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DETERMINING OF THE METHOD OF USING AN INTERAGENCY GROUPING OF TROOPS (FORCES) IN STABILIZATION OPERATIONS IN THE DE-OCCUPIED TERRITORIES: TAKING INTO ACCOUNT CURRENT CONDITIONS

The article proposes an approach to developing a method of using an interagency grouping of troops (forces) for stabilization operations in the de-occupied territories, which, unlike the known ones, takes into account the current conditions and peculiarities of performing tasks, combines the best domestic and foreign practices. It makes it possible to determine a balanced list of tasks and activities of law enforcement agencies and public authorities at various levels of government to create an interagency group of the appropriate composition. The proposed approach can be used by the military command and control bodies of the National Guard of Ukraine to plan the use of its formations, as well as to create groups and tactical teams of appropriate composition.

Keywords: *stabilization actions (operations) in the de-occupied territories, National Guard of Ukraine, interagency grouping, method of application.*

Statement of the problem. The operational environment in the de-occupied territories and areas immediately adjacent to the combat zone, in the areas bordering the aggressor state, is characterized by a constant threat of renewed hostilities, the presence of collaborators, high crime rates, intensive actions of the enemy's sabotage and reconnaissance forces (SRF), as well as information, psychological and cyber operations. In addition to large-scale hostilities, the aggressor is actively using hybrid methods of warfare, destabilizing the internal situation in the country.

Countering these threats requires stabilization operations, which involves the creation of interagency groups of security forces, an important component of which are units of the National Guard of Ukraine (NGU). The tactics and operational art of interagency forces are constantly being improved to ensure effective security and stabilization, and the use of multifunctional battalion and company tactical groups and adaptive methods of operations are being introduced. The constant threat to security, the need for humanitarian aid and infrastructure restoration, military modernization, and the lack of international support pose serious challenges. Infrastructure destroyed by the fighting, a psychologically traumatized population, and humanitarian and economic problems further complicate the situation. In addition, the planning of stabilization actions does not always take into account the specifics of the consequences of a full-scale aggressor invasion, which the European continent has not experienced since World War II, as well as the aggressor's regular violations of international humanitarian law. Alongside with the stabilization zone, active hostilities continue and there is a constant threat of their spread to the de-occupied territories.

It is also necessary to take into account the current capabilities of the security and defense forces, which are undergoing development and reform, and new forms and methods of action are being developed to achieve success in stabilization efforts. Therefore, the problem of appropriate ways to use security and defense forces in planning stabilization actions in the de-occupied territories, given the available capabilities and taking into account current trends in the development of military science and existing threats, is becoming more relevant.

Analysis of recent research and publications. The analysis of the experience of performing tasks both on the territory of Ukraine and in other countries shows a problematic situation in the work of the command and control bodies of an interagency group of troops (forces) (MUW(S)), which can be created to stabilize the

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situation in a crisis area, due to significant difficulties arising both in planning joint stabilization actions and in performing tasks and assessing the success of their implementation [1–3].

There are certain differences in domestic and Western approaches to planning and conducting stabilization operations in general and in the de-occupied territories in particular [4–7]. Such operations have not always been successful, so in theoretical terms, the search for effective organizational structures, methods and ways of action, etc. is constantly ongoing.

Thus, in [4], the role and place of the NGU in the MUP(S) is clarified, an approach to substantiating a rational variant of the operational structure and calculation unit is proposed, based on the application of the hierarchy analysis method with the determination of the ranks of the generated variants of the interagency grouping, taking into account the developed criteria (requirements). We emphasize the growing uncertainty about the possible modes of action of the opposing side, the need for wider use of non-military methods of action in the de-occupied territory to increase the effectiveness of stabilization actions, and the application of the modular principle in the creation of NGU formations that would meet the requirements of the chosen method of application.

We also fully agree with the Western approach to combining operational effects, which is achieved by combining the efforts of a wide range of state and non-state actors to eliminate gaps in the security system that is being created (restored) [5, 6]. The main effects, areas of concentration of the main efforts in the phases of the operation, can be as follows.

1. "Localize" means reliable localization of the crisis area and prevention of its spread.
2. "Disrupt and neutralize" – to deprive IAGs and SDLR of the ability to resist, replenish their resources, influence the population and control the territory.
3. "Ensure security" – to create a safe environment for the population and for the functioning of the authorities.
4. "Stabilize" – to stabilize the situation and eliminate the possibility of renewed violence. Maintaining the established legal regime.

