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State borders stability formation on the conditions of response to migration crises on the example of Ukraine

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Abstract

Based on personal participation in the special border operation “Polissia”, the author’s team analyzed the actions of the Ukrainian government in response to the potential risks of the migration crisis

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on the Ukrainian-Belarusian border in 2021. The experience of migration crisis response of the EU member states (Poland, Lithuania, Latvia) in 2021 was analyzed, as well as the experience of migration crisis response in previous years (Balkan route). Proposals for improving organizational aspects of conducting special border operations in order to overcome migration crises at the state border have been substantiated. In addition, a methodology has been developed that allows detecting the changes of the situation in the border zone of national security, determining the time periods of increase (decrease) of the degree of aggravation, forecasting the time period of transition of the situation from the level of “aggravation” to the level of “threat”. In the conclusions it is proposed to develop a concept paper in the form of a strategy for the security and stability of state borders, which will include ways of solving the material and technical problems of the State Border Guard Service of Ukraine.

Keywords: stability of state borders; migration crisis; national security; refugees; migration policies.

Formación de la estabilidad de las fronteras estatales en las condiciones de respuesta a las crisis migratorias a partir del ejemplo de Ucrania

Resumen

Basándose en la participación personal en la operación fronteriza especial «Polissia», el equipo del autor analizó las acciones del gobierno ucraniano en respuesta a los riesgos potenciales de la crisis migratoria en la frontera entre Ucrania y Bielorrusia en 2021. Se analizó la experiencia de respuesta a crisis migratorias de los estados miembros de la Unión Europea (Polonia, Lituania, Letonia) en 2021, así como la experiencia de respuesta a crisis migratorias en años anteriores (ruta de los Balcanes). Se han fundamentado las propuestas para mejorar los aspectos organizativos de la realización de operaciones fronterizas especiales con el fin de superar las crisis migratorias en la frontera estatal. Además, se ha desarrollado una metodología que permite detectar los cambios de la situación en la zona fronteriza de la seguridad nacional, determinar los periodos de tiempo de aumento (disminución) del grado de agravamiento, pronosticar el periodo de tiempo de transición de la situación del nivel de «agravamiento» al nivel de «amenaza». En las conclusiones se propone elaborar un documento conceptual en forma de estrategia para la seguridad y estabilidad de las fronteras estatales, que incluirá formas de resolver los problemas materiales y técnicos del Servicio Estatal de Guardia de Fronteras de Ucrania.

Palabras clave: estabilidad de las fronteras estatales; crisis migratoria; seguridad nacional; refugiados; políticas migratorias.

Introduction

The borders of any state play a key role in ensuring sovereignty, inviolability of territorial integrity. Ukraine is not exception; the events of recent years have proven the importance of Ukraine's borders in the system of the national security ensuring. The experience of almost continuous regional and global crises increases interest to the idea of stability, i.e. the ability of state borders to adapt and cope with violations and uncontrolled migration flows (Prokkola, 2019).

Illegal migration was, is and will be a widespread phenomenon, the social danger of which is determined by a number of factors of a political, social and economic nature. Today, for the most world countries, this phenomenon is a special problem, which, unfortunately, has a steady tendency to grow.

Over the last few years, the influx of illegal (unlawful) migrants has doubled, primarily due to the unstable situation in the Middle East, the terrorist organizations emergence, the difficult economic situation, etc. It is known that the member states of the European Union (hereinafter – the EU) have been suffering from the problems that have arisen for a long time, especially from illegal migration (Kuryliuk, & Khalymon, 2020). Among the threats to national security, Bratko et al. (2021) determines the spread of international crime, in particular in the field of drug trafficking, human trafficking, illegal migration, proliferation of weapons of mass destruction, etc.

Our study is an attempt to expand the substantive essence of stability, considering its role and place in the state border protection system, as well as the study of situations in border areas, with the aim of studying the stability of the state border in relation to flows of illegal (irregular) migrants in particular.

In the process of studying the issue of the state border stability, we tried to investigate the measures taken by the governments of the EU member states (Poland, Lithuania, Latvia) in order to overcome the migration crisis of 2015–2021, the response and actions of the Ukraine government to the potential risks of the migration crisis on the Ukrainian-Belarusian border in 2021, as well as to determine ways to improve the organizational and legal mechanisms for conducting special border operations to overcome migration crises at the state border.

1. Review of the Literature

The stability of border areas and free border crossing are considered important from the point of view of the state security and the functioning

of society in general (Longo, 2018). Therefore, state borders are extremely interesting objects for studying their stability. The use of the term “stability” is becoming very popular, being included in various dictionaries, etc. The meaning of stability is different and fluctuates depending on academic and policy debates (Boschma, 2015).

In the social sciences, stability is understood as the ability of an individual, community, region or state to adapt to changing circumstances and recover from a crisis (Adger, 2000).

In general, stability, in our opinion, is the ability of any system to adequately respond to external influences and quickly restore its effectiveness in a stable manner.

The Decree of the President of Ukraine “On the decision of the National Security and Defence Council of Ukraine” dated August 20, 2021 “On the implementation of the stability of the national system” approved the Concept of ensuring the stability of the national system, which reveals the essence of interests for our research of the terms: national stability and organizational stability. These terms, in our opinion, directly relate to the stability of the state border:

National stability – is the ability of the state and society to effectively resist threats of any origin and nature, to adapt to changes in the security environment, to maintain stable functioning, to quickly recover to the desired balance after crisis situations; organizational stability – the ability of state authorities, local self-government bodies, enterprises, institutions, organizations to identify, to prepare, to respond to threats, to adapt to changes in the security environment, to maintain stable functioning before, during and after the beginning of a crisis situation in order to maintain functioning and further development (On the introduction of the national sustainability system, 2021: 19).

