

Research Article

The Role of Security Bureaucracy at The Intersection of National Security And Economic Security

Milli Güvenlik ve Ekonomi Güvenliği Kesişiminde Güvenlik Bürokrasisinin Rolü

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Makale Geliş Tarihi	Makale Kabul Tarihi
12.02.2024	22.02.2025

Abstract

Economic security is essential for a state's ability to safeguard its national interests and economic values against internal and external threats. This study explores the interplay between economic security and national security strategies, focusing on the role of the security bureaucracy. It examines key aspects such as economic independence, critical infrastructure protection, energy security, and cybersecurity. Using content analysis, the research analyzes official strategy documents from the United States, China, and the European Union, along with discussions in academic literature. The study highlights similarities and differences in the economic security strategies of countries with distinct political systems, showcasing how policymakers address economic security challenges. The findings reveal that economic security is a core component of national security, with the security bureaucracy's effectiveness being crucial in enhancing international competitiveness. Moreover, the research emphasizes the interconnectedness of economic security with military expenditures, diplomacy, and intelligence, advocating for a comprehensive approach to security. It underscores the importance of integrating economic security policies with sustainable development and societal welfare goals. Effective coordination of the security bureaucracy is identified as a vital factor in implementing successful national security strategies, ensuring resilience against emerging threats.

Keywords: Economic Security, National Security Strategies, Security Bureaucracy, Critical Infrastructures, National Interests.

Öz

Ekonomik güvenlik, bir devletin ulusal çıkarlarını ve ekonomik değerlerini hem iç hem de dış tehditlere karşı koruyabilme kapasitesine sıkı bir şekilde bağlıdır. Bu çalışma, ekonomik güvenlik ile ulusal güvenlik stratejileri arasındaki karşılıklı etkileşimi analiz etmeyi ve bu çerçevede güvenlik bürokrasisinin işlevini değerlendirmeyi amaçlamaktadır. Özellikle, ekonomik bağımsızlık, kritik altyapıların korunması, enerji güvenliği ve siber güvenlik gibi temel unsurlar üzerinden, ekonomik güvenliğin ulusal güvenlik stratejilerindeki konumu ele alınmıştır. Araştırma kapsamında, içerik analizi yöntemi kullanılarak, ABD, Çin ve Avrupa Birliği gibi çeşitli ülkelerin resmi strateji belgeleri ile akademik literatürdeki tartışmalar incelenmiştir. Farklı siyasi sistemlere sahip ülkelerin ekonomik güvenlik yaklaşımları, politika yapımcıların aldığı önlemler bağlamında değerlendirilmiş ve bu yaklaşımlar arasındaki ortak ve ayrışan yönler ortaya konulmuştur. Elde edilen bulgular, ekonomik güvenliğin ulusal güvenlik stratejilerinin ayrılmaz bir unsuru olduğunu ve güvenlik bürokrasisinin bu alandaki etkinliğinin uluslararası rekabet bağlamında belirleyici bir rol oynadığını göstermektedir. Çalışma, ekonomik güvenlik ile askeri harcamalar, diplomasi ve istihbarat arasındaki etkileşimlere dikkat çekerek, devletlerin sürdürülebilir kalkınma ve toplumsal refah hedeflerini destekleyen bütünleşmiş bir güvenlik yaklaşımına

Önerilen Atıf /Suggested Citation

Sağlık, Tuğrul, G.N. & Ersoy, A., 2025, Öğretmenlik Mesleğinin Sosyolojik Dönüşümü, Üçüncü Sektör Sosyal Ekonomi Dergisi, 60(1), 541-554.

duyduğu ihtiyacı vurgulamaktadır. Bu bağlamda, güvenlik bürokrasisinin uyumlu bir şekilde koordine edilmesi, ulusal güvenlik politikalarının başarısı için kritik bir faktör olarak öne çıkmaktadır.

Anahtar Kelimeler: *Ekonomi Güvenliği, Milli Güvenlik Stratejileri, Güvenlik Bürokrasisi, Kritik Altyapılar, Ulusal Çıkarlar.*

1. Introduction

The national security of a country is directly related to the security of its economy. The concept of economic security, which encompasses strategies and policies aimed at maintaining economic stability and independence, is at the centre of national and international decisions of states. Economic desires, which have been at the root of wars throughout history, together with the competition for raw materials after the industrial revolution and the globalised hegemony struggles of the modern world, have made economic security a priority interest of every state. The welfare state approach, which develops approaches that directly link public security with economic security, has brought economic security to the centre of national security.

Economic security, which was developed to ensure sustainable growth and prosperity by protecting a country's economic system against internal and external threats, also includes ensuring independence, political stability, social peace, prevention of foreign interference, resilience against crises and sustainable development. However, economic security threats have become increasingly sophisticated, with risks such as terrorism, cyber-attacks, organised crime, trade wars and technology espionage forming the main elements of these threats.

The main problem addressed in this study is that the interdependence between economic security and national security strategies has not been analysed systematically enough. Economic security is often treated as an independent policy area, while the necessity of making it an integrated strategy with national security may be overlooked. This makes it difficult to understand the impact of economic threats on national security. In particular, the role of the security bureaucracy at the intersection of these two concepts remains unclear. This research aims to examine why economic security is a critical element in national security strategies and the role of the security bureaucracy in this field. The effectiveness of the security bureaucracy in this field directly affects the competitiveness of countries in the international arena. In this context, it is aimed to understand the place of economic security in national security strategies, to analyse the functioning of the security bureaucracy and to evaluate how different countries approach these problems from a comparative perspective.

