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THE ROLE AND PLACE OF GENDARMERIE FORCES IN INTERNATIONAL PEACE OPERATIONS

The article substantiates the role and place of the gendarmerie-type structures (including police structures with military status, which are part of the FIEP) among the military, police and civilian components in the multinational multidimensional peace operation at various stages of conflict development, which allows more efficiently and purposefully to distribute existing forces and means, including through the use of the “added-value” effect of the gendarmerie as structures of the hybrid (military-police) type.

Keywords: *gendarmerie, peace operation, hybrid threat, conflict stages.*

Introduction. Today, UN peace operations (peace-building, peace-enforcement, peace-keeping) have been transformed into multidimensional peace missions, whose mandate includes not only dividing of opposing parties, but also creating of conditions for stabilizing the situation, creating a safe environment, and developing the capabilities of local security forces.

The analysis of crises of recent decades shows that the majority of current crises have become of intrastate nature.

Among the modern threats that threaten the peace process in the countries covered by the crisis, the following can be distinguished [1–4]:

- the capture of hostages, terrorism, extremism;
- mass population migration;
- drug trafficking, weapon trafficking, trafficking of human beings;
- organized crime, gangsterism;
- criminalization of several spheres of public administration;
- growth of technological capacities and combat preparedness of insurgents.

Peacekeepers also may face hybrid methods of warfare, which include a combination of guerrilla and civil wars, as well as rebellion and terrorism, are becoming a new and very dangerous challenge today. Such methods also include informational, psychological, cybernetic wars, economic and diplomatic pressure on the enemy.

Participants in the “hybrid warfare” can be [5, 6]:

- the military, dressed in uniform with insignia, follow regulations, are fighting the permitted types of weapons and acting in accordance with the orders of their command;
- civilian policemen in uniforms, which are equipped and act as the soldiers;
- insurgents in uniform and without it, armed like soldiers and policemen, who are fighting by any available military equipment, including those forbidden, obeying the orders of their leadership (if any);
- terrorists that are masked as civilians and suddenly strike, including carrying out individual terror against specific hostile parties;
- volunteers, observers, peacekeeping forces, whose functions can periodically include all the above-mentioned participants in the “hybrid warfare”.

In order to overcome the crises in such states in an unstable post-conflict situation, when the hostilities cease and there is an unstable peace agreement, and there is a need to establish a lasting peace, in accordance with the decision of the Security Council, international peacekeeping (peacemaking, peacebuilding) operations can be conducted. The problems of successful implementation of peacekeeping missions in modern conditions are as following:

– the decline of the role of the UN in resolving conflicts, the global confrontation of the great powers;

– depreciation of critical infrastructure in areas of conflict;

– weak control of the territory of the country where international peacekeeping operations are conducted;

– lack of state resources for security, as well as of capacity of the security forces, or even actual absence of them;

– insufficient number and not high enough efficiency of peacekeeping forces [7, 8].

Peace operations involving contingents of military, police, and civilian components from the UN member states can be carried out in order to overcome crises and resolve conflicts of all kinds in affected countries, according to the UN Security Council's mandate. The ratio of these components may vary, depending on the UN mandate and the current situation. However, the role and place of the gendarmerie in these operations is not clearly defined today.

Analysis of recent research and publications. The international conference, held on February 18 – 22, 2019 in Amsterdam, the Netherlands, was devoted to the role of gendarmerie in future peace and security operations. The conference was attended by representatives of the member countries of the FIEP, including a representative of the National Guard of Ukraine. According to the results of the conference, a summary report was published, which included the results submitted by the scientific participants of the conference. The main theses of this report are the following: the starting point for determining the role and place of the gendarmes in securing peace and security is an analysis of future threats and challenges, among which the growth of manifestations of terrorism, radicalism, illegal mass migration of the population, protest actions (including protests of “yellow gilets” in France), the growing complexity of the world and uncertainty in the background of a large amount of information, the struggle for limited resources and the increasing complexity, conflict and hybrid character of operational threats among both the domestic and the international level; the practice of introducing peacekeeping missions of the European Union, OSCE, and NATO alongside missions under the umbrella of the United Nations; emphasizes the

need to deal with non-state actors, civilian and military organizations, protestants, refugees, unemployed people, etc.; the situation in the areas of action requires the rapid deployment of a well-equipped, powerful police forces having a wide range of law enforcement capabilities, provided by the so-called “added-value” that the gendarmerie itself has.