It is imperative to integrate modern technological capabilities, especially the use of unmanned aerial systems, into the operational effects.

The use of stabilization Policing measures [7], which are being implemented in Ukraine, is becoming increasingly important. In addition, an important aspect of achieving success is the constant monitoring of the success of the PKM(S) actions and the degree of stabilization of the situation [8–9].

Thus, domestic approaches to the creation of operational groups for stabilization actions are based mainly on the use of military measures and actions close to general military tactics, and the use of law enforcement, stabilization and security measures, unfortunately, is not fully taken into account. At the same time, there is a positive trend towards wider use of law enforcement, information and humanitarian measures.

The purpose of the article is to improve the approach to developing a method of using an interagency grouping of troops (forces) in stabilization actions in the de-occupied territories of Ukraine, taking into account current conditions.

Summary of the main material. In the process of reintegration of the territories, an important aspect is to increase confidence in law enforcement agencies, strengthen the role of governmental and non-governmental, as well as international humanitarian and security organizations. Today, stabilization measures of a military and security nature are carried out by the Armed Forces of Ukraine (AFU), the National Guard of Ukraine (NGU), the National Police of Ukraine (NPU), the State Border Guard Service of Ukraine (SBGS), the Security Service of Ukraine (SSU), the State Emergency Service of Ukraine (SES), and others in close cooperation with state authorities and local governments. Together with other actors of the security and defense forces, the National Guard performs a number of important stabilization tasks and activities, including: participation in counter-sabotage operations, joint activities to stabilize the operational situation and tasks to ensure the maintenance of law and order and restore the rule of law in the de-occupied territories; participation in strengthening the protection of important facilities; transportation of prisoners of war; participation in mine clearance, etc.

The conducted studies allow us to conclude that the basis for the operational construction of an interagency group for stabilization actions should be battalion tactical groups of modular composition (so-called stabilization units), which ensures the selection and correlation of the necessary capabilities depending on the scope and types of security and service-combat (combat) tasks to be performed. It is also necessary to take into account the specifics of the tasks performed, the territorial scope of the use of forces, the multidisciplinary nature and multifunctionality of the operational group.

Given the current realities, it is proposed to focus on the actions of small tactical units, which may have a different set of capabilities in accordance with the needs in a particular area of responsibility, on the organization of interaction between them at the tactical level, cooperation with the population, and the creation of a single information field. In addition, representatives of civil-military cooperation units as part of autonomous units (tactical groups) establish horizontal interaction with state and local authorities on the ground to implement non-military measures. Thus, the modular principle of creating functional groups to perform multidisciplinary security tasks needs to be implemented, as well as the definition of a single calculation unit for such groups (for example, a battalion tactical group).

During the repulsion of armed aggression with revolutionary weapons, unmanned aerial systems became an important element of modern warfare. Their mobility, accessibility, and versatility make them indispensable tools both on the battlefield and during stabilization operations. It is expected that the use of unmanned aerial systems in the operations of security and defense forces will only increase in the coming years: they will play an increasingly significant role in military operations, stabilization activities, and other security and humanitarian tasks. They will become more sophisticated, with a longer flight range, payload and autonomy. It should be noted that these vehicles are not a panacea. Their effectiveness depends on many factors: the training and experience of operators (pilots), the availability of enemy air defense and electronic warfare systems, and tactical expediency.

To improve the analytical work in the application of the SMM(C), it is promising to create a single interagency database of registration of armed incidents, crimes, events, human rights violations, etc. in the crisis area. Access to such a database could be provided by level of government or by specific areas of work. This will allow officials of different levels to quickly assess the situation, conduct the necessary analytics, and make statistical samples, which will generally contribute to more informed decision-making.

Based on the experience of stabilization operations, it is advisable to create an Interagency Joint Analytical Center at the operational headquarters (military-civilian administration, headquarters of operational (tactical) groups of troops) in the area of operations, which would include representatives of law enforcement agencies and justice, public authorities, professional political analysts, sociologists, press officers, etc. (taking into account the restriction of access to information). If necessary, foreign experts could be involved. In this way, it is possible to provide a comprehensive analysis of operational information, a deeper understanding of the context and background of what is happening, and to make a more accurate and unbiased forecast. It would be advisable to have branches of such a center in all major cities in the stabilization operation area, which would contribute to a better understanding of the local context.

Thus, we can consider an approach to developing a method of applying the IAS(C), taking into account the above conditions, prospects and trends.