In this study, the government policies of the USA, China, EU countries and other regional powers as concrete examples of the relationship between economic security and national security strategies and the discussions in the academic literature are analysed through content analysis method. The position of economic security in national security strategies is evaluated; economic security strategies of different countries according to their political systems and the effects of these strategies on national security are discussed. The differences in the national security strategies of weak states with small economies and strong states with large economies are also emphasised.

2.The Place of Economic Security in National Security Strategies

Economic security is defined as preserving a country's national interests, ensuring a sustainable structure of its economic values, guaranteeing access to strategic resources and increasing its capacity to resist economic instability. Economic security includes three basic elements: protecting the social and economic fabric, maintaining social cohesion and ensuring international economic co-operation. Modern states that aim to secure national and individual economic security manage their resources effectively while maintaining their economic independence and adopt a welfare state approach that meets the basic needs of individuals (Sperling & Kirchner, 1998, p. 221-237).

Economic security requires a multidimensional approach that is not limited to financial stability. This concept, which includes justice, resilience against global economic threats and individual security, has become a concept that directly affects both the welfare of individuals and global geopolitical stability in an increasingly integrated world. This concept, which has a dynamic structure, is shaped in the context of changing power balances on a global and local scale; it involves the transformation of interdependencies into strategic tools or their use as a means of pressure for political, strategic or geopolitical purposes. In this context, while economic security is vital for stability and sustainable development at the national and international level, it also has the capacity to act as a pressure tool to achieve political goals. States' use of economic security as a tool of coercion occurs in the context of resolving political disputes or undermining the economic stability of targeted countries (Tang, 2015, p. 44).

Economic security, which is an important element of social order and continuity, also plays an important role in international relations as it has a structure that is open to external threats. For this reason, states take measures against threats to their economic security as well as the security of their borders. While economic security deeply affects a country's political and military security, it is directly related to the risks of economic dependence caused by globalisation. For this reason, governments consider policies that will increase social welfare and stability and build resilience against economic risks within the framework of national security strategies. In order to ensure economic security, states ensure protection against economic risks through defensive policies, while increasing the ability to detect and intervene against risks in advance through proactive policies (Brück, 2005, p. 20-23). In this way, while ensuring economic security, the impact of risks is minimised and economic stability and sustainable growth are supported in the long run. In this context, economic security is an integral part of the state's security strategies that should be handled together with other security elements.

The fact that economic security falls within the general security responsibility of the state requires an understanding of the normative and empirical dimensions of this relationship. The security responsibility of states is shaped by both the normative and empirical dimensions of the complex relationship between state effectiveness, sovereignty and international law. In normative terms, states are expected to fulfil their constitutional obligations, which extend to human rights and public security; in empirical terms, their ability to fulfil these responsibilities varies depending on factors such as their organisational capacity, quality of governance and the diversity of threats (Englehart, 2009, p. 163-164). This situation reveals the impact of the "effective state concept envisaged in the modern world on the quality of states.

The concept of national security, which refers to the totality of strategies to ensure the physical existence, sovereignty, cultural values and social peace of a state, has expanded to include economic threats. In order to protect and sustain national interests, there is a need for strategies that utilise national resources effectively. These strategies provide a framework for identifying threats, assessing risks and protecting national interests. Security strategies are analysed in three different dimensions as individual, national and global security (Caudle, 2009). These three different dimensions prioritise a strong economic system to ensure the security of citizens, protect sovereignty and stand out in international competition.

Economic security has a direct impact on the overall power and national interest of the state. Therefore, ensuring economic security is supported by the capacity of many security bureaucracy apparatuses such as intelligence, diplomacy and military elements (Cormac, 2014, p. 104-107). Considering economic security as a critical element of national security is also directly related to the development of the capacity of the security apparatus. This is because economic security ensures the security of strategic resources in order to increase the technical capacity of security and develop measures against external supply risks (Buzan, 1983, p. 80-82). In this context, effective coordination of the security bureaucracy to address economic threats or opportunities is the critical element supporting economic stability as part of national security strategies.

The interdependence between economic security and national security strategies is an intertwined phenomenon that supports each other and ensures their sustainability. While the effectiveness of the security bureaucracy, which physically supports national security, diversifies depending on economic power, a secure environment ensures the sustainability of economic activities.

3. The Role of The Security Bureaucracy in Protecting Economic Security: Threats and Strategies

Security bureaucracies are institutional structures responsible for implementing and overseeing a state's national security strategies. These organisations are mechanisms created by the state to ensure internal and external security against political, military, social and economic threats. States, which support the legal order with security apparatuses, have established organisations that will take measures regarding the social and economic conditions necessary for the protection of social order, as well as ensuring the physical security of citizens. Ministries, supervisory and regulatory institutions, intelligence and public order units that can develop interventions against internal and external threats have been assigned to ensure economic security, which is among the basic characteristics of the modern state. It is imperative that these organisations work in coordination with economic policies, because globally diversified threats require measures that go beyond the traditional approach.

In a globalising world, the diversification of threats to economic security has necessitated governments to go beyond traditional economic policies and adopt a more comprehensive approach. Therefore, instead of leaving economic security to economic policies alone, it is becoming increasingly important to integrate security institutions into this process. In addition to threats directly related to the economy, such as trade wars, supply

chain disruptions and risks to energy resources, internal security risks such as terrorism, organised crime and social unrest, and external security threats such as border conflicts, international terrorism, espionage and cyber-attacks also have a direct impact on economic stability. (Prager et al., 2018, p. 48-53; Steinberg & Wolff, 2024, p. 184).