In addition, the issues addressed in the study were considered in documents and papers [2, 5–12]. However, in direct formulation, the role and place of the gendarmes-type structures are not considered in them.

The purpose of the article is to substantiate the role and place of gendarmerie-type structures (including police structures with military status as part of the FIEP) among the military, police and civilian components in a multinational multidimensional peace operation at various stages of conflict development.

Presenting main material. The most important issue of performing missions in the context of significant uncertainty is the situation awareness and the availability of reliable reconnaissance data. Since the quantity of forces for performing the entire spectrum of necessary tasks in a peacekeeping operation are usually not enough, it is necessary to know the reason for the occurrence of events and possible options of their development in order to take timely rational decisions and perform the correct calculation and distribution of available peacekeeping forces. Considering that, the first 6-12 weeks after the peace agreement is often the most critical period for establishing a stable peace and building trust in peacekeepers, the situation awareness and rapid deployment of peacekeeping forces becomes the key condition for the successful fulfillment of the mandate of the mission [7, 8].

Current peacekeeping operations are more complex, dangerous and responsible. Often, they are deployed in regions where there is high tension and there is no peace to keep.

From purely classical military operations, today is gradually being implemented a transition to the next level – the domination of “police” and “humanitarian” components, that greatly enhances the effectiveness of peacekeeping efforts.

Taking into consideration the complexity of modern missions, peacekeeping forces should be guided by a comprehensive approach – a

combination of peacekeeping, humanitarian and military operations during one given operation. Therefore, in order to fulfill the mandate of the multidimensional international peacekeeping mission, all necessary components must be available: military, police and civilian.

One issue that is more serious is the fact that military contingents are usually too powerful and the police forces are too weak. Military forces have advantages - greater operational efficiency, increased deterrence capacity. The disadvantages are the risks of power imbalance, the negative reaction of the media, and the risk of negative reactions of the local population. Police have the following advantages: no significant casualties as consequence of police operations, internal consent of the population, respect for human rights. As disadvantages of police forces deployment should be considered: low effectiveness of intervention (low operational capacity), especially big crowds control during riots in massive unrest conditions. It takes more time for police to receive international support.

Therefore, there is a gap in the capacity to fulfill fully the mandate of the mission, as there is a need for such a force that should be activated when the police forces are no longer able to cope with the situation, and the forces of the army are still too early and inexpedient to be deployed. To solve the problem it is necessary to have police units organized according to the military model, coordinated, more powerfully armed and equipped, well trained to stop disturbances, and so on. Therefore, we need a specialized force that has the capacity of both the police and the army, able to operate in difficult conditions, has significant operational capabilities, some autonomy and own logistics, is interoperable with the military and is able to respond to situations where neither the military nor the police can act effectively. It should be capable to deploy forces rapidly for crisis management, to conduct large police operations. Such a force is considered a gendarmerie.

In the course of military operations in the framework of urgent temporary measures, the interaction between the gendarmerie and the military is a priority. The military establish a safe environment and gendarmerie supports civil security and the rule of law.

The advantage of the gendarmerie comparing with the military and the police is that the army is not prepared to respond to specific threats, and the police is not capable to do that. Police cannot be used in large-scale riots, insurgency, and mass

violations of public order. Therefore, the gendarmerie is needed as a specialized force that has the capacity of both the police and the military, able to operate in different situations, has operational capabilities and a certain autonomy of actions, its own logistics, and is interoperable with the military forces.

The gendarmerie can be deployed quickly to resolve crises, conduct police operations, including those of a large scale. When the situation stabilizes, the role of the military is decreasing, and the role of the gendarmerie is increasing.

