# Cooperation of International Organisations in Ensuring International Security: Challenges and Perspectives

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**ABSTRACT**

International organizations, as subjects and guarantors of international security, aim to ensure peace, security, human rights and freedoms, and the principles of equality and justice. However, due to changes in the system of international relations and the growing number of threats, international bodies face a number of challenges in promoting and strengthening international security, including conflict resolution, prevention and mitigation, control of arms and activities of terrorist groups, and peaceful settlement of disputes and controversies. The purpose of the article is to outline the main challenges and prospects of cooperation between international organizations in ensuring international security. The study uses analytical methods to assess the results of cooperation between international structures to guarantee international security in the following dimensions: military-political, economic, social and humanitarian. The results indicate the existence of a number of challenges related to the military-political, economic and socio-humanitarian dimensions of international security. Within the military-political dimension of cooperation, the author focuses on the mortality rate of personnel involved in peacekeeping operations by international organizations. In addition, the ineffectiveness of peacekeeping operations is revealed, with significant amounts of their funding, which is manifested in the growth of peaceful protests in various countries. The study of cooperation between international structures to promote international security confirms the increase in funding for various areas of life at the expense of national programmes. The analysis of the social and humanitarian dimension of international security shows that international organizations are making significant efforts to address the humanitarian crises resulting from conflicts. The challenge, however, is the inability of international entities to fully cover humanitarian issues.

**HIGHLIGHTS**

 The challenges faced by international organizations in promoting and strengthening international security are evident, particularly in the realm of peacekeeping operations where personnel suffer, populations protest, and financial resources are substantial, ultimately highlighting the gap between declared policies and their effective implementation.

 Despite significant efforts by international organizations in addressing humanitarian crises resulting from conflicts, there remains an inability

to comprehensively cover these issues, revealing a growing level of conflict in various countries and underscoring the organizations' limitations in ensuring global stability and international security.

As subjects and guarantors of international security, international organizations aim to ensure peace, security, human rights and freedoms, and the principles of equality and justice. International entities carry out activities in the field of security, including conflict resolution, prevention and mitigation, control of arms and activities of terrorist groups, and peaceful settlement of disputes and controversies.

In 2022-2023, the war in Ukraine exacerbates military and political confrontations and conflicts between states, including those belonging to various international organizations (NATO, EU). Data from the Global Peace Index show that political instability and civil unrest, including in relation to the protection of human rights and freedoms, will increase after the pandemic, and regional and global conflicts will accelerate (Vision of Humanity, 2023). As a result, in 2022, mortality and conflict increased by 96% (in Ukraine, Israel, South Africa, Ethiopia) (Vision of Humanity, 2023). The economic impact of violence is estimated at $17.5 trillion in 2022, or 13.5% of global GDP (Vision of Humanity, 2023). Military-political conflicts and confrontations between states are becoming increasingly internationalized, spilling over the borders of one country and spreading to individual regions (Institute for Economics & Peace, 2023a). In 2022, 91 countries were involved in some form of external conflict that significantly disrupted peace, justice and security, with catastrophic consequences (Vision of Humanity, 2023; Institute for Economics & Peace, 2023b). For example, the regional conflict in Yemen has resulted in a humanitarian catastrophe characterized by food insecurity for 17.4 million people, numerous human rights violations, human losses (377,000 deaths by the end of 2021) and the destruction of logistical, industrial and social infrastructure (Hanna, Bohl & Moyer, 2021; World Food Programme, 2022). Thus, international conflicts and confrontations lead to the need for cooperation between member states of international organizations in the following most pressing areas: military-political, economic, social and humanitarian. This article therefore focuses on these dimensions of cooperation between member states of international structures, primarily the North Atlantic Treaty Organization (NATO) and its partners, and the United Nations (UN). The focus on NATO-UN cooperation, particularly in Ukraine, is primarily due to the high level of development of various forms of cooperation in the military-political, economic, social and humanitarian spheres.

The purpose of this article is to outline the main challenges and prospects for cooperation between international organizations in ensuring international security.

**Literature Review**

International security is a complex of political, humanitarian, economic, environmental, informational, cultural and other security dimensions, including military and political aspects. International security implies a state of absence of direct or hidden threats of outbreak or escalation of conflicts and the ability of states or international organizations (UN, EU, NATO, Warsaw Pact and others) to counter such threats and their consequences. Global security is also defined as a state of peace and stability in the system of international relations in various dimensions, which excludes any kind of threats to social development and its evolution.