The actions and objectives of states regarding economic security vary according to their official strategy documents and security doctrines. Countries' national security strategies, which encompass long-term policies, initially focussed on military and diplomatic threats, but now include environmental, economic and socio-cultural factors. These strategies are a framework that includes a programme to protect national assets, assess potential threats to national interests and plan resource allocation. The realisation of these strategies requires the coordinated efforts of all branches of government through military, economic, diplomatic and social means. When concrete examples of national security strategies of different countries are analysed (Caudle, 2009). it is seen that each country develops policies according to its specific situation. With an integrated approach against internal and external threats, comprehensive policies are developed for natural disasters, system failures and threats to social peace. Although countries develop different security concepts according to their specific situation, economic security is a common issue in all national security strategies. Because for each country, economic security is considered among vital interests.

Although peaceful methods such as diplomacy, soft power and economic co-operation are included in national security strategies to ensure economic security, military power has been the most frequently used method throughout history. Military power has played a decisive role in the historical process in order to control economic resources and ensure the security of strategic regions. Although the multidimensional effects of wars in the global world have caused extensive damage at the economic, political and social levels, today, different countries' territories and economic resources are still threatened directly or through proxy wars in order to ensure the continuity of hegemony struggles.

3.1.Ensuring Economic Security from a Securityist Perspective: State-Centred Military Power

Throughout history, the protection and management of economic resources has greatly influenced state organisation and the formation of centralised armies. As the most effective deterrent for states to protect themselves and their citizens, military power not only ensures physical security but also plays a critical role in economic security and stability. In this role, the military protects economic interests against internal and external threats and provides a sense of security to the national economy.

The functionality of military power in the protection of trade routes as well as economic activities such as agriculture and mining in the first state organisations encouraged the formation of regular and permanent military structures over time. States have used centralised armies to control economic resources, strategic raw materials, commercial routes and infrastructures, and to protect against external threats. All the great states in history owe their civilisation to large military structures that ensured the control and security of their commercial networks. For modern states, shaped by factors such as globalisation, technological progress and international legal norms, military power is still an important strategic element in ensuring economic security. States use their military power as a defence and control mechanism to remain competitive in the international arena, to protect their resources and to pursue their economic interests (Buzan, 1983, p. 161).

In today's world, states are showing that the classical security approach is insufficient in the face of the transforming nature of security risks. In this context, problems can only be solved through multidisciplinary methods. Within the framework of complex and holistic security concepts, approaches that evaluate economic, regional and technological dimensions together on a wide scale from individuals to states and the international system are necessary. These approaches emphasise the need to address security issues without limiting them to a single security paradigm, to understand threats and to find solutions (Bobrow, 1996: 436). In this framework, contemporary approaches that define security as a systematic problem necessitate the inclusion of economic security in national security strategies within the framework of economic co-operation.

The security bureaucracy, which sets goals in line with national security strategies, has undertaken functions such as pursuing national interests, managing security threats and developing cooperation to maintain international order in the context of international law and diplomacy. These tasks are performed through functions such as ensuring the harmonisation of national law with international norms, strengthening coordination with international organisations, intervening in crises and conducting diplomatic negotiations. These processes are critical to mitigating economic risks and ensuring the sustainability of trade and sanctions. However, there are also examples of military sanctions and the use of force when diplomatic initiatives fail. For example, the Bush Doctrine, which is considered as one of the national security strategy texts of the US,

is essentially linked to the strategic objectives over the Middle East oil, although it is based on justifications such as preventive war, fight against terrorism, spread of democracy and freedoms (Daniel et al., 2004, p. 18-27). The policies to be pursued in line with this strategy have led to conventional wars that will last for many years in order to control the region in line with national security and economic interests.

In today's world, the economic costs and risks of direct wars lead states to economic struggles instead of military interventions. Nevertheless, military power remains important in the control and protection of economic resources. Examples such as the US wars in Iraq and Afghanistan, Russia's annexation of Crimea, France's military interventions in Africa and NATO's intervention in Libya are military initiatives aimed at controlling energy resources and trade routes. However, military and political alliances that influence the international balance of power are also predominantly formed to protect the economic security of member states. International peacekeeping operations are organised to prevent conflict zones from turning into regional risks such as refugee crises, the spread of terrorism, logistics security and human rights violations. With the aim of both reducing the economic costs of conflict by ensuring stability and strengthening regional economic security by protecting commercial infrastructures, for example, the United Nations has carried out 71 peace operations around the world since 1948 and is currently conducting 13 operations today.

Far from enhancing economic security, the effects of the use of military power can sometimes have even more corrosive consequences. Since the components of military power have a significant share in the budget items of states, they make a significant contribution to both economic growth and crises. Military expenditures can strengthen economic growth by encouraging high technology investments and increasing employment in the defence industry. Indeed, the development of the arms industry throughout history has facilitated daily life and contributed to economic progress by opening up space for transferable technologies to the civilian sphere (Hacker, 2005). However, large military expenditures in the budgets of states can have positive effects on economic growth, but can also lead to crises due to excessive consumption of resources. Especially in developed countries, although defence expenditures provide economic benefits by encouraging investments in technology and infrastructure (Yıldır et al., 2014, p. 200-201). A study using extended datasets from the Stockholm International Peace Research Institute from 1970 to 2014 showed that a 1% increase in defence spending in OECD countries led to a 4.2% decrease in GDP per capita (D'Agostino et al., 2017, p. 433).

Factors such as budget deficits, public debt and increased tax burden arising from the financing of military expenditures may weaken economic security by increasing vulnerability to economic crises. In addition, military institutions, which have a significant impact on the established order of states, such as coups or a tutelary system of governance, have negative effects on national economies in the long run. (Sezgin & Sezgin, 2018, p. 377). In many parts of the world, it is observed that in authoritarian or totalitarian states where the military influence on the government is high, military expenditures are unevenly increased in order to maintain the autonomy and prestige of the military ; in democratic societies, military expenditures are unbalanced in order to address the concerns of civil society in times of crisis (Kier, 2014, p. 217).