At the initial stage (understanding the task, assessing the enemy's situation, its forces and factors of influence, drawing conclusions – formulating an operational-level problem), key input data for action planning are determined: the state of the military-political and operational situation in the stabilization operation area; intensity of armed clashes; possible centers of gravity; nature of the enemy's actions; appropriate operational lines and areas of concentration of main efforts. The next stage of planning is the actual development of options for the use of maneuvers, their analysis, comparison and evaluation.

According to guiding and training documents, when performing combat or assigned tasks, each variant (method) of action determines the following: directions, areas, boundaries and objects on which to focus main efforts; methods of defeating the enemy or methods of performing tasks; formation of the combat order; measures to mislead the enemy; type of maneuver; additional (intermediate) tasks to be performed to achieve the purpose of the battle (actions); decision points (boundaries).

Based on the national experience, stabilization measures may include: strengthening the protection of the state border; isolation of the crisis area; strengthening the protection of important facilities; convoy escort, anti-sabotage and search activities; maintaining the established legal regime, information activities (strategic communications), etc. In other words, these measures are based on military and law enforcement actions.

The doctrinal and statutory documents of the United States and NATO, in addition, when determining the mode of action (the concept of the operation), determine the areas of concentration of efforts (lines of operation): to restore public safety (both law enforcement and military measures); to establish the rule of law (restore law and order); to restore critical services to the population; to support public administration, economy and infrastructure restoration (non-military measures). The desired end state (outcome) is defined for each line of operation. An important part of law enforcement stabilization measures belongs to the sphere of stability police operations.

The development of a method is preceded by a comprehensive assessment of the situation and the determination of areas of concentration of the main efforts (the so-called centers of gravity) and possible stages

of the operation. The method variant may be accompanied by an assessment of its advantages and weaknesses (risks), as well as ways to reduce risks.

Thus, taking into account the current experience of stabilization operations, we can propose a variant of the method of stabilization operations in the de-occupied territories (the method may be named). Here is an example.

Method of action "Strength and will".

Focus on rapid stabilization of the situation and creation of a safe environment. After the successful completion of a set of military measures, give preference to non-military measures (actions).

Stage 1: "Immediate measures": regime and isolation measures along the main directions of the perimeter of the crisis area; establishing control over the territory and taking measures to maintain the established legal regime by conducting limited anti-sabotage measures, strengthening the protection of critical infrastructure and public authorities, restoring the security environment and ensuring the safety of civilians (police operations), identifying collaborators, seizing illegal weapons; demining the territories, etc.

Stage 2: "Stabilization of the situation": implementation of the maximum amount of non-military stabilization measures (along all operational lines); resolution of deep contradictions that provoke instability – priority use of "soft" measures to influence the disloyal population (strategic communications, restoration of services, response to complaints, etc.).

Stage 3: "Consolidation and Transit": expanding security zones for the population and forces and simultaneously winning the favor of the population by confirming the legitimacy of actions through effective strategic communications, maintaining critical services for the population, reintegrating combatants, ensuring sustainable public administration, etc. If the measures are successful, the levers of control are transferred to local authorities.

Advantages: The method involves limited use of force with limited capabilities and, due to the predominant use of soft power measures, allows to reduce losses among the population and their troops (forces), prevent the growth of refugees and IDPs, as well as other humanitarian problems and escalation of violence. Reducing the intensity of hostilities makes it possible to engage observers and peacekeepers from international security organizations (UN, OSCE, etc.) to stabilize the situation.

Possible Risks: Failure to establish reliable control over the territory and timely neutralize negative elements may lead to their intensification. The aggressor may intensify sabotage activities. The method involves longer-term actions, which may be negatively perceived by the population as a weakness of government forces.

Ways to reduce risks: if necessary, force can be used on a larger scale, in compliance with international conventions and ensuring the protection of civilians. Contingency plans should be developed in case the situation deteriorates, appropriate reserves of forces and means should be created, and the situation should be constantly monitored.

Taking into account the analysis of the peculiarities of stabilization actions in the de-occupied territories and taking into account the known criteria for verifying the modes of action for purely military operations, we propose to use the following criteria for determining the viability of stabilization actions [5].

1. Does the method solve the existing problem? Does it create preconditions for success? Does it make it possible to accomplish further tasks? Is there a logical relationship between phases, stages, elements, effects, operational lines and areas of focus? Will the main and supporting tasks be accomplished? Does the method meet the requirements of the governing documents and the intent of the commander(s)? Is the desired end goal of the operation clearly defined?

2. Is the method viable given the current and projected situation and existing constraints? Are the activities envisioned by the course of action feasible? Are the planned activities sufficient to achieve the objective of the operation?