As part of an international peacekeeping operation, gendarmerie can perform a wide range of tasks, both of the military and of the police, for example [9–13]:

- participate in urgent temporary measures (support the forces of the army; isolate the areas of location of insurgents; neutralize insurgents, terrorist groups; stop violence);
- conduct reconnaissance, monitor the situation, carry out emergency measures;
- conduct joint patrols with the military and the police;
- strengthen the protection of the key infrastructure of life support of the population;
- ensure security of military and humanitarian convoys, refugees, etc.;
- strengthen local police and gendarmerie, provide security, law and order in urban and rural areas, protect the places of compact residency of forced migrants, displaced persons;
- end rioting and search for groups of participants in the riots and those who committed grave and especially grave crimes, detention of them, the seizure of weapons, ammunition, explosives and military equipment;
- provide security of VIP;
- enforce (strengthen) the protection of prisons;
- ensure security of the elections;
- assist functioning of the justice bodies, including supporting the investigation of war crimes;
- participate in reforming of the post-conflict state security sector (participation in selection, preparation of local security forces), etc.

Under the executive mandate, gendarmerie may replace local security forces and have executive powers.

So, as a result of the study, let us suggest the options of deploying gendarmerie in peace operation to stop the low intensity conflict by three phases of its development: the pre-conflict

phase, conflict itself, and post-conflict phase [14, 15].

1. The pre-conflict phase is characterized by the limited military capabilities of the insurgents, the lack of weapons, the hidden nature of the activity, the lack of control over the territory. As a rule, there are mass riots and tensions among the population (manifestations, demonstrations, acts of violence), which do not yet have signs of armed conflict, but can cause it in the future. Then, the creation of illegal armed formations of insurgents and their transition to active actions begins.

The conflict occurs in a limited area, usually of one region of the state.

It is characterized by the presence of a small illegal armed formations (several dozen of militants), which could potentially endanger the existing political regime, and under certain conditions and conduct hostile acts against government forces, even with the use of firearms.

The peace-building measures should be applied during pre-conflict phase. Major force is the police. Supporting force is the gendarmerie. The military contingent is in reserve.

Gendarmerie enhances the protection of key infrastructure, assists law enforcement agencies, and may be involved in special operations to neutralize individual small groups of insurgents.

2. The second, conflict phase begins when the central and other authorities lose control of the situation, and the further escalation of tensions necessitates the use of emergency measures (for example, the introduction of a legal regime of emergency). The task of combating the insurgents is to neutralize their core resistance capabilities, as well as to create the secure environment and conditions in which the achievement by the insurgents of political goals becomes impossible.

The open rebel actions of insurgents (several hundred militants) may occur in order to seize control over the territory, population and resources extend to the territory of two regions of the state.

The peace-enforcement measures should be applied during conflict phase to stop the violence. Usually host country government does not agree with such measures considering them as interference into the internal affairs and does not want to support peace-enforcement. To stop the conflict the international gendarmerie forces can be deployed in a large scale.

To isolate, neutralize the insurgents, Special Forces of the military may be used together with

the gendarmerie, which mainly serves as a supporting force.

Main missions of peace-enforcement forces during this phase are localization of the area of the activity of the insurgents; control of territory; search and neutralization of detected groups of insurgents.

3. If the actions of the security forces during the phase of conflict were successful, then the third – post-conflict phase begins. At this phase, the peace-keeping operation may be established. International gendarmerie forces, carry out tasks aimed at further stabilization of the situation, is important: in cooperation with the police, the search, detention and disarming of the remaining insurgents are carried out; gendarmerie carries out patrolling in urban and rural areas, conducts regime and other measures of a stabilizing nature.

However, when situation is not stabilized during that phase and the conflict has become of full-blown character, then the main forces for settlement of the conflict become the military, supported by the gendarmerie. This phase of conflict is the most complicated and dangerous, requires rapid and decisive actions. There is a threat of a humanitarian crisis, the illegal armed formations of insurgents become numerous and control some territories of the country, the insurgents have stable command control bodies that are able to coordinate their actions, then in this case), and the relevant UN mandate has been adopted (for example, urgent temporary measures).