The biggest problem caused by trying to ensure economic security through military intervention is the financial burden on the national economy and the risk of threatening world peace. Cross-border interventions in the name of economic security pave the way for arbitrary and ever-expandable authoritarian tendencies. For example, criticism of the Taliban's income from the opium trade in Afghanistan or the manipulation of oil prices in Venezuela and Saddam-era Iraq led to the US resorting to military intervention. In this process, the US military interventions against enemies perceived as threats to itself and the world order it claims to have established have had the opposite effect (Clemens, 2013, p. 523-525). The inclusion of such economic objectives in national security strategies leads to the diversion of military resources to economic objectives based on the principle of "might makes right". In this respect, the results of policies to ensure economic security through military interventions often remain ambiguous, raising moral questions and politicising military resources and diverting them away from basic security objectives (Losman, 2001, p. 8) as well as causing insecurity, conceptualised in the literature as a "security dilemma" (Sørensen, 2007). These policies, which are a reflection of the excessive interventionism of states, cause harm rather than ensuring economic security.

3.2. Internal Security Activities in Ensuring Economic Security

Maintaining policies in line with national security strategies brings the law enforcement organisation to the forefront as the most important element of physical power after the army in ensuring the continuity of public order and security in a sustainable manner. Law enforcement forces, which also have responsibilities in economic security, are tasked with protecting a secure environment and developing a predictive approach against possible threats. The establishment of modern police organisations, which were reorganised in the 19th

century according to multidimensional risks, was a turning point in controlling crimes related to economic security. The London Metropolitan Police (1829), considered the first professional police organisation in the modern sense, became a model for the establishment of police organisations in other countries and pioneered the development of different schools of policing in countries such as the USA, France and Germany. These new agencies were structured to tackle threats ranging from street gangs to mafia organisations, from illegal trade to cross-border organised crime networks. Police agencies, which carry out operational and intelligence activities against organised crime, have also assumed an active role in ensuring coordination between different institutions and countries as organised crime has become a global phenomenon (Harfield, 2008, p. 483-485). In addition to police agencies, judicial authorities, financial supervisory institutions, intelligence services and international organisations provide important tools in the fight against organised crime.

Organised crime, which poses a significant threat to economic security, has been a national security issue throughout history. Organised crime, which started in ancient times with activities such as piracy, gangsterism and banditry, has expanded to include mafias, drug cartels, human trafficking networks and terrorism-related criminal groups. Organised crime threatens public order and social welfare by disrupting the integrity of the financial system, creating injustice in the market, slowing economic growth and reducing government revenues through tax evasion. Pinotti (2015, p. 205)'s study on the risks of organised crime on economic security found that there was a 16% decline in GDP in regions where criminal activities were prevalent. The fear of crime in these regions has led to a significant decline in private investment, while public investments planned as substitutes have shown low productivity and have had negative effects on economic growth. Moreover, the involvement of organised crime syndicates, which have managed to gain political influence in the regions, in public tenders has increased the proceeds of crime and caused public resources to be spent in inefficient areas. In fact, Corrales and Freeman (2024) found that organised crime syndicates in Latin America, by gaining influence in the police, army, courts and prisons, can seriously threaten not only public order and economic security, but also democratic values and governance.

The global nature of organised crime means that no single agency or judicial system can be sufficient to deal with it. The most effective tools in the fight against organised crime include national and international police agencies, as well as intelligence agencies, financial supervision and tax agencies, customs and border security agencies, anti-drug and anti-smuggling agencies, anti-money laundering and counter-terrorist financing agencies, migration and refugee agencies, coastguard agencies and special commissions. However, if democratic oversight mechanisms are not functional, the effectiveness of these institutions is reduced and success in the fight against organised crime is difficult to achieve.

Another important responsibility of law enforcement agencies and the army in relation to national security is the fight against terrorism. Due to the asymmetric nature of terrorism, its economic impact has an importance that differs from other security risks. Today's terrorist activities have become one of the biggest threats to economic security rather than hot conflicts. In order to combat the threats posed by terrorism, it has become imperative to develop multidimensional approaches to economic security. Terrorism, which poses a significant threat to the economic security of countries, weakens the sustainable development capacities of the state by disrupting the investment environment, jeopardising the security of resources, damaging critical infrastructures and disrupting economic stability. Moreover, terrorism not only causes economic activities to slow down, but also causes the measures to be taken to have a multiplier effect on the economy. In other words, in addition to the advantages of security policies aimed at reducing the negative impact of terrorism on the economy, the cost of these policies also affects economic security. Strategies to be developed based on the political will and the expertise of the security bureaucracy will be decisive in terms of financial costs and the burden on the economic system (Altiner, 2014, p. 35-36).

The urgency of security threats leads to the unquestionable priority of resources to be allocated to this area. In this respect, in countries where security threats are frequent, public pressure to support these expenditures makes it difficult to balance security needs with social investment objectives that will provide long-term economic and social benefits. In Cevik and Ricco's (2018) comprehensive study on the impact of terrorism on public financing based on data from 156 countries, Cevik and Ricco (2018) found that the average ratio of tax revenues to GDP in countries around the world is 20.1 per cent, while in countries struggling with the problem of terrorism, this ratio can decline to as low as 0.6 per cent due to the deterioration of economic activities and the environment of trust, on the contrary, in countries with high economic security supported by national security, this ratio can increase to 50 per cent. In the report of the United Nations Development Programme (2020), which deals with the cost of terrorism in the African continent and covers the years 2007-2016, the damage caused by terrorism to the economy is stated as 119 billion dollars. The budget allocated for defence

expenditures has reached 84 billion dollars. The fact that this amount allocated to defence expenditures is equivalent to the cost of vaccines that low and middle-income countries will need for about ten years clearly reveals how terrorism creates a spiral of poverty in socio-economic terms.