Therefore, the scientific interest is in clarification the system of forming the stability of state borders in the conditions of responding to migration crises that occurred in 2015–2021 on the territory of the border areas of the EU.

Considering the fact that a large number of publications are devoted to the problems of formulating the policy of anti-crisis management of migration crises in 2015–2021, the problem of methods forming of prognostication, prevention and response to risks and crisis situations at various stages of their development, as well as plans for the restoration of sustainable functioning, taking into account potential cascading effects remains unsolved.

Thus, Rijavec et al. (2021) investigated the anti-crisis measures carried out on the migration route of the Western Balkans, Croatia and Slovenia.

McMahon, Sigona, (2020) based on 500 semi-structured interviews with people who crossed the Mediterranean by boat between 2014-2016 and more than 100 interviews with key interested parties in the region, documented the geography of migrant deaths as well as their impact on policy-making and public response to this migration crisis.

Squire (2020) reflects on the idea of whether migration is a subversive political act that disrupts spatial inequality and longer histories of power and violence, or a “social movement” that involves subjective acts of flight.

However, it is worth remembering that the means by which states try to ensure their own security can potentially pose a threat to others. This is the so-called “security dilemma”. The power of one state – and it is not necessarily military power – causes concern in others (González Vallés, 2021). The formation of the stability of the state borders of Ukraine in response to migration crises is a cause of concern for our neighbours (the Republic of Belarus (hereinafter referred to as the RB), the Russian Federation (hereinafter referred to as the RF)). However, it is obvious that their concern is false and Ukraine cannot pose any threats to neighbouring countries.

Today it is obvious that the instigation of the migration crisis “Belarusian route” of 2021 was organized by the special services of the RF in order to divert the attention of the EU and other countries of the world from the preparation of the RF for armed aggression against independent, sovereign Ukraine, which took place on February 24, 2022.

Russia’s aggression against Ukraine has launched a process of destroying the system of European and transatlantic security. The Kremlin’s actions against Ukraine and other regional states are undermining stability in the area from the Baltic to the Black Sea, creating a serious challenge to peace and security in the region (Bratko, Zaharchuk, Zolka, 2021: 147).

2. Method

The methodology of our research is based on general scientific methods, the main of which is the system analysis method. In addition, during the research, empirical data processing methods (analysis, synthesis, comparison and generalization) were used to compare and interpret the data obtained from the results of other studies, as well as mathematical prognostication methods for the development of methods for identifying threats at the border.

With the help of these methods, textbooks, books, scientific articles, dissertations, empirical materials published on official websites, as well as documents in the field of migration policy were studied.

The conclusions of the scientific study are also based on the empirical material obtained by the author's team during the scientific expedition to the areas of the special border operation "Polissia" in November-December 2021 (order of the Administration of the State Border Guard Service of Ukraine dated November 25, 2021 N^o R-564/0/10-21).

3. Results

3.1. Study of foreign experience in responding to migration crises in 2015-2021

Studying the foreign experience of responding to migration crises ("Balkan route") shows that several conceptual approaches to their definition have been developed in the scientific discourse, in particular, "state of emergency" and "humanitarian corridor".

The first approach defined the migration crisis at the "Balkan route" as an unorganized form of emergency with outspoken criticism of the refusal of the free movement of refugees across borders. The second approach is the concept of the "humanitarian corridor" as a policy of exclusivity, which ensured the fastest and safest movement of illegal (irregular) migrants through transit countries without the services of intermediaries (migrant smugglers) and was most in line with the interests of refugees (Žagar, Šalamon *et al.*, 2018).

As noted by Kurnik, Toplak (2021: 337): "...after the "Arab Spring" and the "Summer of Migration" we witnessed the fall of Europe. We are about to see whether this "fall" is the final collapse of the unrealistic ideas of an open, tolerant and humane Europe, or whether the "fall" may still mean a period of maturity."

FRONTEX (2019) statistics for the three-year period of the 2015-2016 migration crisis indicate that almost 2,5 million illegal (irregular) migrants entered EU countries via routes along the Mediterranean Sea and continued transit through the Western Balkans route to reach place of destination.

In turn, the migration crisis of 2021 "Belarusian route" has a much smaller scale (according to various data, there were 5,000 to 20,000 illegal migrants), but the causes of its occurrence, as well as possible further consequences, are significantly different from the migration crisis crises of the "Balkan route".

The migration crisis of 2021 "Belarusian route" can also be characterized as a "state of emergency", because the government of the Republic of Poland did not agree to the proposal of the organizers of the migration

crisis, namely, the RB to open a humanitarian corridor and give migrants the opportunity to enter the EU member states. As we can see, the government of the Republic of Poland did not want to repeat the mistakes of 2015. German Chancellor Angela Merkel was even accused of making a grave mistake that destabilized society in Europe when Germany opened its borders to refugees seeking asylum, even though Hungary was building a wall along its border at the time to stop people trying to get to Germany (Kurnik, Toplak, 2021: 325-326).

