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## Особенности политического управления обеспечением общественной безопасности городов-курортов региона Кавказских Минеральных Вод

Дмитрий Сергеевич Чекменев<sup>1\*</sup>, Александр Юрьевич Бородаев<sup>2</sup>

<sup>1,2</sup> Пятигорский государственный университет (д. 9, пр. Калинина, Пятигорск, 357532, Россия)

<sup>1</sup> [tchekmenev@gmail.com](mailto:tchekmenev@gmail.com)

<sup>2</sup> [borodaev.07@yandex.ru](mailto:borodaev.07@yandex.ru)

\*Автор, ответственный за переписку

**Аннотация.** Актуальность данной статьи обусловлена значительным повышением значимости обеспечения общественной безопасности в контексте усложнения общественно-политических отношений и системного противостояния между Российской Федерацией и странами коллективного Запада. Особое внимание в работе уделяется специфике обеспечения общественной безопасности на муниципальном уровне, что обусловлено рядом специфических характеристик. В статье систематизируются структурные и технологические особенности политического управления обеспечением общественной безопасности городов-курортов региона СКФО, конкретизируются факторы и детерминанты, определяющие проекции данных особенностей в политическом процессе.

**Ключевые слова:** общественная безопасность, политическое управление, муниципальное образование, город-курорт федерального значения

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Research article

## Features of political management of ensuring public safety of resort towns of the Caucasian Mineral Waters region

Dmitry S. Chekmenev<sup>1\*</sup>, Alexander Yu. Borodaev<sup>2</sup>

<sup>1,2</sup> Pyatigorsk State University (9, Kalinina St., Pyatigorsk, 357532, Russia)

<sup>1</sup> [tchekmenev@gmail.com](mailto:tchekmenev@gmail.com)

<sup>2</sup> [borodaev.07@yandex.ru](mailto:borodaev.07@yandex.ru)

\*Corresponding author

**Abstract.** The relevance of this article is due to the significant increase in the importance of ensuring public safety in the context of the complexity of socio-political relations and the systemic confrontation between the Russian Federation and the countries of the collective West. The article focuses on the specifics of ensuring public safety at the municipal level, which is due to a number of specific characteristics. The article systematizes structural and technological features of the political management of ensuring public safety in the resort cities of the North Caucasus Federal District, and specifies the factors and determinants that determine the projections of these features in the political process.

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**Keywords:** public safety, political management, municipality, resort town of federal importance

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**Introduction.** The relevance of this article is determined by the generally increasing importance of security, which is due to the growing number of threats facing Russia in the context of increasingly complex socio-political relations and systemic confrontation with the countries of the collective West. The topic of the article is particularly relevant due to the fact that ensuring public security at the municipal level is characterized by a number of features, among which it should be noted, firstly, the participation of local governments in solving a wide range of problems in this area is associated with the absence of law enforcement units. Accordingly, local governments act in this area through certain organizations and perform a coordinating role (in this regard, the resort towns of the Caucasian Mineral Waters region, being urban districts by their legal status, are vested with all matters of local importance in the sphere of participation in ensuring public security). Secondly, the very content of the concept of "public security" has significantly expanded over the past decade, with such types of it articulated in public discourse as "civilizational security", "religious security", etc. Thirdly, the participation of local governments in ensuring public safety (the normative and legal patterns of this participation) presuppose the intensive involvement of civil society institutions in this process (here we note two types of relevant organizations: public associations with a law enforcement focus (for example, voluntary people's squads), as well as civil organizations in general associated with broad socio-political activities (for example, public councils, ethnic councils, the latter representing a significant distinctive feature of the resort towns of the Caucasian Mineral Waters region). In this context, it should be noted that at present, issues of ensuring security, including public security, are acquiring significant political significance. This, in particular, presupposes the targeted formation of appropriate reactions of society to decisions taken by public authorities [10].

