

UDC 355.42/355.426.4:342.95



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APPROACH TO DETERMINING PRIORITY FORMS OF INTERACTION BETWEEN THE NATIONAL GUARD OF UKRAINE AND SECURITY AND DEFENSE FORCES IN A STABILIZATION OPERATION

Taking into account the experience of conducting stabilization actions (operations) both on the territory of Ukraine and in other countries, as well as the requirements of current domestic regulatory documents, an approach has been proposed to determine the priority forms of interaction between the National Guard of Ukraine and security and defense forces in a stabilization operation. An example of the use of the developed approach is provided, and a variant of the priority forms of organizing interaction at the operational level is determined.

The proposed approach allows for a comprehensive solution to the tasks of determining the priority forms of interaction at various levels of command. It takes into account the results of a SWOT analysis, the decomposition of tasks related to conducting a stabilization operation, as well as the specific characteristics of the interacting entities, considering their administrative-legal status, capabilities, and nature of activities.

Keywords: *priority forms of interaction, National Guard of Ukraine, security and defense forces, stabilization operation.*

Statement of the problem. One of the important tasks jointly carried out by the security and defense forces during the repulsion of armed aggression is the conduct of stabilization actions (operations) in de-occupied areas or crisis areas affected by hostilities or with unstable situations. To effectively organize and conduct such actions, joint command bodies may be established under the leadership of military command. Under these conditions, stabilization actions may include: strengthening the protection of the state border; combating enemy sabotage and reconnaissance forces; strengthening the protection of critical infrastructure, government bodies, and local self-government bodies; escorting convoys; filtration measures; security and search operations; humanitarian and recovery efforts, and more.

Given the number of organizations and agencies involved in stabilization actions, one of the most important issues for the effective organization of task execution is establishing interaction between the military command bodies of the National Guard of Ukraine (NGU) and law enforcement agencies, other military formations, government bodies, and local self-government bodies, among others [1].

Based on the analysis of regulatory documents and considering the practice of organizing interaction during the execution of public safety tasks, the following key issues have been identified [2–8]: the required degree of interaction organization is not always clearly defined, and there is some inconsistency between the terms "interaction", "coordination", and "joint actions"; there is a need to determine when and to what extent the military command bodies of the National Guard of Ukraine should interact with other security forces, when they should act independently, or provide assistance; the methods of overcoming cultural and departmental differences among various security forces for effective organization of interaction need clarification.

Thus, it can be stated that there is currently a lack of a unified model of organizing interaction at various levels of command, which could serve as a starting point for planning interaction between interagency structures. The foundation of such a model should be the determination of priority forms of interaction.

Analysis of recent research and publications. The features of organizing interagency interaction have been considered in a significant number of scientific studies. Notable works include those by

O. Bandurka, O. Baranov, S. Garkusha, V. Zalozh, T. Kornev, O. Kuzmenko, M. Lytvyn, H. Mahas, A. Mysyk, I. Neklonskyi, V. Plishkin, and others. In the works of these scholars, the analysis of the features of organizing interagency interaction at various levels of command is presented, and the types, directions, forms, and methods of interaction are proposed. In this study, particular attention is given to the forms of interaction which, according to the author of this article, are constantly evolving in practice and require additional theoretical analysis and the development of an approach to identifying, from their diversity, those that are priority and appropriate specifically for the conditions of a stabilization operation.

The analysis of certain regulatory documents allows for the identification of the following key forms of interaction between security structures (agencies), which can be used for further analysis [9, 10, 11]: exchange of information on the operational situation in the area of the stabilization operation; joint control over the compliance of Ukrainian citizens, foreigners, and stateless persons with the requirements of Ukrainian legislation in designated areas; conducting joint legal education activities for the local population and preventive measures to prevent violations of Ukrainian law; conducting joint training on law enforcement issues and the execution of service-combat (combat) tasks; holding joint meetings on the implementation of stabilization measures; conducting joint analysis of the state, structure, and causes of crime, as well as the conditions that contribute to the activities of organized groups, and forecasting trends in the spread of organized crime; conducting coordinated operational-investigative, preventive, and other measures, including the formation of joint operational groups; preparing and holding joint board meetings, conferences, and seminars on improving interaction; joint development of educational programs and conducting training sessions within the system of professional training; holding joint meetings, developing, and refining plans for operational actions and special operations; conducting joint reconnaissance of terrain and objects in areas of potential action, personnel deployment, and ensuring the functioning of command bodies; creating joint operational headquarters to plan and coordinate the actions of the involved forces and means, etc.