The conditions for the successful use of gendarmerie in interaction with the armed forces in peace-enforcement operations (including the application of hybrid methods of warfare) can be considered as follows [9, 13]:

- the ability to conduct joint actions with military formations regarding the isolation of the conflict area and the neutralization of insurgents;
- timely conduct of reconnaissance, search, isolation, regime actions, protection of key infrastructure, convoys, etc., which requires distributing of forces into the small formations and creating of numerous mobile groups (units) operating in different areas and on a considerable distance from the main forces, the rapid concentration of forces in needed direction;
- the capability of the gendarmerie to operate in both large rural areas and in urban areas (including in the presence of hostile local population), in the face of high probability of

committing sabotage and terrorist acts by insurgents;

- the capability to conduct combat actions under the conditions of acute information confrontation, sharp changes in a situation, the need to create a sufficient reserve to perform suddenly arising tasks;

- effective state border reinforcement, a definite list of key infrastructure;

- entire blocking the of the insurgents activity areas and possible routes of maneuvering to prevent the spread of the conflict zone and obtaining support by insurgents in blocked areas;

- rapid search seizure of the formal leaders of insurgents;

- identification, isolation and export to stable regions for further investigatory actions of persons involved in unlawful actions;

- active search and neutralization of groups of armed insurgents;

- informational impact on the civilian population to prevent its participation in actions of insurgents;

- rapid increase of the presence of the gendarmerie in places of detection of a significant number of insurgents;

- effective securization of convoys in areas of insurgency.

At this phase of the conflict, the concept of combating illegal armed formations of insurgents that received the name “Three Block Warfare” also can be applied [16]. It means that the military conduct military operations against rebels in one part of the city, the gendarmerie is carrying out stabilization operations in another part of the city and, together with the police and humanitarian organizations at the same time gendarmerie facilitates humanitarian assistance and helps to restore the destroyed infrastructure in the third quarter of the same city.

Conclusion

1. In order to reach the effective use of gendarmerie in international peace-building, peace-enforcement, peace-keeping operations it is important to estimate the situation on the ground, the mandate of the given mission (including rules of engagement) to deploy sufficient and appropriate number of necessary units.

2. The tasks of gendarmerie forces should be appropriate for the exact phase of the conflict. A comprehensive analysis of the likely directions of the situation development will be relevant.

3. The most natural tasks of gendarmerie in crisis zone are maintaining public order and security; training local law enforcement forces; carrying out stabilization measures and operations; protection of civilians; strengthening the protection of key infrastructure; prevention and suppression of mass riots; carrying out special operations for the neutralization of insurgents.

4. Increasing the effectiveness of the gendarmerie forces is proposed by following:

- rapid deployment of gendarmerie forces can prevent the development of more severe consequences of crises. To do this, it is necessary to have well-trained peacekeeping units of gendarmerie capable of rapidly moving to the area of the international peacekeeping operation and performing peacekeeping tasks without further training;

- it is necessary to seek a balance between necessity and opportunity by distributing gendarmerie forces in accordance with the tasks, that is, to carry out the gradation of the critical tasks that must be performed in the first place, then important tasks, and in the end – the minor;

- involvement of separate units of the army to perform tasks of gendarmerie. As an example, the US National Guard has a dual purpose - along with the use of military operations abroad, in peacetime it can be used to stop major disturbances, disaster relief, maintaining a state of emergency, etc. For the effective use of the army to carry out non-typical gendarmerie tasks, it is necessary to extend the mission mandate related to the gendarmerie to separate prepared units of the military contingent (best suited for this purpose are special units trained for gendarmery operations), a set of such forces must be trained for rapid deployment in peacekeeping operations;

- for successful implementation of the stabilization measures during the conflict phase it is necessary to have a powerful mobile reserve, created on a modular basis to perform tasks by means of an early selection of elements with the necessary capabilities for certain types of tasks. An example is the multifunctional rapid reaction brigades deployed within the framework of the UN's peacekeeping missions in Mali, the Democratic Republic of Congo. Such brigades have proven their effectiveness to implement urgent temporary measures, first of all, to neutralize illegal armed formations of insurgents. Such an approach will allow for flexibility in actions, autonomy, multifunctionality, adaptability, decentralization of management.