Developments that require modern approaches to economic security are a result of the internet age we live in. As the use of the internet as a widespread communication and information sharing tool in almost every sector has increased, the need for mechanisms to take measures against risks that may arise from cyberspace has also increased. With the rapid spread of technology and digitalisation, a new era has entered in the provision of public services and archiving of institutional data. In addition to the time and cost advantages offered by digital bureaucracy devices, concerns about data security and cyber-attacks on digitalised infrastructures such as energy, transportation, health and telecommunications have also been raised. Moreover, in today's world where financial transactions have become dependent on online infrastructures, the most important measures taken by financial institutions are against cyber-attacks. In this context, it has become imperative to take cyber security measures to ensure economic security as a part of national security. As a matter of fact, cyber space has been included in the modern security paradigm after the classical security areas of land, sea, air and space. The digital warfare and operation field, which is called the "fifth operational dimension", is included in national security strategies. Cyber power, which is used to protect national interests, adds richness to defence strategies and is also used effectively in intelligence gathering and information superiority activities. Many national and international organisations take operational and proactive measures to prevent the direct cost (data loss and repair costs) and indirect cost (loss of reputation and trust) effects of cyber attacks on critical infrastructure services (Şenol & Karacuha, 2020, p. 11-12). innovative solutions developed against cyber-attacks respond to the needs of the digital age world by securing both national security and economic stability.

The basic requirements of a modern state are shaped by a strong tax system and an effective intelligence network. These two elements play important roles in preventing internal and external threats as well as protecting the economic and strategic interests of states. In particular, although intelligence services are primarily designed to ensure military and political security, they have adapted to the changes in the global world and made economic espionage the main target in order to protect strategic resources and analyse the advantages of rival states. States benefit from intelligence organisations in order to increase their defence capacities and their power in economic and technological competition. Analyses of financial crimes such as financing terrorism, money laundering, fraud, intelligence studies on economic infrastructures and economic espionage are the main areas of duty of intelligence units. The activities of intelligence units are shaped according to the characteristics of each country such as its natural resources, technological progress, military capacity and economic situation. In Cormac's (2014) study on the intelligence services of major Western states, it is demonstrated with examples that these organisations assume a direct policy-making role in economic security and are effective in international competition. Western intelligence services closely monitor world economic developments (such as trade agreements, underground resources and technical advances), provide information to their governments on financial risks and opportunities, and use this information to exert diplomatic pressure or gain strategic superiority. In this way, they support their countries' capacity to protect their economic interests, gain a competitive advantage in the international market and increase their influence in the global balance of power.

4.Economic Security Approaches of Global Actors

Within the scope of economic security, which supports national security in a multidimensional manner, the security bureaucracy is shaped to develop strategic policies and mechanisms in areas such as maintaining economic stability, protecting critical infrastructure and institutions, preventing economic espionage, cyber security and regulatory mechanisms. Acting in line with the decisions and coordination of policymakers, the security bureaucracy is capable of early detection of threats and developing crisis prevention and response strategies to ensure economic security. For example, in the US, the Department of Homeland Security plays an active role in areas such as protection of global supply chains, securing technology and intellectual property, protection and modernisation of critical infrastructures, economic intelligence, security of international trade and coordination of economic policies. (D. M. Gerstein & D. C. Ligor, 2023, p. 8-9).

According to the rules of the global market economy, the free market and competition environment should be supported. This approach, which is especially dominant in the western bloc countries, can manifest itself in a protectionist manner when it comes to economic security. Accordingly, states have established regulatory and restrictive institutions with a security approach in order to protect their strategic economic interests and prevent threats to their economic activities. In this context, institutions such as the Committee on Foreign Investment in the United States (CFIUS), the European Union's Foreign Investment Screening Mechanism (FIR),

Germany's Federal Ministry of Economy and Climate Protection, China's National Security Review Mechanism, and Australia's Foreign Investment Review Board undertake the task of protecting the economic security of countries by supervising foreign investments (Chan & Meunier, 2022).

CFIUS, established by the US to protect its national security, restricts the activities of companies that may pose a threat to its national security by evaluating foreign investments in strategic sectors including critical technological infrastructure and personal data. This committee, led by the US Treasury Department and comprising representatives from ministries such as Defence, Commerce, Homeland Security and Energy, has restricted the activities of Chinese companies such as Huawei, ZTE and TikTok in the US and encourages its allies to restrict advanced technology exports to this country; it also expands the size of these sanctions with special laws such as the RESTRICT Act (Restricting the Emergence of Security Threats that Risk Information and Communications Technology (U.S.Congress, 2023). Similarly, EU member states and Japan have protected the strategically important biotechnology, health, automotive and semiconductor technology sectors against foreigners within the framework of national security. Similarly, countries such as Russia, China and India, which are considered as threats by Western bloc countries, are trying to become global leaders by establishing state-sponsored private companies in the technology, defence industry and energy sectors. (Cohen, 2020, p. 794-810).