The practical experience of responding to the migration crisis of 2021, the “Belarusian route”, shows that the countries located on the external borders of the EU perceive the flows of illegal migrants in a different way, as well as the reasons that became the basis for the emergence of the migration crisis. Thus, the migration crisis of 2021 was organized on the territory of the RB, near the borders of the EU: Poland, Lithuania and Latvia. These states, which relatively recently became members of the EU and NATO, are the most radical opponents of the RF, and they really feel the threat that comes from it.

In addition, according to FRONTEX, the average rate of illegal crossing of the eastern borders of the EU before the start of the migration crisis in 2021 did not exceed 280 people per month (FRONTEX, 2018). The analysis of statistical indicators of the Ministry of Internal Affairs of Lithuania for 2020 showed that only 74 illegal migrants crossed the borders of Lithuania and Belarus, and later their number began to grow rapidly and reached 2,400 people in July (Fig. 1). Maintaining such dynamics would lead to the fact that 15 thousand of illegal migrants could arrive in Lithuania alone, therefore the governments of these countries were forced to take adequate measures to stop the flow of illegal (irregular) migrants from Belarus – from the construction of engineering and technical facilities to the introduction of a state of emergency in separate territories.

In addition, on June 28, 2021, the government of the RB officially announced the beginning of the termination of the agreement on readmission with the EU. In practice, this meant that the Belarusian authorities refused their obligations regarding the return of citizens of third countries who illegally crossed the border and who were detained on the territory of the EU (Law of the RB No. 125-Z.). In November 2021, the situation with migrants in the RB significantly worsened. This especially applied to several border crossing points on the Belarusian-Polish border, namely, near the border crossing point “KUZNITSA”- “BIALOSTOK” there were almost 5 thousand migrants who made several attempts to break through to Poland by force and created a field camp on the neutral border strip, which contributed to the emergence of a humanitarian crisis.

The number of third-country nationals who tried to illegally cross the state border of Poland with the RB outside the border crossing points amounted to 39,697, which is three hundred times more than in 2020.

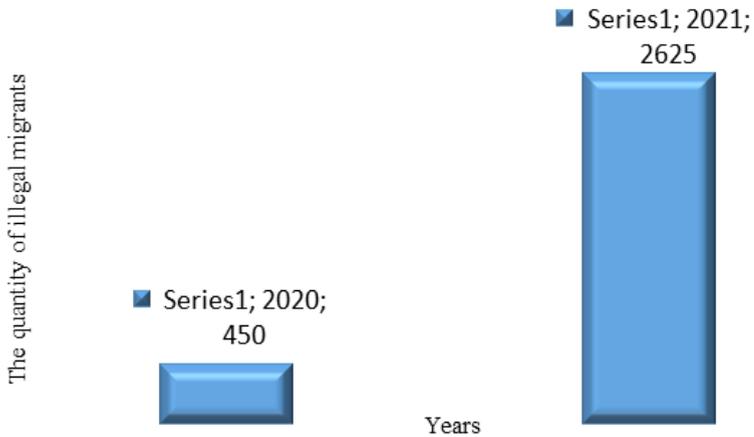


Fig. 1. The number of migrants according to official data of the Ministry of Internal Affairs of Lithuania.

In 2020, during the same period, only 129 people tried to cross the state border with the RB outside the state border crossing points. In turn, the intensification of illegal migration in 2021 occurs in August, and its peak occurred in October, when the number of attempts to illegally cross the state border amounted to 17,447 people. The number of cases of the state border crossing of Poland with the RB in violation of the established rules decreased significantly and amounted to 8,917 in November and 1,740 in December (Fig. 2, 3).

The greatest migratory pressure occurred at the Mikhalova border post, where 5,466 people tried to illegally cross the border at the area. In addition, a large number of attempts to violate the state border were stopped at the border post in Melnyk – 4,890 foreigners and at the border point in Bilovezha – 4,855 foreigners.

In total, there were more than 10,000 people in the RB who arrived from the countries of the Middle East and tried to cross to Western Europe. They expected that there would be an opportunity to get into the EU, and they are ready under any conditions and very quickly to support the protests at the border.

The Belarusian authorities tried to ferry illegal (irregular) migrants from the Middle East to the border as soon as possible. The mass media recorded the transfer of illegal (irregular) migrants, migrants from Minsk to the borders with the EU, with the aim of exacerbating the migration crisis and increasing pressure on neighbouring countries. Apparently, the idea was

that with the beginning of cold weather, the Polish authorities, under the pressure of the international community and accusations of inhumane treatment of people would make concessions and open the borders.

The refugee public sector, namely Seebrücke Deutschland and Leave No One Behind, have called for a humanitarian corridor for refugees suffering at the Belarusian borders. Adherence to the rule of law, providing assistance to refugees seeking a better life in wealthy Europe is important, but national security is also important, because next to the refugees may be Islamic State of Iraq and the Levant terrorists, Russian intelligence agents, whose goal is to undermine the security of countries – EU members.

