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Współczesne trendy udziału Ukrainy w operacjach pokojowych ONZ

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WSPÓŁCZESNE TRENDY UDZIAŁU UKRAINY W OPERACJACH POKOJOWYCH ONZ

Streszczenie: W artykule przeprowadzono analizę doświadczeń Ukrainy i jej uczestnictwa w operacjach wsparcia pokoju realizowanych przez Organizację Narodów Zjednoczonych. Autorka bada chronologiczne i regionalne aspekty udziału wojsk ukraińskich w operacjach ONZ. Od czasu uzyskania niepodległości, Ukraina była zaangażowana w misjach wsparcia pokoju, które działają w Bośni i Hercegowinie, Kosowie, Libanie, Afganistanie, Gruzji, Macedonii, Wschodniej Sławonii, półwyspie Prewlaka, Gwatemali, Angoli, Etiopii i Erytrei, Sierra Leone, Liberii, Demokratycznej Republice Konga, Wybrzeże Kości Słoniowej, Sudanu. Ukraińcy służyli pod flagą ONZ praktycznie we wszystkich gorących rejonach konfliktów, gdzie lokowały się misje pokojowe organizacji. Artykuł przedstawia krótki opis udziału ukraińskich sił pokojowych w niektórych misjach, określa się ich liczbę, zadanie, sukces lub niepowodzenia. Część artykułu dotyczy kwestii podstawy prawnej działań Ukrainy w międzynarodowych operacjach pokojowych. Główną uwagę poświęcono Ustawie Ukrainy „O udziale Ukrainy w międzynarodowych operacjach pokojowych i bezpieczeństwa”.

Słowa kluczowe: Ukraina, operacje pokojowe, prawo

INTRODUCTION

Many countries of the world are engaged in peacekeeping activities of international and regional organizations all over the world. Being a part of such operations means being an active member of international community and making a contribution into the development of the peaceful world.

Ukraine - launched its peacekeeping activities in 1992. Then, answering a request from the UN Secretary-General, on July 3, 1992 the Verkhovna Rada of Ukraine adopted the resolution № 2538-XII “On participation of the Armed Forces of Ukraine in UN Peacekeeping Forces in conflict zones on the territory of Former Republic of Yugoslavia”. It was agreed to offer “a battalion up to 420 servicemen of the Ukrainian armed forces for participation in UN Peacekeeping Forces” [Постанова <http://zakon3.rada.gov.ua>]. It was stated that Ukraine’s participation in maintaining

ceasefire in Bosnia and Herzegovina met interests of maintaining peace and security in Europe. Moreover, it was mentioned that Ukraine carried responsibilities as a member of UN under the organization's Charter.

Ukraine's participation in the operation, mentioned above, was quite numerous, since the following forces were involved:

- 240 special battalion (550 servicemen);
- 60 special battalion (550 servicemen);
- 40 operative group of staff officers (63 servicemen);
- Formed Military police unit (20 servicemen);
- Group of military observers since 1 Jun 1995 (10 servicemen);
- 15 helicopter unit (110 servicemen) [Збройні 2011, 15].

The main tasks of 240 and 60 special battalions were:

- providing security for humanitarian cargo convoys;
- facilitating of ceasing combat actions and improvement of security situation;
- patrolling areas of responsibility.

Ukrainian servicemen were fulfilling peacekeeping functions on the territory of Former Republic of Yugoslavia as participants of UN Protection Forces (UNPROFOR) till December 20, 1995. It 'is worth mentioning that Ukraine's peacekeeping on the territory of Former Republic of Yugoslavia did not end with the UN mission since later Ukrainian peacekeepers took part in a NATO-led operation there.

Ukraine's first peacekeeping experience motivated state's leaders to continue work in that field. For instance, in 1997 Ukraine was a participant of 7 UN peacekeeping operations. However, the issue of peacekeeping was differently perceived by Ukrainian servicemen.

According to the research, published in 1996, only 8% of officers and 15% of soldiers supported an international peacekeeping function of the Ukrainian Army. Ukraine's participation in UN peacekeeping actions was supported by 66% of servicemen [Перепелиця <http://old.niss.gov.ua>].

In 1992-2000 approximately 12 thousands of servicemen took part in international peacekeeping missions of Ukraine. In 2000 Ukraine, as a temporary Member of the UN Security Council, increased 20 fold its contribution in military and civilian personnel to the ongoing and newly established peacekeeping operations [Statement <http://www.un.org>].

Ukraine was present in all "peacekeeping" regions of the world, where the UN was conducting its operations: in Africa, America, Asia, Europe and the Middle East.

