CONCEPTUAL UNDERSTANDING OF NATIONAL RESILIENCE: THE ROLE OF PUBLIC ADMINISTRATION SYSTEM FROM US EXPERIENCE

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A shift in the main threats of national resilience (NR) appeared due to global challenges. That reasons moved from war threats and terrorism to climate change threats, the digitalization of social life, inequality and the decline of democracy in the world. Analysing possible scenarios for the development of the global landscape, researchers argue that all the positive human capabilities can only be approached through the creation of resilient state, based on resilient public administration (RPA). However, no previous study was devoted to: 1) the changes of conceptual understanding «national resilience», 2) the indicators of resilient administration, as well as 3) resilience acceptance by the public servants. This study will present major information sources for NR investigation; it will research the NR term understanding in USA and other countries; as well as discover basic indicators of RPA and the effect of acceptance of NR by public servants. Data will be collected during a series of in-depth interviews with top-managers from public administration institutions. Qualitative analysis will be followed by sentiment analysis and path analysis in order to empirically support the qualitative findings. In addition, the hypotheses will be argued and correlation will be established.

Conclusions and implications: This study provides a theoretical framework for understanding the role of public administration in national resilience. It highlights the importance of resilience in the current global context, and the need for further research in this area. The study also contributes to policy making by offering insights into the factors that influence public servants’ acceptance of national resilience.

Keywords: national resilience; resilient public administration; basic indicators; acceptance of national resilience.

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Introduction. Published Global trends and Key implications thorough 2035 (www.dni.gov/files/documents/nic/GT-Full-Report.pdf) claim that governing is getting harder. While formulating strategies in public management, we must take into account that «Publics will demand governments deliver security and prosperity, but flat revenues, distrust, polarization and a growing list of emerging issues will hamper government performance». Researchers state that «at national level, the gap between popular expectations and government performance will grow; indeed, democracy itself can no longer be taken for granted». Analysing possible scenarios for the global landscape development, researchers argue that all the positive human capabilities can only be realized through the creation of resilient administration. «Increasing resilience at the institution level could also occur through the employment of dedicated strategic planning cells, exercises, technologies and processes that would accelerate responses during crisis». At present, Ukraine is undergoing a public administration reform, in conditions of political and economic crisis, military aggression of the Russian Federation in the East of Ukraine, annexation of Crimea. This requires new paradigm of RPA as the part of NR. USA develop the resilient state and form resilient national strategies since the 9/11 tragedy. That is why USA experience is particularly important for the development of an effective public administration system for all the territory of Ukraine, especially for the temporarily occupied territories of the Eastern Ukraine and Crimea.

According to recent studies, the problems of terrorism and war are not the most significant global challenges the world will face in the near future. Along with that, the public administration will comply. Civil society will require governments to ensure individual and collective security, well-being. In the same time declining incomes, mistrust, polarizing society, and an increasing list of urgent environmental issues will face public servants on the daily basis.

Therefore, when formulating development strategies for Ukraine, researchers analyze possible scenarios for the development of the global landscape. That leads to argue that all the positive opportunities of mankind can only be realized through the creation of a resilient state through RPA. «Increasing institutional level resilience can be ensured through the introduction of strategic planning, technologies and processes that will provide resilience in times of crisis. But another extremely important factor is public servants who implement these technologies and processes. And the level of their participation in the formation of the RPA has not been studied yet.

The issue of NR on state level is complex in many ways. Unfortunately, a collection of resilient individuals does not guarantee a resilient community; similarly, a set of resilient communities does not necessarily form a resilient nation and a resilient state. Studies prove that effective public administration (when government bodies are trusted) is a part of resilience formation on both personal and community levels.

Scientific issues that have not been researched yet: 1. What changes happened in the United States NR paradigm since 2001? What is the current NR structure? 2. What are the RPA indicators especially those at NR level? 3. What factor unites resilient citizens and resilient communities, and forms the resilient state?

This study will provide several contributions. First, it introduces the major sources of NR investigation, used by researchers and professionals in USA. Second, it examines contemporary structure of NR based on possible scenarios for the development of the global landscape. Third, it investigates the indicators of RPA and their influence on NR formation. Fours, the study analyses the effect of acceptance of NR paradigm in public administration system of USA and its’ possible implementation in Ukraine. We are going to employ sentiment analysis during the identification of NR acceptance by top-level public servants. Practical recommendation of this study will be discussed.