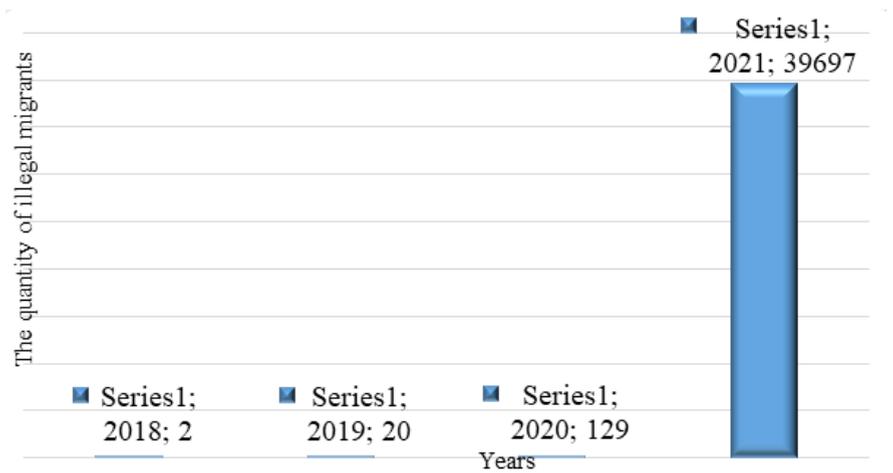


Fig. 2. Distribution of illegal (irregular) migrants’ detentions on the Polish-Belarusian border during 2018-2021 (According to the results of the activities of the Border Service of Poland).

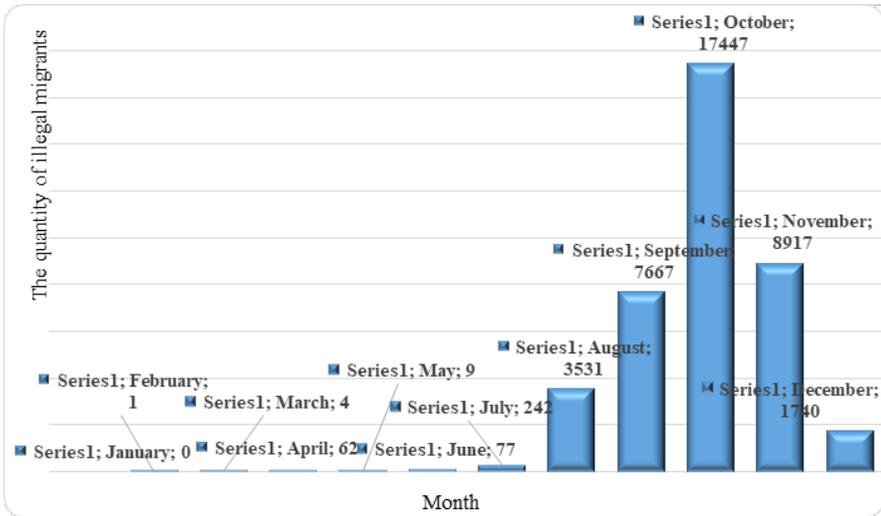


Fig. 3. Distribution of the number of illegal (irregular) migrants by month in 2021 at the border of Poland.

Certain political authorities in the West perceived Ukraine as a transit country where illegal immigrants could wait for the decision of European states to admit them. In particular, migrants from the RB could wait for consideration of their application for asylum in the EU in Ukraine. Nils Schmidt, an expert on foreign policy issues of the Social Democratic Party faction in the German Bundestag, proposed such a solution to the problem of refugees on the Belarusian-Polish border (Schmid, 2021).

4. The experience of Ukraine's response to the potential risks of the migration crisis on the Ukrainian Belarus border

On the background of the fight against the pandemic in 2021, the European community was forced to respond to a significant flow of illegal migrants, provoked by the self-proclaimed Belarusian authorities. In response to EU sanctions against the RB, the Belarusian authorities organized channels for transporting illegal (irregular) migrants from the country across the EU border, first to Lithuania, and then to Poland. Transportation of people across the border was carried out with the active assistance of Belarusian border guards. Ukraine was also not left out of such a migration crisis.

In December 2021, according to various data, from 5,000 to 20,000 illegal (irregular) migrants from the Middle East and Africa were concentrated on the territory of the RB. Taking into account that Ukraine has a common border with the RB, there was a high probability of attempts to transport them to the borders of the EU by transit through Ukraine.

Studying the course of events of the migration crisis on the Belarusian border shows that it is one of the tools of the hybrid war of the RF against the West, because the Belarusian special services do not have enough means and funds to organize the process of moving several thousand people from the Middle East to Europe. And this shows that without the coordination and help of the RF, it would be quite difficult to organize such events, besides, the Main Intelligence Directorate of the RF specializes in such operations. It is worth mentioning at least the organization of a massive migration crisis on the southern flank of the EU after the Russian invasion of Syria in 2015.

At the same time, the agreement on readmission between Ukraine and the RB came in force from 2020. This means that illegal migrants who illegally entered the territory of a state from another country must be expelled back and the state from which the migrants came is obliged to accept them. At present, there are legal grounds for preventing such a situation as on the Polish-Belarusian border on the Ukrainian-Belarusian section of the state border. At the same time, as the experience of operational and service activities of the border agency shows, it is not worth depending on the effectiveness of the readmission agreement, because the Belarusian side refuses to accept illegal (irregular) migrants and has not accepted a single migrant since the effective date of this agreement.

In order to increase the capacity for operative response to attempts of mass violations of the state border of Ukraine by migrants and to ensure national security in the border areas of Ukraine and directly on the border of Ukraine with the RB, the State Border Guard Service of Ukraine together with the forces of the National Guard of Ukraine, the National Police of Ukraine, the Armed Forces of Ukraine and the State emergency service of Ukraine conducted a special border operation “Polissia” from November 23, 2021.

