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THEORETICAL PRINCIPLES OF ORGANIZING COOPERATION BETWEEN THE NATIONAL GUARD OF UKRAINE AND SECURITY SECTOR INSTITUTIONS IN ENSURING PUBLIC SECURITY

The article analyzes theoretical, legal, empirical, and comparative aspects of the organization of interaction between the National Guard of Ukraine and components of the security sector in the field of public safety. It examines the legal status, mandate, and evolution of the role of the National Guard of Ukraine, in particular its dualistic nature as a military formation with law enforcement functions, as well as related constitutional debates.

The theoretical foundations, principles, forms, and levels of interagency cooperation are identified. Based on empirical data and analytical reports, the current state of coordination is assessed, and challenges and gaps in legislative and practical implementation are identified. Comprehensive recommendations are formulated for optimizing the legislative, operational, and strategic aspects of cooperation in order to improve the effectiveness of Ukraine's public safety system.

Keywords: cooperation, public safety, National Guard of Ukraine, security forces.

Statement of the problem. Ensuring public safety is the cornerstone of stability and development of any state, and in the context of ongoing armed aggression against Ukraine and a complex internal security situation, this issue becomes particularly relevant. The National Guard of Ukraine (NGU), as a key player in the security and defense sector, plays a critical role in maintaining law and order, combating crime, and protecting citizens. Its unique status as a military formation with law enforcement functions requires a deep understanding of the mechanisms of interaction with other components of the security sector. Effective coordination and synergy between these actors are vital to ensuring the comprehensive security of society and the state.

Despite the existence of a legislative framework, the practical implementation of mechanisms for interaction between the NGU and other actors in the security sector in the field of public security faces significant challenges. These include: ambiguity of legal mandates, duplication of functions, insufficient coordination, and the historical legacy of fragmented institutional development. Analytical reports point to unclear roles and responsibilities, as well as a lack of coordination in the security sector, leading to low

accountability and inefficient information sharing [1]. This creates operational gaps and reduces the overall effectiveness of the public security system.

Analysis of recent research and publications.

A number of publications analyze the problems of organizing and implementing cooperation between state structures to ensure public safety both domestically and internationally. Of particular interest are those that allow for a systematic assessment of the theoretical foundations and empirical dimensions of these issues. For example, article [2] analyzes the role of the National Guard of Ukraine in restoring law and order, protecting critical infrastructure, and participating in ensuring public safety, providing an empirical context for gaps in cooperation. Work [3] reviews the barriers to inter-municipal and inter-agency cooperation in Ukraine. It highlights the key legal and procedural obstacles that should be taken into account in the process of formalizing the interaction of the NGU with other actors in the security sector. The RAND Corporation report [4] examines the role of partnership and security cooperation in contemporary competition between states and provides recommendations for integrating efforts between military and civilian structures, outlining strategic approaches to building long-term

integration of the NGU into the European cooperation system. The authors [5] explore the concepts of hybrid threats (criminal networks, cyberattacks, disinformation, etc.), emphasizing the need for interagency cooperation (NGU – security forces – intelligence agencies) when responding to hybrid incidents. The report [6] analyzes the evolution of Ukraine's security sector in the period up to 2014, providing important historical context for the formation of the NGU. Article [7] examines the cooperation between Ukrainian law enforcement agencies and the European agency Frontex and demonstrates how integration into European institutions helps to strengthen the capabilities of Ukraine's security sector actors.

Thus, the scientific literature highlights the following main areas of research on security cooperation: identifying legal and institutional barriers, integrating military and civilian structures, countering hybrid threats, and the importance of European experience. It is emphasized that the crisis events of the last decade have been a catalyst for profound reforms in the security sector and have laid the groundwork for broader cooperation.

The purpose of the article is to identify gaps in the organization of cooperation between the National Guard of Ukraine and other components of the security sector in the field of public safety, as well as to develop recommendations for improving interagency cooperation based on research into theoretical, legal, empirical, and comparative aspects.

The study is based on a systematic approach that allows the security sector to be viewed as an integrated system, with the National Guard of Ukraine as a key subsystem. Comparative legal analysis was used to study Ukrainian legislation in comparison with international standards and foreign models.