3. Is the method complete? Does it answer the questions: who, what, when, where, why and how? Have all the advantages, disadvantages and risks been identified?

4. Is the method acceptable in legal and image terms? Do the benefits outweigh the costs? Do the potential benefits outweigh the risks? Does the method meet the time requirements?

5. Is the method clear and exclusive? Is the management system well understood? Does the method differ significantly from other solutions in terms of operational structure, focus of main efforts, set of measures, lines of operation, use of reserves, etc.

6. Is the method simple and clear enough?

7. Does the method provide for sustainability of efforts, retention of the initiative, flexibility and necessary detail?

8. Are lethal and non-lethal effects synchronized in the method in terms of time, space, purpose, and task?

Based on the developed method of applying the MOU(C), it is already possible to determine the effects and tasks, forms and methods of action at different levels of management. This will form the basis for developing an operational concept for a stabilization operation. Here is an example (see Table 1).

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Table 1 – Option for decomposition of tasks of an interagency grouping of troops (forces) to conduct stabilization operations in the de-occupied territory

Effects and objectives, forms and methods of action	Bodies and organizations involved
Objective 1 – "Localize"	
Objective 1 – Localize the crisis area and prevent the spread of instability. <i>Joint stabilization operation</i>	Interagency grouping of security forces, EMB, local authorities
OTZ_1 – Monitoring and assessment of the situation. <i>Joint information-analytical and planning activities of the security forces, EMB and LGUs</i>	Joint operational headquarters, military-civilian administrations, think tanks, international security organizations
ToR_1 – information gathering, monitoring of poorly controlled and threatened areas	Intelligence, operational and analytical units of the security forces
TOR_2
OTZ_2 – Regime and isolation measures. <i>Joint regime-isolation actions</i>	NGU group with support from NPU, SBGS, SBU and SCSU
TOR_1 – isolation of designated areas	NGU units (subunits) with support from SBGS and NPU units
TOR_2
.....
OTZ_3 – Strengthening control over the territory. <i>Service and combat actions of the NGU, operational and service actions of the SBGS joint special operations</i>	NGU grouping with support of NPU, SBGS, SBU, SBGS units
TOR_1 – establishing base camps to demonstrate presence	NGU units with support from SBGS, NPU units, SBU
TOR_2
OE_2 – "Destroy the system of negative influence of the aggressor"	
OE_2 – Neutralize negative elements and counteract negative information and psychological influence. <i>Strategic communications, joint information activities</i>	Relevant bodies and units of the AFU, NGU, SBU, NPU, EMB, LEAs, LGAs
OTZ_1 – Measures of direct influence on negative elements and their neutralization. <i>Joint special operation</i>	The NGU group in cooperation with law enforcement agencies
TOR_1 – search and neutralization of negative elements	Units, subunits of the NGU, units of the JFO, operational and search units of the PRA
TOR_2
OTZ_2
OE_3 – "Ensuring security"	
OE_3 – Creating a safe environment. <i>Joint operational actions</i>	Interagency grouping of troops (forces), JFO, IAA
OTZ_1 – Strengthening public order and ensuring public safety. NGU service and combat actions, administrative, preventive, operational and investigative, police measures NPU, SBU, SBGS	NGU grouping with support of NPU, SBGS, SBU, EMB, LEA,
Task 1 – providing assistance to law enforcement agencies. Strengthening public order protection, conducting operational and preventive measures	SSU, NPU, SBGS, with support from NGU units, EMB, local authorities
TOR_2 –
OTZ_2 – Strengthening the protection of critical infrastructure facilities. <i>NGU service and combat actions, administrative, preventive, operational and investigative, police measures NPU, SBU, SBGS</i>	NGU units with support of NPU, EMB, SBU, local authorities
SOW_1 –

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End Table 1

OE_4 – "Stabilization"	
OE_4 – Stabilization measures and maintenance of the established legal regime. <i>Joint stabilization operation</i>	Interagency grouping of troops (forces), JFO, LEA
OTZ_1 – Military stabilization measures. <i>Joint regime and special measures: service and combat actions of the NGU, administrative, preventive, operational and investigative, police measures of the NPU, SBU, SBGS</i>	The NGU group with the support of the NPU, SBU, SBGS
TOR_1 – security and advisory activities: protection of base camps, routes of military convoys, escorting convoys	NGU units and subdivisions with the support of the NPU, SBU, SBGS
TOR_2 –
OTZ_2 – Non-military stabilization measures. <i>Official actions of the NGU, administrative, preventive, operational and investigative, police measures of the NPU, SBU, SBGS, measures of the SES, EMB, local self-government bodies</i>	NGU units with the support of the NPU, SBU, SBGS, SES, SBSU, local self-government bodies
ToR_1 – restoration works to ensure the functioning of critical infrastructure facilities, provision of critical services	EFA, local governments with the support of the NGU, NPU, SBGS, SSU
TOR_2 –

Notes: OE – operational effect; OT – operational task; OTZ – operational and tactical task; TZ – tactical task.