In November 2021, the analysis of the situation made it possible to predict several options for the development of the migration crisis and its course.

- The first of them is that everything remains unchanged and contributes to the growth of confrontation, provocations and the creation of an unfavourable humanitarian and epidemiological situation.

- The second scenario is that illegal (irregular) migrants will still be allowed to enter Germany and further the EU.
- The third version of the development of events involves the deportation of illegal (irregular) migrants to the countries from which they came.
- The fourth option involves the redirection of migration flows to other directions, including to Ukraine.

In order to counteract the migration crisis, in the process of a joint border operation, the possible directions of a border breakthrough by migrants were outlined, the scenarios of their actions were worked out, and the use of available forces and means was planned. In addition, the meeting of the Security and Defence Council of Ukraine clearly defined the forces and means that are necessary for an adequate response to the worst course of events, namely: up to ten potentially vulnerable sections of the border with a length of about 270 kilometres were identified and an operational survey of the border territory was carried out regarding the objective situation and risks.

Aviation was involved in the shifts – up to 15 helicopters, two planes and 44 drones. As evidenced by previous studies of the use of unmanned aerial vehicles, they show high efficiency results during monitoring of the state border of Ukraine (Khalymon *et al.*, 2021). Staff trainings were conducted, where various scenarios of the development of the situation were worked out, field exercises together with the operation participants were conducted to work out possible scenarios for countering the mass influx of illegal migrants directly at the border.

Echelon cover tactics were used to protect the border. The first echelon was unarmed, they had only protective equipment, and in the case of aggressive actions by border violators, the second echelon personnel were armed with the necessary special equipment and weapons according to law.

Base points for the formation of a reserve, which, if necessary, will be able to reach critical points of the state border in 30-60 minutes, and the placement of camps for additional forces and means have been determined. Representatives of local authorities of border regions and oblasts were involved in decision-making.

Also, with the aim of readiness forming of the operation participants, together with the intelligence and Security Service of Ukraine, the Ministry of Internal Affairs of Ukraine, a set of preventive measures was developed to prevent provocations, in particular, regarding the timely identification of instigators, leaders and other suspicious persons.

Training was conducted together with the Armed Forces of Ukraine, territorial defence services, and public law enforcement formations. In order

to inform illegal (irregular) migrants about the inadmissibility of the state border of Ukraine crossing and illegal behaviour, mobile sound amplifier devices were used and warning text messages in Arabic and English were sent through Ukrainian cellular operators.

The best defence against this crisis, as experience has shown, was the proper engineering equipment of the state border. To solve the problem of illegal migration, a number of measures should be taken, namely: financing of search and rescue missions, providing funds and means to fight against migrant carriers, expanding the capabilities of temporary detention centres and providing assistance, improving the mechanisms of interaction between the integrated border management subjects.

5. Ways to improve the organizational and legal aspects of special border operations conducting to overcome migration crises at the state border of Ukraine

Taking into account the situation that has developed since October 2021 at the Polish-Belarusian, Lithuanian-Belarusian, and Latvian-Belarusian state borders on the mass incursion attempts of large groups of illegal (irregular) migrants from Belarus and the implementation of effective countermeasures to prevent their incursion into Ukraine, it is logical to assume the possibility of redirecting migration flows from the Polish, Lithuanian and Latvian areas of the RB to the border with Ukraine. According to experts' estimates, the number of illegal migrants who concentrated on the territory of the RB amounted to almost 25,000 people, which indicated the growth of potential migratory threats to the national security of Ukraine.

The expert survey was conducted in order to determine the threats levels depending on the number of illegal (irregular) migrants in the area of responsibility, based on the results of which it was possible to distinguish three categories of illegal migration levels: "A", "B", "C" (Fig. 4).

SITUATION	THE DEGREE OF MIGRATION CRISIS	FORCES AND MEANS TO LOCALIZATION AND OVERCOME AGGRAVATION
category «A» FULLY CONTROLLED	The quantity of migrants is within 300 people	BORDER UNIT
category «B» MIGRATION CRISIS	The quantity of migrants is within 1000 people	BORDER UNIT AND ADDED UNITS <i>the reserve of the Head of the State Border Guard Service, etc</i>
category «C» THREAT TO THE NATIONAL SECURITY OF UKRAINE	The quantity of migrants is more than 1000 people	BORDER UNIT AND ADDED UNITS <i>the reserve of the Head of the State Border Guard Service and cooperating bodies of the security and defense sector</i>

Fig. 4. Categorization of aggravation levels of the situation depending on the increase of illegal migration. Source: prepared by the authors.

“A” category of illegal migration – is the level of the situation, which is aggravated due to the illegal migration increase in the area of responsibility of the border guard detachment, the localization and overcoming of which can be carried out by the available forces and means of the border unit (≈ 300 illegal migrants), and such a situation can be considered as such, which is fully controlled.

“B” category of illegal migration – is the level of the situation, which is aggravated due to the illegal migration increase in the area of responsibility of the border guard detachment, the localization of which can be carried out with the available and attached (the Head of the State Border Guard Service of Ukraine reserve, etc.) forces and means of the border unit (up to 1,000 illegal migrants) and such a situation can be considered as obtaining signs of a migration crisis.