UKRAINE'S PEACEKEEPING IN AFRICA

Recently, Ukraine has become actively involved in peacekeeping actions in Africa. For instance, Ukrainian servicemen were fulfilling UN tasks in Ethiopia and Eritrea, Sierra-Leone, Sudan, Democratic Republic of Congo, Cote-d'Ivoire and Liberia. At the end of December 2013 Ukraine was contributing to 7 UN peacekeeping operations, 5 of which were conducting in Africa: MONUSCO, UNISFA, UNMIL, UNMISS and UNOCI.

From March 2001 till December 2005 different battalions of the Ukrainian Armed Forces were participating in the UN mission in Sierra-Leone. Main tasks of the 20th separate Helicopters Unit were:

- transportation of the mission personnel and VIP;
- cargo transportation;
- medical transportation;
- wounded men evacuation;
- observation flights;
- aerial escort of troops movement.

At the same time the 4th Maintenance Battalion was performing tasks of maintenance and repair of technical means, provided by Ukraine to UNAMSIL; training of the armored troop-carrier crews and trucks drivers; escort of humanitarian cargoes. H.Shelest mentioned that the mission in Sierra-Leone required support of Ukrainian Armed Forces' divisions which are the most popular in international peacekeeping operations. Right there qualification of Ukrainian pilots and their ability to work in difficult conditions were proved on practice [Шелест <http://www.niss.od.ua>].

The latest significant enlargement of Ukrainian peacekeeping personnel in Africa was in March 2012, when representation of Ukraine in UN Stabilization Mission in the Democratic Republic of the Congo was increased for 168 people. It was in December 2011, when the Verkhovna Rada of Ukraine received a draft of the law from the President Viktor Yanukovych dated December 19, 2011 regarding sending up to 200 Ukrainian peacekeepers to the Democratic Republic of the Congo.

The draft was submitted to the parliament as a pressing one. The UN Secretary-General Ban Ki-moon addressed the President of Ukraine with that request. On December 22, 2011 the Verkhovna Rada adopted the law.

It's worth mentioning that Ukrainian political elite was not unanimous in supporting this decision. For instance, A.Hrytsenko, the head of parliamentary committee on national security and defence, said that using this law the President of Ukraine Viktor Yanukovich "one more time jeopardized lives of Ukrainian soldiers sending them to a place, where the Western states didn't dare sending their servicemen to" [Грищенко <http://news.dt.ua>].

According to A.Hrytsenko, the President of Ukraine especially "speeded up" registration of this draft before a visit of the European Union's leaders for summit Ukraine-EU. Moreover, the documents were not prepared in a proper manner. In particular, the date and the number of a Presidential Decree which entered into the force a certain decision of the National Security and Defence Council of Ukraine were not stated. In this context we should mention words of Mykhailo Iezhel, the Minister of Defence at that time, who stated that "Ukraine will take part in all peacekeeping activities.

We alongside with other states of the world share all dangers and problems, which arise on a way of settling very different tasks in Northern Africa, Cote-d'Ivoire and other "hot spots" [Збройні 2011, 22].

Notwithstanding of different opinions concerning Ukraine's participation in the mission, the decision was made to support UN activities. Obviously, the issue of servicemen's participation in a certain international mission is a difficult one, which requires a serious and objective approach before drawing conclusions. When it comes to international peacekeeping operations it is quite difficult to combine the state's responsibilities before the international community and its citizens in the first place.

According to the latest data of the UN, as of December 31, 2013 Ukraine's participation in MONUSCO was 269 servicemen: 4 – individual police, 11 experts on mission and 254 contingent troops [UN mission's <http://www.un.org>].

The Democratic Republic of the Congo is not the only example of dangerous environment, where Ukrainian peacekeepers had to carry out tasks entrusted them by the UN. In December 2011 an aviation detachment from Ukrainian Aviation Unit in UN mission in Liberia was carrying out tasks in Cote-d'Ivoire.

The President of Ukraine submitted the decision on that matter to the Verkhovna Rada of Ukraine in December 8, 2011. The explanation note stated that in November 30, 2011 the UN Security Council authorized a temporary redeployment of the three Mi-24 armed helicopters and the two military utility helicopters,

with the required 60 personnel (the 56th Aviation Unit of Ukrainian Armed Forces), from UNMIL to UNOCI, to be operational in Côte d'Ivoire as of 4 December and up to 31 December 2011. The main tasks of peacekeepers in Cote-d'Ivoire were to be in a framework of a mandate given to peacekeepers in Liberia:

- monitoring of the cessation of hostilities;
- providing security of UNO personnel;
- aviation support of UN troops;
- medical help and defence of civilians under imminent threats of violence.