Thus, the analysis of well-known scientific studies and regulatory documents indicates that, although the issue of organizing interagency

interaction at various levels of command is fairly well regulated, a comprehensive approach to determining the priority forms of such interaction has not yet been developed.

The purpose of the article is to justify an approach to determining the priority forms of interaction between the National Guard of Ukraine and the security and defense forces in a stabilization operation, taking into account the tasks, forms, and methods of action of the security and defense force formations at various levels of command in the execution of the corresponding stabilization measures.

Summary of the main material. Before moving on to defining the forms of interaction between the military command bodies of the National Guard of Ukraine and the command bodies of other entities in the security and defense sector, let us first analyze a more general category – interaction in the military and law enforcement spheres. In the National Guard of Ukraine, interaction is organized between military structures: squads, platoons, battalions, regiments, brigades, territorial commands, troop groupings (forces), and others; with other military formations (MF); with state authorities; with other formations, organizations, and law enforcement agencies; and with similar structures in other countries. The National Guard primarily belongs to the security forces (during peacetime and when a state of emergency is declared in Ukraine or in certain areas, or in the event of another crisis situation that threatens Ukraine's national security). Additionally, the Guard can act as an auxiliary military force and be part of the defense forces (in case of the imposition of martial law, during a special period, etc.). Moreover, the NGU's activities have an interministerial and interagency character: it can act in the interests of the Ministry of Internal Affairs [and within it, in the interests of its components: the National Police of Ukraine (NPU), the State Border Guard Service of Ukraine (SBGS), the State Emergency Service of Ukraine (SES), the State Migration Service of Ukraine (SMS)], the State Protection Directorate (SPD), the Security Service of Ukraine (SBU), the Ministry of Defense, the Ministry of Foreign Affairs, the Ministry of Infrastructure, the Ministry of Energy, the Ministry of Justice, regional and local government authorities, etc. [2].

The primary purpose of the National Guard of Ukraine in the law enforcement sphere, according to the author, is to respond to crisis situations that threaten national security and to quell mass unrest,

particularly in situations where police forces are objectively unable to cope. This necessitates the organization of interaction at various levels of command and under different conditions, taking into account the established administrative-legal regime of activities in the crisis region of the country. Given the large number of interaction entities and their interagency nature, as well as their differing functional legal statuses, a scientific task arises to determine the priority forms of interaction at various levels of command, in accordance with the specific directions of interaction.

Given the ongoing reform of the security and defense sector as a whole, when determining the priority forms of interaction, it is important to avoid duplication of tasks among different agencies and to focus on those areas where interaction will yield the greatest synergistic effect.

Different authors use various criteria for classifying types and forms of interaction. The most well-known classification criteria for interaction include: time characteristics (permanent, temporary, regular), relation to the system (internal and external), and the position of the subjects of interaction in the hierarchy of system elements (horizontal and vertical). Additionally, the following criteria can be added: by the basis of origin, interaction can be classified as regulated, by higher authority directive, or initiative-based; by the method of performing joint tasks – autonomous or joint; by spatial characteristics – close proximity or remote; by the nature of the connections between the interacting subjects – direct or indirect; by the nature of the interaction conditions (based on the operational environment) – normal or extreme; by the organizational features – sequential or parallel; by the number of interacting subjects – two-subject (pure) or multi-subject (mixed); by the stages of direct activity – preliminary, main, final; by the forms of activity (concerning the stages and phases of the management cycle) – during information analysis, during the preparation of a management decision, during the implementation of a management decision, during control, etc.; by the focus of the functioning of the interacting subjects – positive or negative; by the degree of homogeneity of the functions of the interacting subjects – interaction of subjects performing homogeneous functions or interaction of subjects performing different functions [2–8]. This classification should

be taken into account when determining the forms of interaction.

The following approach is proposed for determining the priority forms of interaction at various levels of command. First, using SWOT analysis [12], the strengths and weaknesses, opportunities, and threats regarding the organization of interaction by the Guard forces are identified, and appropriate strategies are developed, which include a set of relevant forms of interaction with other agencies. Next, the operational-strategic goal is decomposed into a set of operational tasks, for which suitable forms of interaction, identified at the previous stage, are selected. As a result, we obtain the priority forms of interaction for the specific situation being considered at the operational-strategic, operational, operational-tactical, and tactical levels of command in a stabilization operation.