“C” category of illegal migration – is the level of the situation, which is aggravated due to the illegal migration increase in the area of responsibility of the border guard detachment, the localization of which can be carried out by the united detachments of the State Border Guard Service of Ukraine and with the involvement of forces and means of interacting bodies of the security and defence sector (more than 1,000 illegal migrants) and such a situation can be considered as obtaining signs of a migration threat to the national security of Ukraine.

Such a distribution of levels allows forming more balanced and effective border protection, which will be adequate to such a threat to the national security of Ukraine as illegal migration.

Permanent illegal activity, which is characterized by different levels of intensity at the state border, requires the headquarters of all management levels of the State Border Guard Service of Ukraine to make timely decisions adequate to the situation regarding the organization of state border protection. The method presented in the monograph by Gorodnov *et al.*, (2009) is quite well-known and tested.

In order to perform such a task, it is necessary to have reference of multidimensional objects of typical situations that may arise in the areas of responsibility of the State Border Guard Service of Ukraine units, the use of a measurable indicator of the situation aggravation degree and the relevant methodology of calculations implementation (Gorodnov *et al.*, 2009) allows detecting indicator changes, to prognosticate the nature of its changes and to identify the time period during which the transition is possible from the “aggravation” state to the “threat” state at the border sphere of the national security of Ukraine

Combinations variants of the situation aggravation signs are multidimensional units, which allows using the approach known in taxonomy to the assessment of multidimensional objects, having refined the idea of measuring the taxonomic distance taking into account the specifics of the tasks of assessing the situation aggravation degree and its transition to the “threat” state. The methodology includes the following main stages:

- the values matrix of normalized features is calculated for each unit of a multidimensional object;
- the following is calculated: the vector – by the distance between the current multidimensional units-points and the reference multidimensional point – by the vector of the transition of the situation aggravation process into a clear threat;
- the indicator of the situation aggravation degree is calculated.

The final formula for the indicator of the situation aggravation degree (L_{si}) was developed in the monograph of Gorodnov *et al.*, (2009):

$$L_{si} = 1 - \frac{c_{i0}}{c_0} \quad .(1)$$

The indicator is interpreted as follows: the greater the value (L_{si}) of the situation aggravation degree indicator, the closer the current i -th situation aggravation state is to the reference situation of “threat”.

The practical application of this mathematical apparatus was tested on the example of materials about events around the island of Kosa Tuzla that took place in the autumn of 2003 (Kyrylenko et al., 2008);

The multidimensional situation related to the fact of increasing the tempo of work on the construction of the hydrotechnical facility of the RF towards the island in the period from 29th of August 2002 to 21st of October 2003 was taken as a multidimensional reference point for the formation of the threat.

The dependence of the values of the indicator of the situation aggravation degree during the formation of a threat to territorial integrity by time stages is presented on fig. 5. Along the abscissa axis in the interval from t_1 to the unit of time is a day.

The obtained dependence of the values of the indicator of the situation aggravation degree allows determining an explicit expression for the trend line (L_{st} – solid line):

$$L_{st} = 0,4707 - 0,0078t + 0,0002t^2 \quad (2)$$

Tangent to the trend line allows estimating the rate of change in the value of the indicator of the exacerbation degree (Fig. 5, point B)

$$L'_{st} = \frac{dL_{st}}{dt} = tg\varphi \quad (3)$$

In addition, the presence of a quadratic component (2) demonstrates the existence of a non-zero positive acceleration of the indicator values growth, which can be a signal to accelerate the implementation of countermeasures against the threat, and the fact of overcoming the indicator at the level of 0,65 ($L_{st} \geq 0,65$) with the simultaneous appearance of a positive of the second derivative of the indicator (2) and the corresponding angle increase φ_3 (up to 90°) is a significant sign of the threat occurrence at the time t , which can be approximately estimated from the expression (2), equating the value of L_s to one.

In the presence of an oscillatory process of changes in the indicator $L_s(t)$ (dashed line) of the situation exacerbation degree (section $t_3 - t_4$ in Fig. 5), conclusions about the dynamics of exacerbation and the possibility of the transition of the situation from the “aggravation” state to the “threat” state can be made using the line trend of L_s indicator values.

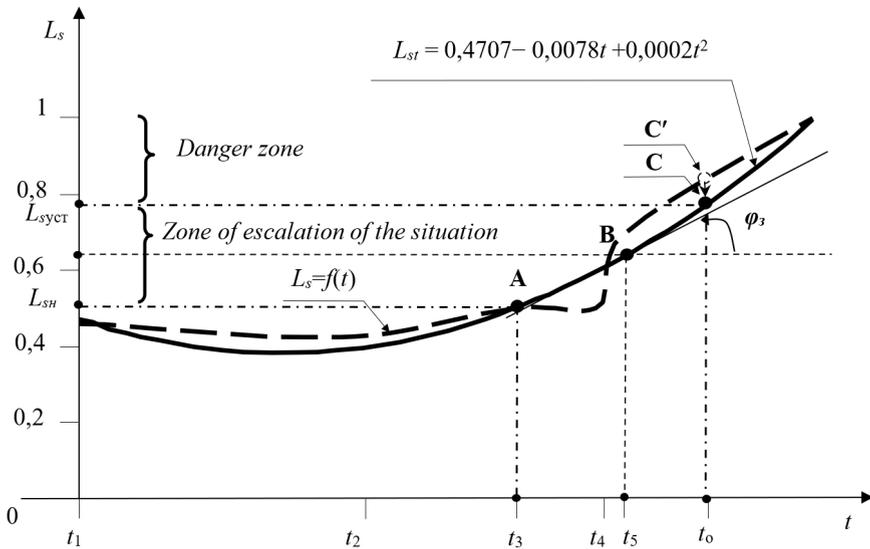


Fig. 5. Dependence of the indicator of the situation aggravation degree in the threat formation to the state territorial integrity on the time stages of the situation aggravation. Source: prepared by the authors.