In this general context, the political management of public safety in the resort towns of the Caucasian Mineral Waters region (*hereinafter referred to as KMV*) takes on increased importance, which is due to the special legal status of these municipalities (resort towns of federal significance, the city of Pyatigorsk has another status - the administrative center of the North Caucasian Federal District (*hereinafter referred to as NCFD*)), which have systemically significant projections on the process of ensuring public safety on their territory.

**Materials and methods.** Institutionally, we assume that the resort towns of the Caucasian Mineral Waters region are resort towns of federal significance, urban districts, and that Pyatigorsk is the administrative center of the North Caucasus Federal District. This, taken together, creates a set of systemic characteristics that determine the process of political governance for ensuring public safety. Also, This article uses the author's approach to analyzing the structural and design properties and technological characteristics of political governance in the area of public safety in a municipality. This approach is based on identifying five areas of political governance in this area: institutional, regulatory, functional, communicative, and cultural-ideological. Each of these areas has its own content, and we suggest that, at the present stage, the role of the political component within the actual activity component is increasing, while the significance of the public-administrative component is acquiring a purely instrumental nature.

On this basis, we identify five main types of political technologies, the implementation of which, accordingly, is aimed at ensuring the solution of problems in ensuring the above five areas of activity.

The study was based on doctrinal documents of public authorities, materials from local government bodies, and civil society institutions operating in the area of public safety. A special section of empirical materials reflected the practice of political management of public safety in the Caucasian Mineral Waters region.

**Results and discussion.** To clarify the structural and design features of political management of public safety in municipalities, we utilize the principles of the theory of the structural organization of the political subsystem of society, according to which it consists of the following subsystems: institutional; normative and legal; functional; communicative; and cultural-ideological. This leads us to identify the corresponding structural political management systems in this area, the content and projections of which in the resort towns of the Caucasian Mineral Waters region have their own characteristics:

- political construction of the subject composition;
- political support for the law-making process;
- political support for the functioning of governance;
- political construction of communication networks;
- political construction of the cultural and ideological component of political management of public security.

We associate the political construction of the subject composition with the institutional subsystem. We associate this property with the construction of a subject composition that meets certain requirements. Firstly, these are the requirements of the current policy for improving the administrative-public system; secondly, this is the objective necessity of incorporating civil society institutions into public administration practices. Obviously, the degree of their subjectivity varies significantly [1]. This results in the formation and subsequent functioning of a public safety system.

The very political construction of the subject composition as a structural-design property consists of the formation (stimulation of the formation, and sometimes direct generation) of subjects in accordance with the requirements of the current political moment, context.

Directly related to the provision of institutional organization are political technologies aimed at ensuring the creation of appropriate institutions whose activities are aimed at ensuring public security (in whole or in part).

Considering the current specifics of organizing a unified public authority system, it should be noted that the identified technologies are focused on the creation (or ensuring the creation) of civil society institutions that participate in addressing public safety issues (and their functionality may be fully or partially focused on this activity). An example of the former – a full focus on participation – is volunteer public patrols. Examples of organizations with a partial focus on public safety include, in particular, councils created under the heads of municipalities. Here we note the projection of a significant feature of the resort towns of the Caucasian Mineral Waters region: in their structures of local government bodies, two similar councils have been created – the Public Council (for example, the Public Council of the city of Pyatigorsk [7]) and the Ethnic Council. Moreover, if the functionality of the first is to represent the interests of residents in solving general issues of a socio-economic nature, then the functionality of the Ethnic Council includes solving issues of ensuring public safety (prevention of extremism and terrorism, prevention of interethnic and interfaith conflicts), to which have recently been added issues of strengthening the all-Russian civic identity and civic consolidation, support for traditional Russian spiritual and moral values, which represents a conceptual field of an expanded understanding of public safety [15].

Here it is worth noting a fundamental circumstance: in the new law on local self-government of 2025, the issue of local importance “ensuring public order” was removed from

municipal competence; only the issue of “providing support to citizens and their associations participating in the maintenance of public order, creating conditions for the activities of public squads” remained [9]. In this regard, public squads and similar organizations are the only entities that take part in ensuring public order on behalf of the local community.