In addition, using the hierarchy analysis method, it is possible to rank the forms of interaction at each level of command to determine the most rational ones.

Let us consider an example (Tables 1 and 2).

Thus, a strategy for organizing interaction can be formulated.

Key capabilities, tools, and levers: timely and comprehensive exchange of operational information, utilization of strategic communication capabilities within a unified system of information-psychological influence on the enemy and protection against negative information-psychological influence on the population and troops, the available capabilities of the security and defense forces (especially special operations, security, strategic communications, civil-military cooperation), state authorities, and public and non-governmental organizations.

Main areas of focus for interaction efforts: rational allocation of available resources not directly engaged in repelling armed aggression, to prevent external support for sabotage groups and illegal armed formations (IAF), block supply channels of resources to them, improve public safety, law and order, and the socio-economic situation in the country and region, including providing critical services to the population and restoring destroyed infrastructure, ensuring reliable physical and information security for the population and government forces; preventing the rise of radicalism, religious, and ethnic disputes among the population in the potential conflict region.

Table 1 – SWOT analysis of the National Guard of Ukraine's capability to conduct a stabilization operation in a specific region (example)

Strengths and weaknesses (S, W)			Strengths			Weaknesses		
			1	2	3	1	2	3
Opportunities, threats (O, T)			The presence of an appropriate organizational structure and unit composition for stabilization actions	The ability to apply force on a large scale where necessary	The hybrid status of the NGU: military and certain law enforcement capabilities	The inefficiency of command bodies in conducting multilateral interaction	Insufficient authority to carry out certain measures	Limited number of forces and resources for conducting stabilization actions
Opportunities	1	Achieving the required level of capability through interaction with other MF and LEA	S1O1	S2O1	S3O1	W1O1	W2O1	W3O1
	2	Utilizing the capabilities of the NGU's command system to lead military command	S1O2	S2O2	S3O2	W1O2	W2O2	W3O2
Threats	1	Unsuccessful actions in neutralizing sabotage groups and unsatisfactory public order and safety due to limited authority and the need for reinforcement and assistance	S1T1	S2T1	S3T1	W1T1	W2T1	W3T1
	2	Disruption of efforts to block supply channels for sabotage groups due to insufficient interaction with other MF and LEA	S1T2	S2T2	S3T2	W1T2	W2T2	W3T2

Table 2 – Synthesis of partial interaction strategies based on the results of the SWOT analysis

Number	Cell	Content of the defined strategy	Cell	Content of the defined strategy
1	S1O1	Taking into account the functional similarities between the NGU formations and the bodies and formations of other MF and LEA during interaction planning; aligning operational tasks and directions of interaction; conducting joint training exercises based on areas of activity and levels of command	W1O1	Establishing joint command bodies and working groups at various levels, chaired by the structure with the most relevant authority and capabilities; conducting joint meetings, boards; exchanging operational groups; conducting joint/coordinated analytical and planning activities among interagency entities; developing and submitting joint proposals to state authorities; exchanging management experience
2	S1O2	.....	W1O2	.....
3	S2O1	Joint development of state policy and alignment of the operational-strategic plan for the operation; development and submission of joint proposals to state authorities; exchange of assigned tasks performance and operational experience; building an operational grouping based on the NGU's command system and organizational structure, with the inclusion of interacting agencies in the system	W2O1	Joint analytical activities, exchange of operational information and reporting; joint planning/coordination and execution of special operations, operational intelligence, information-psychological, and police measures; conducting joint exercises; joint adjustment of special operation plans, actions, and measures based on their outcomes
4		.....		.....

End Table 2

Number	Cell	Content of the defined strategy	Cell	Content of the defined strategy
5	S3O1	.....	W3O1	.....
6		.....		.....
7	S1T1	Maximum integration of necessary capabilities and authority from relevant structures and agencies; joint analytical activities, exchange of operational information and reporting; conducting joint exercises based on areas of activity and levels of command; joint planning/coordination and execution of special operations, operational intelligence, information-psychological operations, and law enforcement measures	W1T1	Development of the NGU command bodies towards enhancing multilateral interaction capabilities; exchange of operational groups and creation of joint command bodies at various levels; exchange of experience in task execution; joint analytical and planning activities; conducting joint meetings, boards, and staff exercises
8	S1T2	.....	W1T2	.....