Summary of the main material. Public safety is defined as a necessary condition and integral component of a civilized way of life, the successful functioning of society and the state, as well as its institutions [2]. As a social and legal category, public safety is closely linked to a number of other concepts: national security, public order, property protection, public amenities, discipline, and human health. This broad definition of public safety encompasses the protection of social values and individual rights, emphasizing its comprehensive nature. Therefore, effective public safety cannot be

the exclusive prerogative of a single law enforcement agency. Instead, it requires a multifaceted, coordinated approach involving various state and non-state actors, which highlights the importance of organizing and maintaining cooperation in this process.

The strategic directions for the development of the security sector are defined by a number of documents. The National Security Strategy of Ukraine, approved by Presidential Decree No. 392/2020 of September 14, 2020, is the basis for the development of other strategic planning documents, such as the Human Development Strategy, the Military Security Strategy of Ukraine, the Strategy for Public Safety and Civil Protection of Ukraine, the Strategy for the Development of the Defense-Industrial Complex of Ukraine, the Strategy for Economic, Energy, Environmental, Biosafety, and Biological Protection, the Strategy for Information and Cybersecurity of Ukraine, and the Strategy for Foreign Policy Activities. Separately, the Strategy for Ensuring State Security was approved by Presidential Decree No. 56/2022 of February 16, 2022.

The legal framework that defines and delineates powers in the security sector is an important step toward creating a coherent and effective system. However, the mere existence of a law does not guarantee effective integration. The existence of several strategic documents, while reflecting a multi-layered approach to security, requires careful harmonization to avoid fragmentation or duplication of efforts. Therefore, there is a need to translate these high-level legal provisions into practical, operational protocols covering different agencies. An analysis of the legislative acts governing the interaction between the NGU and security sector actors is presented in Table 1.

The dualistic nature of the NGU as a military formation with law enforcement functions provides operational flexibility, enabling it to adapt to a variety of security challenges, from combat operations to maintaining public order. However, this hybridity creates significant constitutional vulnerability. According to some lawyers, granting law enforcement functions to the NGU may raise doubts about its constitutionality [8].

In addition, the dual mandate of the NGU requires a complex training system that integrates military combat skills with law enforcement procedures, de-escalation techniques, and respect for human rights. Since the NGU is primarily a military formation, its training and doctrine should prioritize military objectives, and its participation in civilian law enforcement should be strictly limited and clearly defined.

Table 1 – Key legislative acts regulating the interaction of the NGU with security sector forces

Name of the legislative act	Date of adoption/approval	Basic provisions regarding interaction
The Constitution of Ukraine	28 June 1996 no. 254к/96-BP	Defines the constitutional principles of coordination activities (rule of law, legality), distinguishes between the functions of military formations and law enforcement agencies
Law of Ukraine "On the National Guard of Ukraine"	13 March 2014 no. 876-VII	Defines the tasks and functions of the NGU, the duty to interact with law enforcement agencies, the Armed Forces of Ukraine, other military formations, the LSGA, and the prosecutor's office
Law of Ukraine "On National Security of Ukraine"	Approved by Decree of the President of Ukraine	Defines and delineates the powers of state bodies in the field of national security and defense, creates a basis for the integration of security and defense forces policies and procedures
Law of Ukraine "On National Police"	2 July 2015 no. 580-VIII	Grants National Guard servicemen powers to carry out preventive and police enforcement measures
Law of Ukraine "On the Fundamentals of National Resistance"	1 August 2021 no. 1702-IX	Defines the legal and organizational basis for national resistance, the tasks and powers of security forces and defense forces
"Strategy of National Security of Ukraine"	14 September 2020 no. 392/2020	Basis for the development of other strategic planning documents, in particular the "Strategy for Public Safety and Civil Protection of Ukraine"
"Strategy for Ensuring National Security"	16 February 2022 no. 56/2022	Defines strategic directions for ensuring national security
Order of the Prosecutor General "On the procedure for coordinating the activities of law enforcement agencies in the field of combating crime"	8 February 2021 no. 28	Regulates the coordination of law enforcement agencies in the field of combating crime

The concept of interaction is characterized by a semantic dichotomy, indicating a complex interplay of different meanings and interpretations depending on the context [9]. The term "interaction" is sometimes interpreted differently in military and law enforcement circles and, if not clearly defined for specific joint operations, can potentially lead to misunderstandings. This necessitates a common understanding of terminology and objectives among all agencies involved. Coordination as a central element of interaction involves ensuring coordinated and targeted actions, eliminating parallelism, duplication, and fragmentation of efforts, and ensuring that each agency effectively performs its tasks without mixing functions.