In order to reduce strategic dependencies related to the economic security of the European Union, to increase domestic production in critical sectors and to promote technological innovation, it provides legal and financial support with initiatives such as the "European Chips Act", which aims to reduce its independence, especially in semiconductor technologies, and to become a leader in digital infrastructure and green technology. In addition, with the "Anti-Coercion Instrument", it has created a new legal framework that enables it to respond deterrently to external economic pressures (François Chimits et al., 2024). European Union member states are also making strict regulations in order to protect their national technologies and ensure economic security in accordance with the plans of the union. These regulations are generally directed towards China's investments in EU member states. Member states, with their own legislation and institutions, protect sectors that will prevent global economic competition, especially in the field of high technology. For example, China's acquisition of KUKA, one of Germany's leading robotics companies, was considered a national security risk on the grounds that it could have a negative impact on Germany's technology leadership and Industry 4.0 strategy. Following this incident, the EU and Germany introduced stricter regulations against foreign investments. In Germany, while screening mechanisms are activated in the event that 25% or more of the shares of companies in sectors such as energy, defence and advanced technology are acquired by foreigners, this has been reduced to 10% (Chan & Meunier, 2022, p. 526-527).

The sanctions of the developed Western states against China, which they position as a threat to their economic security, are a political outcome of the international power struggle. In the 21st century, the strategic rivalry of Western states, particularly the US, against China, which has become the world's second largest economy and is rising as a global power, has become increasingly visible. China, which is seen as a threat due to its increasing technological capacity and intellectual property violations, has developed mechanisms to counter boycotts, sabotage and espionage activities against it. Considering economic security as part of the concept of national security with a securitarian approach, China controls national security in areas such as economic, political, military, environmental and energy security through the China Central National Security Commission (CNSC) established in 2013. CNSC carries out activities such as increasing domestic chip production against microchip and semiconductor restrictions on major technology companies to overcome the obstacles imposed by Western countries, creating state-sponsored funds in areas such as artificial intelligence, quantum computing and 5G technology, and providing legal protection in the field of technology by encouraging international patent purchases. The strengthening of these companies also increases China's intelligence capacity. The fact that Chinese companies are obliged to provide technical support, data access and security functions to the state in accordance with the National Intelligence Law increases the influence power of the Chinese state through these companies providing strategic infrastructure services (Wuthnow, 2017; Pearson et al., 2022, p. 147-148; Dunfor & Liu, 2024, p. 147-150).

5.The Effect of Management Approach on Economic Security

One of the most important responsibilities of modern governments is to formulate policies that will respond to expectations to ensure social welfare and to implement these policies through public administration. Citizens' expectations from governments are the provision of an employment environment, capital productivity, secure labour conditions and the protection of economic independence to support social welfare and improved living conditions (Mesjasz, 2008, p. 140-141). These expectations, which directly overlap with the definition of

economic security, shape economic policies depending on the economic situation and political regime of each country.

Even in modern democracies, the security bureaucracy has broad powers and budgets and has the capacity to act autonomously. Therefore, although it is sometimes considered to act independently from political decision-makers, this autonomous structure is expected to operate in an accountable framework subject to democratic control mechanisms. This situation not only provides a projection on whether the state's governance approach is autocratic or democratic, but also gives ideas on the shaping of security measures.

According to Collier (2009, p. 220-226), the basis of ensuring economic security is an effective state that strengthens citizens' sense of security and justice and manages resources within the framework of democracy and accountability through strong checks and balances. While economic security is shaped by a liberal economic model and welfare state approach in democratic regimes, it is seen as a critical tool to maintain the power of the state and the legitimacy of the administration in authoritarian/totalitarian regimes that are centralised, control-oriented and prioritise state interests due to the nature of their governance structures. For example, former communist bloc countries or countries with authoritarian-type governance models have attached great importance to economic security in order to consolidate their power and shape their international policies. However, this approach has also had negative consequences by undermining competition at the international level.

Bureaucratic institutions implementing economic security can lead to social, political and economic costs depending on the political regimes in which they operate. Even in modern bureaucracies, adversities (bureaucratic bureaucratic bureaucratic bureaucracy) can lead to results that are contrary to the social benefit objectives of economic security. Although varying in severity according to country regimes, the public bureaucracy, under the influence of interest groups and political actors, may have difficulty in formulating rational security policies. In particular, the security bureaucracy's prioritisation of its own interests in matters such as budget and resource allocation may lead it to support policies that will reinforce its power instead of need-based solutions. This leads to waste of resources and poses a risk to economic security. Moreover, bureaucracies' apparent closedness to innovation causes them to resist developing technologies and prevent safer practices (Buzan, 1983, p. 232; Boin et al., 2005). In this context, the structure and preferences of bureaucratic organisations are an important determining force in ensuring economic security.

Max Weber (2012) idealised bureaucrats as a management system that strictly adheres to predetermined rules as the basic functioning elements of large bureaucratic structures, is free from personal elements, is based on technical expertise and works harmoniously like the gears of a machine. However, bureaucracy does not always operate as a perfectly functioning system based on the rules defined in Weber's ideal type. When there are deviations from Weber's ideal type even in developed giants, the risk of arbitrary or populist decisions of bureaucrats coming to the fore should also be taken into account. In this context, the "bureaucratic policy model" approach of Allison and Halperin (1972, p. 53) and the public choice theory of Buchanan and Tullock (2002) are instructive in understanding how policies related to economic security are also characterised. These approaches, which take into account not only the influence of individual and rational actors but also the influence of groups with different interests and objectives in the decision-making mechanism of the state, suggest that competition between individuals and organisations shapes national security and economic interests in general, and that each institution may have different priorities and objectives. Although the decisions taken may vary depending on the effectiveness of the state and the understanding of governance, policies are finalised in line with the goals of politicians to increase their chances of re-election or bureaucrats to expand their influence. Therefore, inter-institutional competition and compromises have a great impact on national security and economic interests. Accordingly, some bureaucrats may support certain measures to protect economic interests or increase defence spending, while other bureaucratic actors may advocate open market regulations and budget discipline. Therefore, economic security is shaped by actors' power balances and differences in interests. Final decisions often represent a balancing of these differences and often represent a compromise acceptable to all parties rather than the best solution

