of threats. Such monitoring allows timely identification of “bottlenecks” in the interaction of subjects and making adjustments to

management processes using the Foresight methodology, projecting the necessary resources for future periods [8].

3. Synchronization of communication strategies and the formation of a single state narrative. In the context of the information war and European integration challenges, communication management is becoming a core element of strategic partnership. The National Coordinator should lead the process of developing and harmonizing communication strategies of law enforcement agencies. This is necessary in order to exclude situations of contradictory public statements by various departments that undermine public trust and legitimacy of state institutions. The coordinator ensures the synchronization of actions within the framework of strategic communications, forming the “single voice” of the state in the international arena. This allows us to effectively present the results of reforms to international donors (EU, NATO), demonstrating transparency, accountability and consistency in the modernization of public administration in Ukraine.

Thus, the National Coordinator appears not as a supradepartmental supervisory structure, but as an intellectual and communication hub of the law enforcement system. Its activities are aimed at transforming a set of disparate bodies into a holistic, high-tech network, where strategic interaction becomes a natural way of functioning, and not the result of administrative coercion. It is this model of institutional construction that is the foundation for increasing the effectiveness of law enforcement in the context of integration into the European security space.

The modernization of public administration is also inextricably linked with the development of communication management. Strategic communications in law enforcement agencies today perform the function of legitimizing the state security policy [7]. A successful communication strategy allows you to transform society from an object of influence into a full partner. As Shvaika emphasizes, interaction with the public and ensuring human rights and freedoms are the foundation of trust in the system [6]. Under martial law, communications become a tool for countering disinformation and a means of maintaining social stability.

A separate aspect of modernization is legal convergence with EU standards. The analytical review of the legal acts of the European Union for 2024 indicates the priority of cross-border cooperation and exchange of biometric data [5]. For Ukraine, the strategic partnership with Europol and Eurojust requires not only technical compatibility, but also the identity of strategic management procedures. Modernization of law enforcement administration should include harmonization of domestic legislation with EU directives on environmental protection by criminal means, combating money laundering and cybercrime [10].

In the process of reform, a clear definition of the status of a law enforcement entity is of particular importance. Based on the functional criterion, law enforcement agencies should include only those institutions whose main activity is directly related to the investigation of crimes and the right to the legal use of coercion [4]. This makes it possible to separate them from a wide range of law enforcement organizations (for example, the bar or regulatory authorities) and focus efforts on the modernization of the law enforcement bloc as part of the security sector.

The conceptual foundations of strategic interaction also provide for the development of digital interaction. The implementation of an analytics-driven law enforcement model allows the use of Big Data and artificial intelligence to optimize resource allocation [10]. In the context of public administration modernization, this means a shift from “reactive” patrolling to a “preventive” presence based on algorithmic threat analysis.

Under the current legal regime of martial law, strategic cooperation is of particular importance. There is a need to integrate civilian law enforcement agencies with military formations (the Armed Forces of Ukraine, the Military Law and Order Service) to carry out joint tasks of de-occupation and stabilization of territories. This requires the development of flexible action plans that can be instantly adjusted depending on the situation at the front, which again brings back to the need to create a National Coordinator as a center for strategic decision-making.

An important component of modernization is also the ethical dimension. The European Code of Police Ethics and international standards of prosecutorial activity require zero tolerance for corruption and full accountability to society. Modernization of public administration in the law enforcement sector should be accompanied by the introduction of systems of external independent control and assessment of the effectiveness of bodies not by quantitative indicators, but by the level of citizens' sense of security.

Thus, we can say that the strategic interaction of law enforcement agencies is a complex synthesis of institutional, technological and communication factors. This makes it possible to identify the key principles of strategic interaction between law enforcement entities:

1. *The principle of systematization* (institutional integrity). This principle is based on the understanding of the system of law enforcement agencies as a single, functionally inseparable organism. Within the framework of public administration, this means that the effectiveness of national security is determined not by the successes of individual agencies (the National Police, the Security Service of Ukraine or NABU), but by the quality of relations between them. negatively affecting the overall situation in the field of law enforcement. Therefore, strategic interaction should be aimed at overcoming “departmental egocentrism”, where each entity is aware of its role in the overall security architecture and works for a common result, minimizing the risks of systemic entropy.

2. *The principle of dialogicity* (horizontal integration). The modernization of public administration implies a gradual rejection of the dominance of purely hierarchical, command-administrative methods in favor of network interaction. The principle of dialogic establishes that strategic interaction is built on the basis of constant consultations, parity exchange of experience and complex conciliation procedures. In this context, “managerial resonance” is not the result of an order from above, but of what has been achieved consensus between administratively independent entities. The dialogue allows you to identify conflicts of competence at an early stage and form flexible interagency groups to solve complex security tasks, which is critically important under martial law.

3. *The principle of openness and strategic transparency*. In a modern democratic state, law enforcement cannot be isolated from society. This principle stipulates that the strategic goals, methods and results of the activities of law enforcement agencies should be clearly articulated and understandable both for international partners (within the framework of meeting the requirements for joining the EU) and for their own civil society. Openness here acts not only as an instrument of democratic control, but also as a means of building “communicative capital”. Transparency of intentions and clarity of strategic plans increase the legitimacy of law enforcement agencies, turning the population from an object of control into an active participant in ensuring public safety.

4. *The principle of innovation and predictability*. Modernization of the law enforcement sector requires a move away from a reactive model (responding to events that have already occurred) to a proactive one. The principle of innovation consists in the systematic introduction of advanced strategic management technologies into the activities of law enforcement agencies, in particular the Foresight methodology. This allows not only to analyze current threats, but also to design future security landscapes, taking into account the technological development of crime (cyber threats, the use of AI, etc.). Together with digitalization and the introduction of analytical models, this principle ensures the ability of the public administration system to adapt to changes in real time, ensuring high mobility and intellectual advantage over criminal challenges.

The implementation of these principles in the aggregate, in our opinion, creates the necessary basis for the formation of a new quality of public administration in Ukraine, where strategic interaction becomes a guarantor of national stability and legal orderliness of public relations.

This approach makes it possible to transform the law enforcement system of Ukraine into a modern, effective and highly mobile mechanism capable of ensuring law and order in extremely difficult conditions of war and post-war times. The successful implementation of this concept will be a significant contribution to the overall modernization of public administration and administration, bringing Ukraine closer to the standards of the most developed democracies in the world.

6. Conclusions

Modernization of public administration in the law enforcement sector of Ukraine is impossible without the introduction of a model of strategic interaction, which is based on a service approach and the principles of strategic management. The key tool for improving the efficiency of the system is to achieve managerial resonance between law enforcement entities, which is provided by a common vision of development and the use of predictive technologies (Foresight). A prerequisite for the institutionalization of interaction is the creation of a National Coordinator in the field of law and order, which will ensure horizontal synchronization of actions and integration of communication efforts of various agencies. Strategic communications should be considered as a fundamental management

technology that ensures the legitimation of reforms and the formation of a resource of trust in law enforcement agencies.

Prospects for further scientific research lie in a detailed study of the mechanisms of digital interaction of law enforcement databases within the framework of cross-border cooperation with the EU, as well as in the development of a methodology for assessing “communication capital” as an indicator of the effectiveness of modernization of public administration in the security sector.

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