Such a modular brigade may include, for example, a battalion of Army Special Forces, military police battalion, gendarmerie battalion, combat support unit, logistics unit that is well coordinated with each other.

Since the situation is usually cyclical, mutual assistance should be established between the police, gendarmerie and military units.

5. The gendarmerie should be prepared to conduct operations against the groups of insurgents in conjunction with the military and the police under the conditions of hybrid methods of warfare, be able to use tactics of "three quarters".

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Стаття надійшла до редакції 26.02.2019 р.

УДК 327.56:355.425

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РОЛЬ И МЕСТО СИЛ ЖАНДАРМЕРИИ В МЕЖДУНАРОДНЫХ ОПЕРАЦИЯХ ПО ПОДДЕРЖАНИЮ МИРА И БЕЗОПАСНОСТИ

Обоснованы роль и место структур типа жандармерии (включая полицейские структуры с военным статусом, которые входят в FIEP) среди военного, полицейского и гражданского компонентов в многонациональной, многоплановой миротворческой операции на различных этапах развития конфликта, которая позволяет более эффективно и целенаправленно распределять существующие силы и средства, в том числе за счет использования эффекта “добавленной стоимости” жандармерии как структуры гибридного (военно-полицейского) типа.

Ключевые слова: жандармерия, миротворческая операция, гибридная угроза, конфликтные этапы.

УДК 327.56:355.425

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РОЛЬ І МІСЦЕ СИЛ ЖАНДАРМЕРІЇ У МІЖНАРОДНИХ ОПЕРАЦІЯХ З ПІДТРИМАННЯ МИРУ Й БЕЗПЕКИ

Обґрунтовано роль і місце структур жандармського типу (у тому числі поліцейських структур з військовим статусом, що входять до складу FIEP) серед військової, поліцейської та цивільної компонент у багатонаціональній багатовекторній операції з підтримання миру й безпеки на різних етапах розвитку конфлікту. Роль і місце жандармерії у миротворчій операції за стадіями (етапами) розвитку конфлікту у певній державі світу запропоновано таким чином: на стадії зародження конфлікту, що характеризується обмеженими військовими можливостями повстанців, браком зброї, прихованим характером діяльності, відсутністю контролю над територією, жандармерія посилює охорону важливих об'єктів, надає допомогу правоохоронним органам, може залучатися до спеціальної операції з нейтралізації окремих невеликих груп інсургентів. Основними силами є поліція, а жандармерія – силами підтримки. Військовий контингент перебуває в резерві; в активній фазі конфлікту, в умовах, коли центральні та інші органи влади втрачають контроль над ситуацією, а подальша ескалація напруженості обумовлює необхідність застосування надзвичайних заходів (наприклад, введення правового режиму надзвичайного стану). Для припинення насильства під час конфлікту необхідно застосовувати заходи щодо забезпечення миру. Щоб зупинити конфлікт, міжнародні жандармські сили можуть бути розгорнуті у великих масштабах і застосовуватися для локалізації району діяльності інсургентів, контролю території, пошуку та нейтралізації виявлених груп інсургентів. Для ізоляції, нейтралізації інсургентів можуть обмежено застосовуватися високомобільні підрозділи спеціального призначення збройних сил спільно із жандармерією. Поліція виконує підтримувальну роль; на етапі згасання конфлікту може бути введена миротворча місія. Міжнародні сили жандармерії спрямовують діяльність на подальшу стабілізацію ситуації, у співпраці з поліцією проводять обшук, затримання та роззброєння решти повстанців, здійснюють патрулювання у міських і сільських районах, проводять режимні й інші заходи стабілізуючого характеру.

Проте, коли ситуація не стабілізувалася під час цієї фази і конфлікт набув повномасштабного характеру, то головними силами для врегулювання конфлікту стають військові, підтримувані жандармерією.

Ключові слова: жандармерія, операція миру, гібридна загроза, етапи конфлікту.

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