Subsequently, in accordance with the defined tasks, measures and in accordance with the mode of action, variants of the combatant composition can be determined for their implementation.

Conclusions

Thus, the successful fulfillment of tasks and achievement of the ultimate goal of the operation will be ensured only by an integrated approach to the implementation of stabilization measures by the security and defense forces in the de-occupied territory of Ukraine in cooperation with the EMB and the LGA in accordance with their competence in the designated areas.

The proposed approach to the development of a method of applying the MUW(C) for stabilization actions in the de-occupied territories, unlike the known ones, takes into account the current conditions and peculiarities of performing tasks, combines the best domestic and foreign practices, and also allows to determine a balanced list of tasks and activities of security forces and state authorities at different levels of government to create an interagency group of appropriate composition.

An integrated approach can be used by the military management of the NGU to plan the use of NGU formations as part of the MUP(S) and to create groups and tactical teams of appropriate composition.

The study also emphasizes the role of small tactical groups of modular composition and unmanned aerial systems for stabilization operations. In order to improve analytical work and information exchange between various law enforcement agencies, the author substantiates the need to create an Interagency Joint Analytical Center and a Unified Interagency Database for registering armed incidents, crimes, events, human rights violations, etc. in the crisis area. This will allow for a comprehensive analysis of operational information, a deeper understanding of the context and background of what is happening in the stabilization area, and a more accurate and unbiased forecast.

Further research will focus on developing a conceptual model for the use of the MUW(S) in cooperation with the EMB, local governments, and other stakeholders to conduct stabilization activities in the de-occupied territories.

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ВИЗНАЧЕННЯ СПОСОБУ ЗАСТОСУВАННЯ МІЖВІДОМЧОГО УГРУПОВАННЯ ВІЙСЬК (СИЛ) У СТАБІЛІЗАЦІЙНИХ ДІЯХ НА ДЕОКУПОВАНИХ ТЕРИТОРІЯХ: УРАХУВАННЯ СУЧАСНИХ УМОВ

Обґрунтовано, що в умовах широкомасштабної збройної агресії проти нашої держави із застосуванням новітніх форм і методів гібридної війни, а також сучасних технологій лише комплексний підхід до реалізації стабілізаційних заходів силами безпеки й оборони на деокупованій території України у взаємодії з державними органами влади відповідно до компетенції у зазначених сферах забезпечуватиме успішне виконання завдань і досягнення кінцевої мети операції.

Запропоновано підхід до розроблення способу дій міжвідомчого угруповання для проведення стабілізаційних дій на деокупованих територіях, який на відміну від відомих ураховує сучасні умови та специфіку виконання завдань, поєднує кращий вітчизняний і зарубіжний досвід, що дає змогу визначити збалансований перелік завдань і заходів силових структур та органів державної влади різних рівнів управління для створення міжвідомчого угруповання відповідного складу. Цей підхід може бути використаний органами військового управління Національної гвардії для планування використання своїх формувань у складі міжвідомчого угруповання та створення угруповань і тактичних груп відповідного складу.

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Наголошено також на доцільності використовувати для проведення стабілізаційних дій на деокупованих територіях малі тактичні групи модульного складу, насамперед багатофункціональні батальйонні групи – стабілізаційні підрозділи, а також застосовувати безпілотні авіаційні комплекси.

Для поліпшення аналітичної роботи та обміну інформацією між різними правоохоронними органами визначено необхідність створення Міжвідомчого об'єднаного аналітичного центру та Єдиної міжвідомчої бази даних для обліку збройних інцидентів, злочинів, подій, порушень прав людини тощо у кризовому районі. Це забезпечить комплексний аналіз оперативної інформації, глибше розуміння контексту того, що відбувається в зоні стабілізаційних дій, а також більш точний і неупереджений прогноз.

***Ключові слова:** стабілізаційні дії (операції) на деокупованих територіях, Національна гвардія України, міжвідомче угруповання, спосіб застосування.*

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