The discussion about the creation of a municipal police force, which is actively discussed in the scientific and practical literature, is significant here. The issue of creating a municipal police force has remained relevant and controversial throughout various periods, with both supporters and opponents of the creation of a municipal police force present in the scientific discourse. As S.A. Baranova and A.R. Shastina note, this idea currently appears impractical due to a number of circumstances. Firstly, the specifics of public order protection, characterized by the complex interaction between various levels of government and various law enforcement agencies, must be taken into account. Secondly, the creation of a municipal police force for the protection of public order is pointless, since the law "On Citizen Participation in the Protection of Public Order" provides for forms of participation in the protection of public order at the local level [2]. At the same time, the development of these forms remains relevant in terms of their effectiveness and efficiency.

We share the presented view. We consider it necessary to add that the logic of the changed competence of local self-government under the new federal law on its organization contradicts the creation of a municipal police force – the functions of local government bodies are clearly shifting toward creating conditions, providing information and communication support, etc., for the activities of public associations in the area of maintaining public order. We note that such a practice is fully consistent with the Russian model of civil society, which presupposes the genuine involvement of its institutions in political and administrative processes, which is largely managed in nature [3].

Political support for the rule-making process in the area of public safety is linked to the regulatory subsystem. This includes regulatory acts at various levels (including acts of political and socio-political organizations, and civil society institutions). In the context of political management in the area of public safety, we particularly note the target programs at the municipal level.

Here, we highlight political technologies for supporting the lawmaking process at the local level. Specifically, we include stimulating public debate, holding public hearings, informing the public, encouraging grassroots initiatives, etc.

We associate the political support for the functioning of management with the functional subsystem Ensuring public safety. It includes the forms and directions of political activity and methods of exercising power in the area of ensuring public safety.

Thus, according to the Concept of Public Security [5], in particular, the main areas of activity within the scope of their competence of entities ensuring public security are: countering terrorism: countering extremism: countering criminal attacks: countering corruption: protecting the population from natural and man-made emergencies; countering illegal migration: establishing international cooperation:

We associate the political construction of communication networks with the communication subsystem ensuring public safety. This subsystem includes a set of connections and interactions between the subsystems of the political system, between the political system and other subsystems of society (economic, social and spiritual) [12].

The communicative subsystem for ensuring public safety at its core includes a set of interactions (connections) that are implemented (formed) between public authorities vested with the relevant competencies. A fundamental issue is the place and subordination of local government bodies that are not part of the system of state authorities but are part of the unified system of public authorities of the relevant constituent entity of the Russian Federation.

We believe that it is precisely the character (structure, composition of actors, political technologies employed, etc.) that indicates the formation of a political network for ensuring

public security. Here, by political network, we mean a non-hierarchical system of various organizations, not linked by direct organizational ties, whose activities are aimed at achieving a common political goal.

Thus, the structure of communication links in the system of political management of public security. Includes:

- vertical communication links within a unified system of public authorities (includes three levels); here, of particular political significance is the practice of interaction between state authorities and local authorities, an example of which is the institution of informing local authorities by heads of territorial divisions of law enforcement agencies [11]. Also worth noting here are the various coordinating bodies created to ensure effective interaction between state authorities and local government bodies [10];

- communication links between local government bodies and civil society institutions, the latter being represented by two types: public organizations with a law enforcement focus and public organizations indirectly connected with ensuring public safety. A symptomatic example here is the activities of the headquarters of people's militias [8];

- communication links between local government bodies and subordinate organizations, which are increasingly involved in the practice of ensuring public safety;

- communication links between local government bodies and international organizations (these links are extremely limited, but they have a certain potential for development in terms of preserving traditional cultural and spiritual-moral values).

To ensure the construction and subsequent functioning of these connections, political technologies are used to build channels of communication interaction, vertical or horizontal, in the public security system.