Expected results: increased political and social stability. Based on the defined strategy, an example of task decomposition for the security and defense forces group in a stabilization operation during an international armed conflict can be provided (Table 3).

Table 3 – Example of task decomposition for the security and defense forces group in a stabilization operation and possible forms of interaction

Operational-strategic goal (OSG), operational tasks (OT), operational-tactical tasks (OTT), tactical tasks (TT), forms and methods of employing troops (forces) and law enforcement agencies	Command bodies, formations that may be established	Possible forms of interaction
OSG: Conflict localization and stabilization of the situation (tasks of national, strategic importance). <i>(Joint stabilization operation)</i>	Joint interagency group of troops (forces), state authorities, public formations, non-governmental organizations	Joint development of state policy and coordination of the operational-strategic plan for the stabilization operation at all stages of command
OT_1: Assessment of the military-strategic, operational, and socio-political situation in the conflict area. <i>(Joint information-analytical and planning activities of the security and defense forces, state authorities, and local government bodies, intelligence activities of the Armed Forces of Ukraine, operational-investigative activities of the Security Service of Ukraine (SBU), National Police of Ukraine (NPU), and State Border Guard Service of Ukraine (SBGS))</i>	Joint operational headquarters, state administrations (military-civil administrations), state and non-state scientific and analytical centers, international security organizations	Conducting joint/coordinated analytical and planning activities among interagency entities, developing and submitting joint proposals to state authorities; exchanging experience of operational and assigned tasks performance
OTT_1: Gathering information and monitoring uncontrolled and threatening zones in the crisis area	Intelligence, operational-investigative, and analytical units of the security and defense sector forces	Coordination of intelligence activities, conducting joint analysis of the situation; exchange of analytical documents and operational information; joint reconnaissance of terrain and objects
OTT_2: Assessment of the capability of local authorities and law enforcement agencies to perform their functions.	Joint operational headquarters, state administrations (military-civil administrations)	Establishment of joint working groups, conducting joint meetings, boards, joint analysis, exchange of analytical documents and operational information
OTT_3.....	.....	.....
OT_2: Neutralization of illegal armed formations (IAF). <i>(Joint large-scale special operation)</i>	NGU units supported by the Armed Forces of Ukraine (AFU), National Police of Ukraine (NPU), State Border Guard Service of Ukraine (SBGS), Security Service of Ukraine (SBU), State Migration Service of Ukraine (SMS), and state authorities	Conducting joint/coordinated planning activities, joint or coordinated special operations and operational actions; exchange of operational groups; joint adjustment of special operation plans, actions, and measures based on their outcomes

Continuation of Table 3

Operational-strategic goal (OSG), operational tasks (OT), operational-tactical tasks (OTT), tactical tasks (TT), forms and methods of employing troops (forces) and law enforcement agencies	Command bodies, formations that may be established	Possible forms of interaction
OTT_1: Measures to isolate the conflict area and/or areas where illegal armed formations (IAF) are located. <i>(Joint containment and isolation actions)</i>	NGU units supported by the Armed Forces of Ukraine (AFU), National Police of Ukraine (NPU), State Border Guard Service of Ukraine (SBGS), Security Service of Ukraine (SBU), and State Migration Service of Ukraine (SMS)	Joint/coordinated containment and isolation actions and service-combat operations, joint development and refinement of special operation plans; exchange of operational information and reports
TT_1: Localization of the crisis area. Isolation of illegal armed formations (IAF) in their locations. <i>(Service-combat actions by the NGU, operational-service actions by the SBGS, joint special operations)</i>	Operational brigades of the NGU supported by territorial bodies and units of the SBGS, and units of the NPU	Joint execution/coordination of special operations, assigned tasks performance, operational-service and police measures; exchange of operational information
TT_2: Strengthening public order protection and ensuring public safety in the operation area. <i>(Service-combat actions by the NGU, administrative, preventive, operational-investigative, and police measures by the NPU)</i>	Brigades and regiments for public order protection supported by the bodies and units of the NPU	Coordination of activities, joint planning/coordination of measures; exchange of operational information; joint work on legal education of the population for crime prevention
TT_3 .....	.....	.....
OTT_2: Direct impact measures on illegal armed formations (IAF) to compel them to cease resistance and neutralize them. <i>(Joint special operation, joint operational actions)</i>	NGU grouping supported by special forces units, intelligence and operational-investigative bodies, and units of the security and defense sector forces	Joint reconnaissance of areas for special operations; exchange of operational information and reports; joint planning/coordination of special operations and/or operational actions
TT_2 .....	.....	.....
OT_3: <i>Stabilization measures and maintenance of the established legal regime if it is implemented</i>	.....	.....
OTT_1: <i>Military stabilization measures</i>	.....	.....
TT_1 .....	.....	.....