A graphical presentation of the change's dynamics in the indicator values of the situation escalation degree allows assuming that the parties forming the situation escalation were not yet ready for decisive action by the moment of time t_3 (Fig. 5, point A). Having determined the beginning of the escalation, the "attack" party and the "victim" party for some time (Fig. 5, until the moment t_4) took actions aimed at reducing the level of tension in the situation. However, after the moment t_4 , the "attack" party, having prepared forces, means and conditions, began to develop its actions with a steady tendency to achieve its goal, which obviously began to move (Fig. 5, point C) into the zone of the "threat" state.

The approximating Last line of changes in the values of the indicator of the situation aggravation allows roughly estimating (predicting) the possibility and moment of the threat formation or a reduction of tensions in this sphere of national security of Ukraine.

The practical relevance of the obtained research results is shown in the following actions regarding preparation for the elimination (prevention) of possible options for threats to the national security of Ukraine in the border area and the developed options for actions of border units and interaction forces.

Therefore, the developed indicator and methodology provide an opportunity to detect integral changes in the situation in the border area of national security of the state, to determine time periods of increase (decrease) in the degree of exacerbation in the main areas of national security of Ukraine, to prognosticate the time period for the transition of the situation from the “aggravation” level to the “threat” level (transitions from category A to category B or C and vice versa), to evaluate the rate of change in the values of the indicator of the situation aggravation degree in order to further prognosticate the real and potential consequences for border protection and the use of timely measures to counter the threat, i.e. to ensure the ability of state borders to adapt and to deal with offenses on the state border of Ukraine of various categories.

National stability is possible due to the creation of a system for national stability ensuring, which in turn is a set of interacting subjects, purposeful actions, methods, factors and mechanisms that guarantee the preservation of security and continuity of the national systems functioning before, during and after a crisis through adaptation to threats and rapid changes in the security environment.

As noted by (Reznikova & Voitovskyi, 2020), taking into account the complex security environment of Ukraine and the peculiarities of the state and society development, when defining a model for national stability ensuring, Ukraine should not be limited to strengthening civil preparedness and crisis management, including the field of critical infrastructure security. We believe that this approach allows classifying state borders as objects of critical national infrastructure.

How could we achieve the situation that any element of the state border, from a separate checkpoint to large airports, to ensure the protection of the state, its inviolability and territorial integrity?

The answer to such a question can be provided by a conceptual document in the form of a strategy for the security and stability of state borders.

Studying the experience of the border’s stability ensuring of the of foreign countries shows the need to take into account a number of aspects

1. The state border must be supposed as a complete, interconnected network.

The state borders optimal stability and efficiency is achieved due to the fact that it is necessary to protect borders as a single network formed from various interconnected parts – airports, seaports, railway stations, automobile border crossing points, etc. This not only improves security, but it also enables us to work together to maintain a unified stability to crisis situations.

2. The state border must be classified as a critical national infrastructure (CNI).

Designating a national border as a critical national infrastructure provides an opportunity to protect it in a way that protects us. Constant underfunding of the central body of executive power, which implements state policy in the field of the state border protecting and defending the sovereign rights of Ukraine in its exclusive (maritime) economic zone, leads to the fact that the tasks assigned to this body are performed inefficiently.

3. Creation of a single body responsible for the protection and security of state borders.

The current state of security (combating criminal offences, customs offences, etc.) of state borders represents an extensive network of entities providing security (the State Border Guard Service of Ukraine, the State Customs Service of Ukraine, and the Security Service of Ukraine). The customs border of Ukraine coincides with the state border of Ukraine, except for the borders of artificial islands, installations and structures created in the exclusive (maritime) economic zone of Ukraine, which are subject to the exclusive jurisdiction of Ukraine.

Violation of customs rules represents a global threat to the national security of Ukraine in all its components, as it was repeatedly emphasized by (Filippov, 2016; 2019) in his publications. Differentiation of powers between various state bodies, both in terms of countering violations of customs rules and combating smuggling, indicates the ineffectiveness of such a mechanism for responding to threats. The creation of a single body that will be responsible for the security of both the state and customs borders will make it possible to increase the effectiveness of its protection.

4. Determination of the most vulnerable places of the state border.

A comprehensive vulnerability analysis will help to assess threat levels and develop action algorithms in crisis situations. This allows properly planning the protection of vulnerable places and reducing the risks to the national stability system. The creation of a threat assessment system will provide an opportunity to prognosticate and model crisis situations.

5. Formation of the necessary reserves of forces and means that ensure the capabilities of the central body of executive power, which implements the state policy in the field of the state border protecting and security of the sovereign rights of Ukraine in its exclusive (maritime) economic zone.

The borders of the state must meet certain criteria (signs) of stability:

- the ability to function without interruption, to adapt to negative influences and changing conditions;
- the ability to withstand unexpected shocks;

the ability to quickly recover from the destructive consequences of phenomena/actions of any nature to the desired balance (Reznikova, 2017).