The political construction of the cultural-ideological component of political governance for ensuring public security with the cultural-ideological subsystem. This subsystem includes political ideology (a system of ideas, views, and concepts regarding political life, based on political values) and political culture (a system of established norms of political behavior based on notions of political ideals, a just state, the meaning of political life, and ways of evaluating and explaining political phenomena).

An examination of the structural and design features of political governance in the area of public safety in municipalities leads us to the conclusion that it is becoming increasingly complex, both structurally and design-wise. The Comprehensive Plan for Countering the Ideology of Terrorism in the Russian Federation for 2024–2028 [4] serves as an illustrative example here.

Thus, certain aspects of local government involvement in ensuring public safety have recently become particularly relevant due to ongoing political processes. One such aspect is the involvement of local governments in countering terrorist ideology.

A significant decision aimed at significantly increasing the systematic nature of public opposition to the ideology of terrorism was the approval in 2024 of the Comprehensive Plan for Countering the Ideology of Terrorism in the Russian Federation [4], which contains a set of measures aimed at developing in the population, based on traditional Russian spiritual and moral values [13], a rejection of the ideology of terrorism and resistance to its propaganda.

The content of the tasks of countering the ideology of terrorism reflects the process of forming a comprehensive system in that area, among the features of which two should be highlighted: firstly, civil society institutions are systematically incorporated into this activity and, secondly, the directions of activity in this area that local government bodies must implement are clearly defined.

The technological specifics of political management for ensuring public safety in municipalities of federal resorts in the Caucasian Mineral Waters region are determined by the areas of activity in the area of public safety. For example, in the resort town of Pyatigorsk, these areas are [6]:

- expansion of the implementation and further improvement of the "Safe City" automated control system, ensuring public safety, fire safety of municipal institutions, and preventing offenses (including extremist and terrorist offenses) in the resort town of Pyatigorsk;
- strengthening interethnic and interfaith relations, countering extremist manifestations in the city;
- support of the Cossacks in the territory of the resort town;
- implementation of management activities at the municipal level aimed at ensuring the functioning of the public safety system (this includes, first of all, ensuring the implementation of programs in the area of public safety and related areas of socio-political relations).

**Conclusions.** The structural and design properties of political management in the area of public safety of a municipality determine the system of political technologies applied to ensure them. We have identified the following similar properties: institutional; regulatory and legal; functional; communicative; cultural and ideological. Each of them has its own inherent content and functionality.

Accordingly, the article highlights the following technologies of political management in the sphere of ensuring public safety of a municipality: technologies aimed at ensuring the institutional composition (the most significant ones are technologies for constructing entities participating in the process of ensuring public safety), technologies for political support of the rule-making process aimed at adopting norms regulating the process of ensuring public safety), technologies aimed at ensuring the functioning of political management in the sphere under consideration, technologies aimed at building communication networks, as well as technologies for constructing the cultural and ideological component of political management of ensuring public safety.

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#### **Информация об авторах**

**Дмитрий Сергеевич Чекменев** – доктор политических наук, доцент, профессор кафедры креативно-инновационного управления и права, Пятигорский государственный университет, телефон: +79614817951, [tchekmenev@gmail.com](mailto:tchekmenev@gmail.com).

**Александр Юрьевич Бородаев** – соискатель, старший преподаватель кафедры креативно-инновационного управления и права, Пятигорский государственный университет, телефон: +79626719439, [borodaev.07@yandex.ru](mailto:borodaev.07@yandex.ru).

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#### **Information about the authors**

**Dmitry S. Chekmenev** – Dr. Sci. (Pol.), associate professor, professor of the department creative and innovative management and law, Pyatigorsk State University, phone: +79614817951, [tchekmenev@gmail.com](mailto:tchekmenev@gmail.com).

**Alexander Yu. Borodaev** – applicant, senior lecturer at the department of creative and innovative management and law, Pyatigorsk State University, phone: +79626719439, [borodaev.07@yandex.ru](mailto:borodaev.07@yandex.ru).

**Author contributions:** the authors contributed equally to this article.