Conclusions

Thus, the conducted research using the developed approach has allowed for the formulation of the following priority forms of interaction (based on the proposed example): joint development of state policy and strategy for the use of security and defense forces with government authorities and coordination of the operational-strategic plan for the stabilization operation at all stages of command; conducting joint/coordinated analytical and planning activities among interagency entities, developing and submitting joint proposals to unified command bodies

(operational headquarters); establishment of joint working groups, conducting joint meetings and boards, exchanging assigned tasks performance experience and operational experience; conducting joint situational analysis; exchange of analytical documents, operational information, and reports; exchange of operational groups; joint adjustment of plans for special operations, actions, and measures based on their outcomes, etc.

The proposed approach allows for a comprehensive solution to the task of determining priority forms of interaction at various levels of command, taking into account the results of the SWOT analysis, task decomposition for

conducting a stabilization operation, and the specific characteristics of the interaction entities with regard to their administrative-legal status, capabilities, and nature of activities. According to the author, this approach is not final and may be further refined, improved, and used in the context of the National Guard of Ukraine's activities to address other crisis situations.

The direction of further research will be the development of a model for the interaction of the National Guard of Ukraine with security and defense forces at various levels of command, applying known directions and forms of interaction, as well as the identification and justification of new ones.

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The article was submitted to the editorial office on 09.10.2024

УДК 355.42/355.426.4:342.95

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ПІДХІД ДО ВИЗНАЧЕННЯ ПРІОРИТЕТНИХ ФОРМ ВЗАЄМОДІЇ НАЦІОНАЛЬНОЇ ГВАРДІЇ УКРАЇНИ ІЗ СИЛАМИ БЕЗПЕКИ І ОБОРОНИ В СТАБІЛІЗАЦІЙНІЙ ОПЕРАЦІЇ

З урахуванням досвіду проведення стабілізаційних дій (операцій) як на території України, так і в інших країнах світу, а також вимог чинних національних нормативних документів у статті запропоновано підхід до визначення пріоритетних форм взаємодії Національної гвардії України із силами безпеки і оборони в стабілізаційній операції. Для визначення пріоритетних форм взаємодії на різних рівнях управління використовується поєднання методів SWOT-аналізу та декомпозиції. Насамперед за допомогою SWOT-аналізу визначаються сильні та слабкі сторони, сприятливі можливості та загрози щодо організації взаємодії із силами Національної гвардії України і розробляються певні стратегії, які містять набір відповідних форм взаємодії з іншими підрозділами. Далі оперативно-стратегічна мета декомпоzuється на кілька оперативних завдань, для вирішення яких вибираються відповідні форми взаємодії, які можна вважати пріоритетними для конкретної операції, що розглядається. Крім того, за допомогою методу аналізу ієрархій запропоновано ранжувати форми взаємодії на кожному рівні управління для визначення найбільш раціональних. Наведено приклад використання розробленого підходу і визначено варіант пріоритетних форм.

Запропонований підхід дає змогу комплексно підійти до проблеми визначення пріоритетних форм взаємодії на різних рівнях управління, ураховує результати SWOT-аналізу, декомпозицію завдань у стабілізаційній операції, а також характеристики суб'єктів взаємодії з огляду на їхні адміністративно-правовий статус, можливості та характер діяльності. Розроблений підхід не є остаточним, і надалі він може бути деталізований, удосконалений та використаний у контексті діяльності Національної гвардії України для вирішення інших кризових ситуацій.

Ключові слова: пріоритетні форми взаємодії, Національна гвардія України, сили безпеки і оборони, стабілізаційна операція.

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