The emphasis on constitutional principles, democratic civilian control, transparency, and public trust indicates that effective interaction is not only an operational or technical issue, but also

a matter of legitimacy and public acceptance. Failure to adhere to these principles or a lack of trust can undermine the effectiveness of even well-planned operations and hinder broader security sector reform. Therefore, the manner of interaction (adherence to principles) is as important as its content (specific tasks).

Fidelity to the military oath should not contradict the principle of respect for human rights and freedoms. Given the dualistic nature of the NGU, maintaining this balance is a particularly difficult task. While military operations are primarily focused on combat missions and strict hierarchical subordination, law enforcement activities emphasize the protection of individual rights and adherence to the principle of proportionality. Therefore, effective interaction requires clear regulatory and procedural boundaries that allow for the reconciliation of these potentially conflicting priorities, especially when

the NGU is involved in civil law enforcement tasks.

Interaction between actors in the security sector takes various forms, which are regulated by legal norms. These include: law-making, law enforcement, control, and the protection of human and civil rights and freedoms [9].

Interaction manifests itself in three dimensions – strategic, operational, and tactical – which necessitates comprehensive coordination between all levels of management. Violations at any level (from inconsistencies in strategic decisions to shortcomings in operational planning or tactical communication) can reduce the overall

effectiveness of the system. This highlights the need for integrated command and control structures and well-established information exchange at all levels.

The process of interaction between security forces is similar to that between defense forces and includes the following main stages: planning, preparation of forces and resources, task execution, as well as analysis of problematic issues and appropriate adjustments [9].

The defined forms and stages of interaction provide the necessary theoretical basis. Important principles of interaction are presented in Table 2 [10, 11, 12].

Table 2 – Principles of interaction and coordination in Ukraine's security sector

Principle	Description and significance
Fidelity to constitutional duty and military oath	A fundamental principle for military formations, ensuring loyalty to the state and its laws
The rule of law and legality	Basic constitutional principles ensuring the legality of all actions and decisions of security sector entities
Humanity and respect for human rights and freedoms	Ensuring respect for human rights in all aspects of operations, which is critical for legitimacy and trust
Transparency, openness to democratic civilian control	Transparency of activities and the possibility of control by civil society, which promotes accountability and trust
Public trust and support of citizens	A necessary condition for the effectiveness of law enforcement agencies, which is formed through transparency and respect for rights
Restraint, resilience, and interaction	The basic principles of comprehensive defense that define the strategic approach to security
Initiative and responsibility	Encouraging active and responsible implementation of assigned tasks
Specifics of organizational work	Clarity of goals, objectives, and means for effective planning and implementation
Stimulating interest among performers	Encouraging high-quality task completion through motivational mechanisms
Increased liability for poor-quality work	Ensuring accountability for work, which contributes to increased efficiency

Cooperation between the National Guard of Ukraine and the National Police is a key element of the public security system. It involves a complex set of social relations that arise in the course of police and National Guard personnel performing their official duties, and is particularly important in conditions of martial law [13].

The Law of Ukraine "On the National Guard of Ukraine" explicitly defines the need for such interaction, and the provisions of the Law "On the National Police" empower NGU servicemen to carry out preventive and police enforcement measures. This indicates a significant duplication of functions between the two institutions [14],

which, on the one hand, expands the possibilities for responding to crisis situations, but on the other hand, requires clear coordination protocols to avoid duplication of efforts, jurisdictional disputes, and misunderstandings in society.

Further development of cooperation between the NGU and the National Police may include:

- establishing partnerships with the public in the context of democratization and humanization of law enforcement activities;
- creating an effective communication system for timely data exchange;
- introducing continuous monitoring and mutual information sharing mechanisms;

– improving the professionalism of personnel and intensifying training activities.

However, under certain conditions, the military hierarchy of the NGU may conflict with the implementation of the principles of democratization and humanization that are traditionally inherent in police activities. Therefore, communication and information exchange become critical factors for success: any failures in these areas can lead to uncoordinated actions, loss of time, and increased risks for both personnel and citizens.