The Verkhovna Rada supported the President's decision the next day – December 9, 2011.

It should be mentioned here that the UN Secretary-General, addressing the Jakarta International Defense Dialogue, expressed his appreciation of Ukrainian support in Cote-d'Ivoire. Ban Ki-moon stated, that the UN might not had prevailed without the contribution of one country: Ukraine, which lent three combat military helicopters at the critical moment [Secretary-General <https://www.un.org>].

LEGISLATION

Notwithstanding the fact that Ukraine began its peacekeeping activity in 1992, the law "On participation of Ukraine in international peacekeeping operations" was adopted only in April, 1999. In September 18, 2012 new amendments to the law were adopted [Закон України <http://zakon2.rada.gov.ua>]. H.Shelest states that in 1999 authors of the law were limiting Ukraine's peacekeeping by operations of the UN and OSCE, excluding activities in a framework of NATO, EU and other regional organizations [Шелест <http://www.niss.od.ua>]. Under a new version of the Law, Ukraine is taking part in the following international peacekeeping missions:

1. UN operations, authorized by the Security Council;
2. OSCE or other international organizations which carry responsibility of maintaining international peace and security under the Chapter VIII of the UN Charter.
3. Multinational forces, created with consent of the UN Security Council and these actions are under the general control of the UN Security Council.
4. Multinational military forces of high alert [Закон України <http://zakon2.rada.gov.ua>].

It's worth mentioning that points 1-3 completely repeat text of the Law from 1999 and only point 4 is a new one. Point 4 envisages participation of Ukrainian peacekeepers as a part of multinational military forces of high alert. They consist of forces and means of Member States and/or Partner States of an international organization and are created for fulfillment of decisions of the UN Security Council, NATO North Atlantic Council, Council of the European Union, other international organizations and also in a framework of Ukraine's international agreements with an aim of involvement and realization of entrusted tasks.

Hence, the new version of the Law covers a wider spectrum of possible peacekeeping actions of Ukraine, however participation in operations led by the UN and the OSCE still are considered as a priority.

General theory of Ukrainian international peacekeeping activities was more specifically worked out in the decision of the National Security and Defence Council of Ukraine "On the strategy of Ukraine's international peacekeeping" (hereinafter – the Strategy), approved by the President's Decree in April 24, 2009.

The Strategy states that participation of Ukraine in international peacekeeping activities ensures its active presence in world political processes and it is one of the main directions of the state policy on national security.

An important point of the Strategy is determining of priority levels of international peacekeeping operations.

These levels are to be considered while preparing proposals on Ukraine's participation in international peacekeeping initiatives:

- the 1st level – operations, conducted in key regions for national interests of Ukraine;
- the 2nd level – operations, that are held together with international partners of Ukraine and cooperation with them promotes European and Euro-Atlantic integration of our state;
- the 3rd level – other operations, in the framework of which Ukrainian peacekeepers make their contribution into efforts of international community on maintaining peace and stability [Рішення Ради <http://zakon2.rada.gov.ua>].

MODERN DEVELOPMENTS OF UKRAINIAN PEACEKEEPING

Ukraine contributes personnel to many UN operations. Numbers of servicemen may be quite different – from two people like it was in Ethiopia and Eritrea to a few hundred as it was in Lebanon or on the territory of former Yugoslavia. It is interesting to analyze a structure of Ukrainian personnel fulfilling UN peacekeeping tasks. As of October 31, 2012 the structure was the following: 65 police, 24 mission's experts and 432 troops [Monthly summary 31-Oct-2012, <http://www.un.org>].

In a year the situation did not change much since as of December 31, 2013 the structure of the contributed personnel was: individual police – 78, experts on mission – 20, contingent troop – 514 [Monthly summary 31 Dec 2013, <http://www.un.org>].

Certain researchers consider that the number of Ukrainian police participating in operations might have been higher. R.Birkovych discussed that issue providing an example of the UN Mission in Kosovo (UNMIK). As of early 2000 the mission consisted of 1800 people from 42 countries. Ukrainian police unit was 30 people. At the same time, the number from the US was 422, Germany – 207, the Russian Federation – 124, Bulgaria – 49 [Monthly summary 31/01/00, <http://www.un.org>].

The main reason for that, according to R.Birkovych, is a lack of English knowledge by majority of Ukrainian police officers [Біркович, 2005, 185].