Despite the risks associated with the problems of modern bureaucracies, the efficient, fair and organised provision of public services plays an important role in maintaining social order and ensuring the continuity of the state. The lack of effective public institutions, on the other hand, leads to a weakening of state capacity and the emergence of security weaknesses. In other words, risk factors related to security are higher in countries categorised as "weak states" (Patrick, 2007, p. 646-647). As a matter of fact, in countries where natural resources are mismanaged and become a hub for illegal trade and organised crime, weak states are at the root of economic security risks. This situation leads to the erosion of state authority, with the security bureaucracy

coming under the control of special interest groups. The inadequacy of security mechanisms can also lead to the weakening of the state's influence over society and even to the creation of an environment of chaos in which paramilitary groups can take over state authority. Such security weaknesses can lead to a loss of state legitimacy and increased human rights violations (Englehart, 2009, p. 163-164).

As a concrete example of these weaknesses, Obamamoye (2019)'s study on state organisations in Africa reveals how weak state authority and inadequate bureaucratic system increase economic weakness and adopt insecurity. States lacking sufficient institutional capacity in African countries are unable to provide basic services such as security, economic stability and social welfare, leading to social unrest. This situation has created instability that has spread to neighbouring countries and enabled the emergence and strengthening of the terrorist organisation called Boko Haram. The inadequacy in combating the activities of this organisation, which started in Nigeria, paved the way for the spread of the crisis to the countries in the Lake Chad region (Chad, Cameroon and Niger). Due to weak authorities in the region, cross-border violence, refugee movements and insurgent ideologies became widespread, undermining regional stability. This environment soon deepened the economic crisis in countries with weak governance capacity.

The reluctance to undertake the necessary structural reforms and the ineffective use of international assistance to address this problem have caused economic security to face even more complex problems. Long-term structural reforms, institutional and international co-operation, and improvements in governance mechanisms on the basis of transparency and accountability are inherent in the definition of economic security. Indeed, unlike weak states, "strong states" have the capacity to provide basic political and economic services to their people, with institutions functioning effectively. These states, which can effectively protect and utilise the elements of economic security, have the ability to direct the economy in a way that increases social welfare. Thus, they not only ensure economic stability, but also create the opportunity to turn this stability into a strategic advantage for national security (Patrick, 2007, 646-647).

6. Conclusion

This study aims to analyse the interrelationship between economic security and national security strategies and to evaluate the role of security bureaucracy in this context. The results obtained from the research show that economic security is an indispensable element of national security strategies and that the effective coordination of the security bureaucracy plays a critical role in international competition. In particular, it is emphasised that factors such as economic independence, protection of critical infrastructures, energy security and cyber security are directly linked to the sustainable development and social welfare objectives of national security.

These findings, when compared with the studies in the literature, reveal that economic security should be evaluated in an integrated framework with national security strategies rather than being treated as an independent policy area. Effective coordination of the security bureaucracy stands out as an important element in protecting strategic resources and ensuring economic stability. It is also stated that states should effectively integrate elements such as defence expenditures, diplomacy and intelligence while developing their economic security strategies.

In practical terms, this study suggests that policymakers should adopt a more holistic and interdisciplinary approach to economic security. It also emphasises the need to strengthen the capacity of the security bureaucracy to enhance the international competitiveness of states. Protecting critical infrastructures, enhancing measures against digital threats and strengthening international co-operation are vital for a sustainable security policy. Governments need to clearly define their economic security policy priorities, understand the types of threats and flex their security policies accordingly.

Among the limitations of this study is that the relationship between economic security and national security strategies cannot be analysed in detail in terms of cultural and regional factors. Future research could examine how economic security strategies adapt to regional dynamics by comparing the practices of different countries. In addition, the impact of next-generation threats and opportunities such as cyber security and artificial intelligence on economic security can be investigated more comprehensively.

In conclusion, this study highlights the importance of an integrated approach to economic security and national security strategies. The findings show that economic security is not only a dimension of national security, but also a critical element for sustainable development and international competitiveness. Increasing the effectiveness of the security bureaucracy in this area will contribute to making states more resilient and competitive at both national and global levels.

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Arastırma Makalesi

The Role of Security Bureaucracy at The Intersection of National Security And Economic Security

Milli Güvenlik ve Ekonomi Güvenliđi Kesişiminde Güvenlik Bürokrasisinin Rolü

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Genişletilmiş Özet

Bu çalışma, ekonomik güvenlik ile ulusal güvenlik stratejileri arasındaki ilişkiyi analiz etmeyi ve bu çerçevede güvenlik bürokrasisinin rolünü değerlendirmeyi amaçlamaktadır. Ekonomik güvenlik, bir devletin ulusal çıkarlarını ve ekonomik değerlerini hem iç hem de dış tehditlere karşı koruma kapasitesini ifade eder. Son yıllarda, ekonomik güvenliğin ulusal güvenlik stratejilerindeki önemi artmış ve politika yapıcıları kapsamlı ve bütünlük yaklaşım benimsenmeye sevk etmiştir. Bu çalışmanın ele aldığı temel sorun, ekonomik güvenliğin genellikle bağımsız bir politika alanı olarak ele alınması ve ulusal güvenlik stratejileriyle uyumlu bir bakış açısıyla yeterince incelenmemiş olmasıdır.