The practical significance of joint activities is confirmed by documented anti-terrorist and anti-sabotage exercises, which demonstrate the relevance of cooperation between the National Guard of Ukraine and the Security Service of Ukraine. They foster interoperability, a common understanding of threats, and the ability to respond in an integrated manner, thus transforming cooperation from the level of formal agreements into real combat readiness.

A separate area of cooperation is the elimination of the consequences of emergencies, where the NGU acts as a multiplier of forces for civil agencies, primarily the State Emergency Service [15]. NGU servicemen provide protection for rescuers in areas with an increased risk of sabotage and reconnaissance groups, as well as providing additional resources in the form of personnel, equipment, and organizational capacity [16]. This transforms disaster response into a complex security operation that requires close tactical coordination between civilian and security structures.

Thus, the National Guard of Ukraine, in cooperation with the National Police, the Security Service of Ukraine, and the State Emergency Service, is a systemic element of Ukraine's multi-level public security architecture, combining military capabilities with law enforcement and civil functions.

The experience of the National Guard of Ukraine in the context of the anti-terrorist operation (ATO) and the joint forces operation (JFO) in Eastern Ukraine demonstrates its effective integration into the system of military and law enforcement measures. Due to the redistribution of areas of responsibility among the security forces in 2015, the functional load of the NGU was reoriented towards performing tasks related to ensuring security measures at checkpoints, maintaining strongholds, and guarding

construction units. Within the framework of interagency cooperation with the Armed Forces of Ukraine, the Security Service of Ukraine, and the State Border Guard Service, the NGU escorted ATO forces convoys and participated in raids and assault operations as part of specialized groups. This experience demonstrates the high level of operational compatibility and the ability of the NGU to adapt to the conditions of hybrid warfare.

The role of the NGU in ensuring the security of state institutions and strategically important objects, in particular critical infrastructure, should be noted separately. This activity is multidimensional and requires effective coordination with other actors in the security sector.

The current state of interagency coordination is characterized by the existence of common operational practices, exercises, and training, which is a positive factor in the integration process. However, there are a number of systemic challenges: unclear legal mandates, duplication of functional responsibilities, limited information sharing, and a general lack of coordination. These problems are confirmed by both national and international analytical sources.

Therefore, achieving full integration and synergy in the security sector requires deep structural reforms and the formation of a new culture of interagency cooperation.

Analytical reports, in particular the RAND Corporation report [1], note the lack of clearly defined roles and responsibilities for key leadership in law enforcement agencies. There is a lack of coordination in the sector, and information sharing is "illogical". This is a systemic dysfunction that points to deep-rooted institutional and cultural problems that require fundamental, rather than superficial, reforms.

To ensure effective interaction between the NGU and other security sector actors, as well as to improve public safety, systemic legislative changes are needed. In this context, the following recommendations are considered appropriate.

1. Review and amend the Law of Ukraine "On the National Guard of Ukraine" to clearly distinguish between its military and law enforcement functions. This involves defining the specific circumstances under which the NGU may perform law enforcement functions (e.g., during martial law or in the event of mass unrest when the police do not have sufficient capacity to quell it),

as well as clear legal grounds and oversight mechanisms.

2. Introduction of clear legal provisions on the accountability and responsibility of NGU personnel when performing law enforcement duties, aligning them with civilian police standards where appropriate.

3. Development of detailed interagency agreements and standard operating procedures (SOPs) for all forms and levels of interaction. Command structures, communication channels, information exchange protocols, and rules of engagement for joint operations must be clearly defined.

4. Creation of a unified legal framework for interagency information sharing that ensures data security and accessibility while maintaining confidentiality and operational secrecy.

5. Establish permanent interagency working groups or joint operations centers to respond to specific threats to public safety (e.g. counterterrorism, mass event management, emergency response) to facilitate continuous coordination and planning.

6. Introduction of a unified system for monitoring and evaluating the effectiveness of interagency cooperation, which will enable continuous improvement and adaptation.

7. Intensification and realism of joint interagency training exercises.

8. Development of joint training programs for NGU personnel and other security forces using uniform terminology, tactical procedures, and ensuring respect for human rights.

9. Promotion of personnel exchange and internship programs between agencies at various levels to develop mutual understanding and trust.

These recommendations emphasize that optimizing interagency cooperation is not an isolated task, but requires a comprehensive approach involving legislative, operational, and strategic reforms. Building public trust and strengthening democratic oversight as a strategic direction is crucial, as the ultimate success of interagency cooperation is measured not only by operational effectiveness, but also by its legitimacy in the eyes of the public and international partners. Therefore, transparency, accountability, and respect for human rights must be built into all cooperation protocols.