However, the general level of preparation of Ukrainian servicemen is quite respectful. A lot of attention is paid to improvement of quality of future peacekeepers' training. In July 1999 the Ministry of Defense of Ukraine and Secretary General of NATO came to an agreement of creation Courses of preparing officers for multinational headquarters at the National Academy of Defense of Ukraine in 2000. Today it is an Educational and Research Center for International Peacekeeping of National Defence University. The main tasks of the Center are supporting of national interests of Ukraine on preparing officers for peacekeeping contingents and peacekeeping military and civilian staff of the Armed Forces of Ukraine as well as representatives of the Security Service of Ukraine, Ministry of Internal Affairs, representatives of the Armed Forces of NATO countries, EU and partner states for participation in international peacekeeping operations under auspices of UN, EU, OSCE and NATO [Бєлов 2011, 6].

Estimating the personnel contribution of Ukraine for UN peacekeeping operations, we should mention that in 2012 Ukraine took the 38th place among 115 states

– contributors. In December 2001 Ukraine was on the 8th place among 87 contributors. Probably it was partially explained by the Ukraine's membership in the Security Council in 2000 – 2003.

It is worth mentioning that recently the UN has been actively discussing a gender issue in the context of peacekeeping. However, if we check numbers of Ukrainian peacekeeping personnel participating in UN operations, we will notice that correlation between men and women peacekeepers is 99 % and 1 % respectively.

Peacekeeping activity is by all means connected with danger for life and health of peacekeepers. According to the UN data, 27 Ukrainians lost their lives in UN missions [Fatalities <http://www.un.org>]. 14 of them died in the very first Ukrainian peacekeeping operation on the territory of former Yugoslavia. In this connection we should mention that it was Ukrainian initiative, expressed in 1994 at the 49th session of the General Assembly to create the Convention on the Safety of United Nations and Associated Personnel.

Ukraine was one of the first countries to sign the Convention and in July 1995 the Ukrainian parliament ratified it [Пацьох 2008, 44]. In 2002 during the 57th session of the General Assembly all UN Member States supported the initiative of Ukraine to designate 29th of May as the International Day of United Nations Peacekeepers.

In 2008 one representative of the Ministry of Defence and two co-workers of the Ministry of Internal Affairs of Ukraine joined the UN Secretariat [Участь <http://mfa.gov.ua>]. It can be counted as an acknowledgment of Ukraine's work toward fulfillment of its obligation as a Member State of the UN.

CONCLUSIONS

Ukraine has participated in approximately 30 UN peacekeeping operations. Taking part in this missions Ukrainian peacekeepers promoted positive image of Ukraine on the international arena as of a responsible and reliable member of international community.

For peacekeepers themselves it is a good chance for creating contacts with foreign colleagues and getting practical experience. Obviously, each mission is potentially dangerous. This is why, it is so important to consider all security issues in the conflict zone very carefully before making a decision on sending Ukrainian troops there.

There are still many issues to be improved in this field. However, participation of Ukrainian peacekeepers was highly appreciated by the UN officials on many occasions.

Ukrainian personnel have proved to be reliable, prepared, enduring and ready for fulfillment of serious tasks. Ukraine's peacekeeping activity under auspices of UN is a positive fact of the Ukrainian foreign policy. Considering an on-going constructive experience of Ukraine as a member of UN missions we might talk about possibilities of enlargement of Ukrainian presence in other international missions that could be a very beneficial cooperation for both parties: Ukraine as well as the United Nations.

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MODERN TENDENCIES OF UKRAINE'S PARTICIPATION IN UN PEACEKEEPING OPERATIONS

Абстракт. The article shows the analysis of the Ukrainian experiences and participation in the peacekeeping operations carried out by the United Nations Organisation. The authoress studies the chronological and regional aspects of the Ukrainian army's participation in the UNO operations. Since Ukraine gained independence, it has been engaged in peace-keeping missions in Bosnia and Herzegovina, Kosovo, Lebanon, Afghanistan, Georgia, Macedonia, East Slavonia, Prevlaka peninsula, Guatemala, Angola, Ethiopia and Eritrea, Sierra Leone, Liberia, Democratic Republic of Congo, Ivory Coast or Sudan. The Ukrainians served almost in all hot conflict regions with the UNO. The article presents a short description of the participation of the Ukrainian peace forces in some missions, defines their amount, aims, successes or failures. A part of the article concerns the issue of the legal bases of the Ukrainian actions in the international peacekeeping operations. The main attention is paid to the Ukrainian Act "On participation of Ukraine in international peacekeeping operations"

Key words: Ukraine, peace operations, law

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