Araştırma, ekonomik güvenlik ve ulusal güvenlik stratejileri arasındaki karşılıklı bağımlılığı somut bir çerçevede değerlendirmek ve güvenlik bürokrasisinin bu süreçteki rolünü incelemek üzere tasarlanmıştır. Çalışma, ekonomik güvenliğin ulusal güvenlik stratejilerindeki konumunu ekonomik bağımsızlık, enerji güvenliği, kritik altyapının korunması ve siber güvenlik gibi temel unsurlar üzerinden ele almaktadır. Ayrıca, Amerika Birleşik Devletleri, Çin ve Avrupa Birliği gibi farklı siyasi sistemlere sahip ülkelerin resmi strateji belgeleri ile akademik literatürdeki tartışmalar, içerik analizi yöntemi kullanılarak analiz edilmiştir. Bu bağlamda, politika yapıcılar tarafından ekonomik güvenlik alanında alınan önlemler değerlendirilmekte ve çeşitli yaklaşımlar arasındaki benzerlikler ve farklılıklar vurgulanmaktadır.

Bu çalışmada veri toplama yöntemi olarak içerik analizi kullanılmıştır. Bu kapsamda, Amerika Birleşik Devletleri, Çin ve Avrupa Birliği'nin resmi strateji belgeleri ile akademik literatürdeki tartışmalar analiz edilmiştir. Bu ülkelerin ekonomik güvenlik yaklaşımları, siyasi sistemleri, stratejik öncelikleri ve politika araçları dikkate alınarak karşılaştırılmıştır. Çalışma, ekonomik güvenliğe ilişkin ulusal ve uluslararası politikaların temel dinamiklerini anlamayı ve güvenlik bürokrasisinin bu politikaları uygulamadaki etkinliğini değerlendirmeyi amaçlamaktadır.

Araştırmanın temel bulguları, ekonomik güvenliğin ulusal güvenlik stratejilerinin ayrılmaz bir parçası olduğunu ve güvenlik bürokrasisinin koordinasyon kapasitesinin bu alanda belirleyici bir rol oynadığını göstermektedir. Öne çıkan ekonomik güvenlik tehditleri arasında enerji arz güvenliği, dijital altyapıyı hedef alan siber saldırılar, kritik altyapının korunması ve uluslararası ticaretteki dengesizlikler yer almaktadır. Bulgular, devletlerin bu tehditlere karşı proaktif önlemler alması gerektiğini vurgulamakta ve güvenlik bürokrasisinin ulusal güvenlik politikalarının etkinliğini artırmada kritik bir araç olduğunun altını çizmektedir.

Çalışma, Amerika Birleşik Devletleri, Çin ve Avrupa Birliği'nin ekonomik güvenlik yaklaşımlarını detaylı bir şekilde incelemektedir. ABD, enerji güvenliğini sağlamak ve siber tehditlere karşı koymak için alınan önlemlerden örnekler sunarken, Çin'in devlet merkezli politikaları stratejik altyapıyı korumaya odaklanmaktadır. Avrupa Birliği ise uluslararası işbirliği ve yasal düzenlemelere dayalı bir model benimseyerek ekonomik güvenliğin küresel etkilerini dengelemeye çalışmaktadır. Bu farklı yaklaşımlar, ekonomik güvenliğin bölgesel ve kültürel bağlamlara göre nasıl değiştiğini ortaya koymaktadır.

Çalışma, ekonomik güvenliğin tek başına bir politika alanı olmadığını, sürdürülebilir kalkınma ve toplumsal refah hedeflerinin yanı sıra ulusal güvenlik stratejilerine entegre edilmesi gereken temel bir unsur olduğunu

sonucuna varmaktadır. Güvenlik bürokrasisinin etkin koordinasyonu, ekonomik güvenliğin sağlanmasında kilit bir faktör olarak ortaya çıkmakta ve ulusal çıkarların korunmasında belirleyici bir rol oynamaktadır. Ayrıca, ekonomik güvenlik politikalarının askeri harcamalar, diplomasi ve istihbarat gibi diğer ulusal güvenlik unsurlarıyla entegre edilmesinin gerekliliği vurgulanmaktadır.

Araştırma, ekonomik güvenlik politikalarına daha kapsamlı ve çok yönlü yaklaşımlar getirilmesini savunmaktadır. Özellikle siber güvenlik, dijital altyapının korunması ve enerji arz güvenliği gibi alanlarda uluslararası işbirliğinin artırılması önerilmektedir. Bu bulgular hem akademik literatüre hem de politika yapımcıların karar alma süreçlerine önemli katkılar sağlamaktadır.

Çalışmanın bir sınırlaması, daha geniş bölgesel veya küresel perspektifler olmaksızın analiz edilen ülkelerin ekonomik güvenlik stratejilerine dar bir şekilde odaklanmasıdır. Gelecekteki araştırmalar, ekonomik güvenlik stratejilerini bölgesel dinamikler, kültürel farklılıklar ve teknolojik gelişmeler bağlamında daha ayrıntılı olarak inceleyebilir. Ayrıca, yapay zekâ, blok zinciri ve yeşil enerji gibi yeni teknolojilerin ekonomik güvenlik üzerindeki etkileri daha kapsamlı bir şekilde incelenebilir.

Sonuç olarak, bu çalışma, ekonomik güvenlik ve ulusal güvenlik stratejileri arasındaki ilişkinin bütüncül bir şekilde anlaşılmasını sağlamakta, güvenlik bürokrasisinin bu alandaki rolünü değerlendirmekte ve literatüre anlamlı bir katkı yapmaktadır. Çalışma, sürdürülebilir kalkınma ve toplumsal refah hedeflerine ulaşılmasında ekonomik güvenliğin önemini vurgulamakta ve bu alanda alınması gereken stratejik önlemlerin altını çizmektedir. Bu bağlamda, güvenlik bürokrasisinin etkinliği, devletlerin uluslararası sahnede rekabet gücünün artırılması için vazgeçilmez bir unsur olarak kabul edilmektedir.