We fully agree with (Rijavec, Štambuk and Pevcin, 2021) that complex problems are generally difficult to clearly define, they are socially complex, and cannot be solved unequivocally. They have many interrelated instabilities and are often caused by a number of causes (multicausal).

Migration crises are precisely such complex problems that do not have a clear solution, but require a complex of political, socio-economic, humanitarian and other measures.

Despite the fact that, in general, the State Border Guard Service of Ukraine is ready to respond to migration crises of this nature, it experiences certain problems of a material and technical nature. In the situation that illegal (irregular) migrants are actually directed to the borders of Ukraine, the State Border Guard Service of Ukraine will experience problems of a humanitarian nature, related to the need for humane treatment of illegal migrants, respect for their rights and freedoms.

This requires the government to develop an appropriate response plan to the irregular growth of migration at the state border at the level of threats similar to those occurring at the Polish-Belarusian border.

First of all, in order to determine the level of an unregulated migration crisis, it is necessary to develop indicators that will make it possible to set threshold values for the implementation of a response plan and the use of additional funding.

It is necessary to create a fund for responding to migration crises (reserve fund of the State Border Guard Service of Ukraine) in order to solve the problems of material and technical support. The amount of expenses for the fund formation will be made in accordance with the needs determined by the integrated border management subjects.

Fund expenses can be directed to the following purposes:

- expansion of opportunities for solving procedural issues with illegal migrants;

- replenishment of material and technical resources (transport, food products, medicines, fuel and lubricants, means for heating positions, special means, engineering and technical equipment, etc.) and overtime funds for the personnel of the forces involved in the elimination of the migration crisis;

- improving the conditions of detention of illegal migrants, providing care for children taking into account the state of health;

coordination and provision of resources to non-governmental organizations that contribute to the state border protection of;

improvement of interdepartmental coordination (Khalimon & Kyrylenko, 2022: 169).

Conclusion

The conducted research provided an opportunity to find out how the governments of the EU member states (Poland, Lithuania, Latvia) responded to the migration crisis of 2021. It has been revealed that several conceptual approaches to defining response measures to migration crises have been developed in the scientific discourse. The first approach has the conventional name “state of emergency”, and the second – “humanitarian corridor”. The migration crisis of 2021 “Belarusian route” can also be characterized as a “state of emergency”, because the government of the RP did not agree to the proposal of the organizers of the migration crisis (RB) to open a humanitarian corridor and allow migrants to get to Western Europe.

It is obvious that the measures taken by the governments of EU member states have brought positive results. The organizers of the migration crisis of 2021 were forced to stop the flow of illegal (irregular) migrants and gradually send them to their countries of origin. Thus, the national security of EU member states had a higher priority than providing assistance to refugees seeking a better life in wealthy Europe.

The study of the experience of responding to a potential migration crisis by the government of Ukraine on the Ukrainian-Belarusian border testified that the state authorities whose competence includes responding to such crisis phenomena were not fully prepared to solve them. First of all, this was detected in the logistical support of a special border operation, which required the use of certain reserve funds.

Prognosticating the redirection of migration flows in the direction of Ukraine, the government took measures to determine the possible directions of migrants breaking through the border, worked out the most credible scenarios of their actions, planned the use of forces and means. Up to ten potentially vulnerable areas with a length of about 270 kilometres were identified and the operational survey of the border area was carried out regarding the objective situation and risks. The operational reserves of the National Guard and the National Police were involved. Echelon cover tactics were used to protect the border.

The authors’ direct participation in conducting a special border operation, studying the experience of responding to migration crises in foreign countries made it possible to propose certain ways of improving the

organizational and legal aspects of conducting special border operations to overcome migration crises at the state border.

It was proposed to determine the threats levels to the stability of the state border of Ukraine depending on the number of probable illegal (irregular) migrants in the area of responsibility. If the situation is characterized by an increase of illegal migration in the area of responsibility of the border guard detachment, the localization of which can be carried out by the available forces of the border unit (\approx 300 people of illegal (illegal) migrants in total during the period) – it is “A” category threat.

If the situation characterized by an increase of illegal migration in the area of responsibility of the border guard detachment, the localization of which can be carried out by the available and attached forces (reserve of the Head of the State Border Guard Service of Ukraine, etc.) of the border unit (almost 1,000 illegal (irregular) migrants in total during the period) – it is “B” category threat).

If the situation is characterized by an increase of illegal migration in the area of responsibility of the border guard detachment, the localization of which can be carried out by the combined detachments of the State Border Guard Service of Ukraine and with the involvement of the forces and means of interacting bodies of the security and defence sector (significantly more than 1,000 illegal (irregular) migrants in total during the period) – it is a threat to the national security of Ukraine (illegal migration of the “C” category).

The methodology has been developed that makes it possible to detect integral changes of the situation in the border area of the state national security, to determine time periods of increase (decrease) of the exacerbation degree, to prognosticate the period of time for the transition of the situation from the “aggravation” level to the “threat” level.

It is proposed to work out a conceptual document in the form of a strategy for the security and stability of state borders, which will include ways to solve material and technical problems of the State Border Guard Service of Ukraine. One of the ways can be the creation of a fund for responding to migration crises (reserve fund of the State Border Guard Service of Ukraine). The amount of expenses for the fund formation will be made in accordance with the needs determined by the subjects of integrated border management.

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Conflict of Interest

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