Literature review

There is a fast-growing amount of academic literature referring in one way or another to the phenomenon called NR. The concept has appeared to be attached to different fields, and is used within those fields at different levels. A search for relevant Subject Terms in a scientific database (EBSCO) reveals 1465 hits about « national resilience» from 1991 to 2019. The concept of NR is a comprehensive one, addressing the issue of society’s sustainability and strength in several diverse realms (Chemtob, 2005; Eshel & Kimhi, 2016; Obrist et al., 2010). In addition to the conceptual ambiguity, this topic is also politically driven and can appear to be sensitive as it refers to responsibilities of political leader and state authorities in conflict hotspots around the world. According to last research (Kimhi, Eshel, Leykin & Lahad, 2017; Kimhi et al., 2019) measuring resilience becomes increasingly difficult with regard to amorphous systems without clear structures or definable borders. The nation, especially in the globalized world, is one of these ever-changing phenomena; accordingly, national resilience is certainly a challenge to define and
measure. However, it seems that beyond the various definitions there is tendency to agree that national resilience means society’s sustainability and strength in several diverse realms including components like patriotism, optimism, social integration, and trust in political and public institutions.

The scope of potentially intervening factors expands from personality attributes to cultural aspects as well as other potential component of national resilience is waiting to be studied. At the level of the nation, the situation of society becomes very complex since we have to face two ill-defined variables in one equation: we do not know either what constitutes national resilience or how to define the nation in the context of globalization (Joseph, 2013) having been introduced into the contingency policies of many institutions (CabinetOffice, 2008a,b; Coaffee, Murakami, Wood, & Rogers, 2008; Goldstein, 2012; Martin, 2012; Newman, Beatley, & Boyer, 2009). This, of course, has not been without criticism (see, for example, MacKinnon & Derickson, 2012). Nonetheless, the scope of resilience has grown exponentially. The term is now used across disciplines and even more so as a political buzzword has not been properly conceptualized in this context.

After the 9/11 the amount of expenditure dedicated to the protection of nations from extremism and terrorism increased exponentially (Guinnessy & Dawson, 2002; Issues in Science & Technology, 2002; Lum et al., 2006; Silke, 2004). Part of this expenditure has been allocated to the development of policy and interventions aimed at preventing violent extremism. In the United States, the introduction of a Strategic Implementation Plan for Empowering Local Partners to Prevent Violent Extremism in the United States placed emphasis on the building of community resilience in countering violent extremism (The White House Officer of Press Secretary, 2011). However, resilience as a concept and even more so as a political buzzword has not been properly conceptualized in this context.

Parmak (2015) further highlights the need to develop a greater conceptual understanding of national resilience and possible measuring system. Several studies showed that exposure to terror has led to higher levels of patriotism among Americans (Moskalenko, McCauley, & Rozin, 2006). This data seem to suggest that different aspects of the NR construct will be assessed differently by different groups of people.

The following hypotheses are investigated:

H1. Contemporary American public administration researchers are increasingly paying attention to the study of the macro level of resilience (national), as opposed to the early 21st century, when the micro level (individual) was predominantly studied. Now these studies have shifted to the field of social psychology and psychiatry.

H2. When the component of public administration will be included into the definition of NR, this will lead to conceptual changes in the understanding of NR as the basis of state and nation development. Establishing state-level measurable NR indicators will help to form effective public policies and to highlight the RPA features. That type of public administration will be able to respond to the challenges and threats of the 21st century in a timely manner.

H3. Individual resilience of public servants as main drivers of public policies has a synergistic effect on the formation of NR at the state level, that is why this indicator should be added to the 4 attributes of resilient state formation components: patriotism, optimism, social integration, and trust in political and public institutions.

H4. Public administration is an integral part of the formation of individual and community-level resilience. RPA becomes a major integrating factor, synergistically uniting different levels of resilience into the concept of «resilient state».

**Expected results**

1. Establishing the stages of evolution of the NR concept since 2001 to nowadays in the scientific literature and national strategies of the United States.
2. Supplementing the terminology of public administration scientific area by authorizing the definition of «resilient public administration» expected to be useful for both USA and Ukraine.
3. Research of top-level public servants’ perception of the NR concept in order to identify basic factors influencing the formation of individual resilience of this category of citizens.
4. Identification of RPA indicators at the national level in order to determine the priority change strategies for governance.
5. Building the model of the globalization challenges impact on public administration resilience.

**Conclusion**

The study, based on the US experience in forming the resilient public administration at the national level, will answer the questions: 1) what changes in public administration of USA, announced today in
the country, are crucial, 2) what threats are prioritized by public servants.

The obtained scientific results will help: 1) to shape modern approaches to the reform of public administration in Ukraine, 2) to develop proposals for training programs on the resilience formation for public servants, 3) to interact with civil society institutions for the formation of a resilient state through the activity of NGO «Center of Resilience of Ukraine».

**Literature**


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