Conclusions

The scientific analysis confirms that the National Guard of Ukraine, as a military formation with law enforcement functions, plays a unique and multifaceted role in the public security system. Its hybrid status provides significant opportunities to respond to a wide range of threats, from maintaining public order to participating in combat operations and responding to emergencies. However, this dualistic nature also poses significant challenges related to the use of military force in a civilian context and the potential blurring of boundaries with other actors in the security sector.

Certain gaps in legislative regulation, insufficient coordination, unclear roles, and a lack of effective information exchange are systemic problems inherited from the previous era. These shortcomings reduce the overall effectiveness of the public security system and undermine trust on the part of both citizens and international partners. Empirical data on joint training and operations, while demonstrating an awareness of the need for cooperation, indicate that these efforts are only steps toward achieving true interoperability and synergy.

Improving cooperation between the NGU and other components of the security sector is not merely an operational task, but a strategic imperative. It requires a comprehensive approach that includes legislative changes to clarify the mandate of the NGU, the development of detailed interagency protocols, the strengthening of coordination mechanisms, the intensification of joint training, and investment in integrated information systems. A key element of success also lies in fostering a culture of cooperation and mutual respect between agencies, continuously strengthening public trust, and democratic civilian control. Only such a comprehensive approach will enable the establishment of an effective, accountable, and legitimate public security system in Ukraine that is capable of meeting contemporary challenges.

Further research could focus on the following areas:

- studying the impact of the military functions of the National Guard of Ukraine in wartime on its long-term mandate in the field of public security;
- legal analysis of specific constitutional changes necessary to clarify the status and powers of the National Guard of Ukraine;

– development of quantitative metrics to assess the effectiveness of interagency coordination in the field of public security.

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ТЕОРЕТИЧНІ ЗАСАДИ ОРГАНІЗАЦІЇ ВЗАЄМОДІЇ НАЦІОНАЛЬНОЇ ГВАРДІЇ УКРАЇНИ ЗІ СКЛАДОВИМИ СЕКТОРУ БЕЗПЕКИ У СФЕРІ ЗАБЕЗПЕЧЕННЯ ГРОМАДСЬКОЇ БЕЗПЕКИ

Громадська безпека є наріжним каменем національної стабільності й розвитку, особливо в контексті триваючої збройної агресії проти України та складного середовища внутрішньої безпеки. Національна гвардія України як ключовий суб'єкт сектору безпеки й оборони відіграє вирішальну роль у підтриманні громадського порядку, протидії злочинності та захисті громадян. Подвійний статус військового формування з правоохоронними функціями потребує всебічного розуміння механізмів її взаємодії з іншими структурами безпеки. Незважаючи на наявну правову базу, практична реалізація міжвідомчої співпраці стикається зі значними труднощами, зокрема це неоднозначні мандати, дублювання функцій, недостатня координація та інституційна фрагментація.

У статті проаналізовано теоретичні, правові, емпіричні й порівняльні аспекти взаємодії НГУ з іншими суб'єктами сектору безпеки у сфері громадської безпеки. На підґрунті матеріалів національних і зарубіжних джерел визначено ключові перешкоди для ефективної співпраці, такі, як нечітка визначеність ролей, обмежений обмін інформацією та конституційні аспекти регулювання правоохоронних повноважень НГУ. Подвійний характер НГУ потребує складної системи навчання і чітких правових протоколів для балансування військових і цивільних пріоритетів.

Застосовано системний підхід, який розглядає сектор безпеки як інтегровану структуру, та порівняльно-правовий аналіз для зіставлення українського законодавства з міжнародними стандартами. Задля оцінювання узгодженості безпекової політики проаналізовано стратегічні документи, зокрема «Стратегію національної безпеки України».

Висновлено, що оптимізація міжвідомчої співпраці НГУ потребує законодавчої реформи, розроблення стандартних операційних процедур, спільних навчальних програм і механізмів демократичного контролю. Зазначені заходи є важливими не лише для операційної ефективності, але й для легітимності і довіри громадськості до архітектури безпеки України.

Ключові слова: взаємодія, громадська безпека, Національна гвардія України, сили безпеки.

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