International organizations are considered in the literature as guarantors of international security (Duffield, 2017), whose aim is to maintain peace and stability and protect the rights and freedoms of the population. According to Mearsheimer (2019), states should delegate a number of decision-making powers in the field of international relations to international institutions. These include migration policy, support for refugees and protection of their rights, terrorism, regional conflicts, etc. However, states seek to protect their national identity, culture and sovereignty and to defend their rights and freedoms. As a result, cooperation between international organizations faces a number of challenges.

Scholars studying the activities and various forms of cooperation of international organizations have identified a number of failures and situations related to the achievement of these goals in their work. Among the most important are non-compliance with the principles declared in the founding documents of the entities (charters, cooperation agreements, etc.) (Mearsheimer, 2017), inefficiency of the liberal democratic order, which spreads precisely through the decision-making of international organizations (Mearsheimer, 2019), and lack of clarity about their role in the new system of international relations (Kupchan & Kupchan, 2017). There is a failure to adhere to the principles of the policy of ensuring a balance of power between different member states of the organizations (Mearsheimer, 2017). As a result, we have a gap between the declared principles of international security policy and the practice of its implementation. It leads to an increase in the level of conflicts and various types of threats, rising of terrorism and human rights violations (Institute for Economics & Peace, 2023a; 2023b). Different approaches to the activities of international organizations also pose a number of challenges to their effectiveness and cooperation (Keohane, 2017), leading to conflicts between them and their members (for example, within the UN). The emergence and development of regional structures (Wibisono, 2017; Feraru, 2018; Milhorance & Soule-Kohndou, 2017) also impacts the effectiveness of cooperation between international institutions, leading to regional and global struggles and rivalries that negatively affect international security.

## Methodology

This study uses the methods of analysis and synthesis to identify the results of cooperation between international organizations in the following dimensions: military-political, economic, social and humanitarian. The military-political dimension of cooperation focuses on peacekeeping operations by international entities and on strengthening the institutional capacity of states through technical and financial cooperation. The economic dimension focuses on their cooperation in various areas of life and on the financing of national support programmes. The analysis is based on the case of the strategic partnership between Ukraine and NATO member states. The social and humanitarian dimension focuses on international organizations' solutions to conflict-related humanitarian problems.

The analysis is based on materials and data on various forms of cooperation in the military-political, economic and humanitarian spheres from the following Arms Trade Treaty, Institute for Economics & Peace, North Atlantic Treaty Organization, United Nations, United Nations Security Council, United Nations Office for the Coordination of Humanitarian Affairs, Stockholm International Peace Research Institute (SIPRI), UNICEF, USAID, National Committee of the Ukrainian Red Cross, Organization for Security and Cooperation in Europe. In addition, materials from the official websites of the President of Ukraine, the Verkhovna Rada of Ukraine and the Ministry of Foreign Affairs of Ukraine describing the state of cooperation between NATO member states and Ukraine were used.

## RESULTS AND DISCUSSION

### Cooperation of international organizations in the military-political sphere

*Conducting peacekeeping operations.* In 2013-2022, the average number of multilateral peacekeeping operations per year was between 60 and 70 (Fig. 1), involving mostly regional organizations, alliances or the UN. In 2021, for example, 63 operations were conducted in 38 countries or territories worldwide (62 in 2020) (SIPRI, 2023a). In 2022, 64 peacekeeping operations were managed, including the Special Monitoring Mission to Ukraine (SMM) of the Organization for Security and Co-operation in Europe (OSCE) (SIPRI, 2023b), which was launched on 21 March 2014 and ended on 31 March 2022 by consensus of the 57 member states of the international organization. The SMM is an unarmed civilian mission for the objective and impartial monitoring of the security situation in Ukraine (Organization for Security and Co-operation in Europe, 2022a). The SMM was established to reduce tensions and strengthen peace, security and control in accordance with all OSCE principles. The main tasks of the SMM included: gathering and reporting information on the security situation; establishing facts on violations of human rights and the principles of the Organization; monitoring and supporting human rights and freedoms; establishing

contacts with the authorities, etc. The Mission had a budget of EUR 108.71 million (Organization for Security and Cooperation in Europe, 2022b).

In 2022, peacekeeping operations such as the deployment of the Collective Peacekeeping Forces of the Collective Security Treaty Organization (CSTO) in Kazakhstan were set up; the launch of the African Union Transitional Mission in Somalia (ATMIS); the beginning of the Stabilization Support Mission for the Economic Community of West African States in Guinea-Bissau (SSMGB); the deployment of the East African Community Regional Force in the Democratic Republic of the Congo (EACRF-DRC); and the launch of the African Union Monitoring, Verification and Compliance Mission in Ethiopia (AU-MVCM) (SIPRI, 2023b).
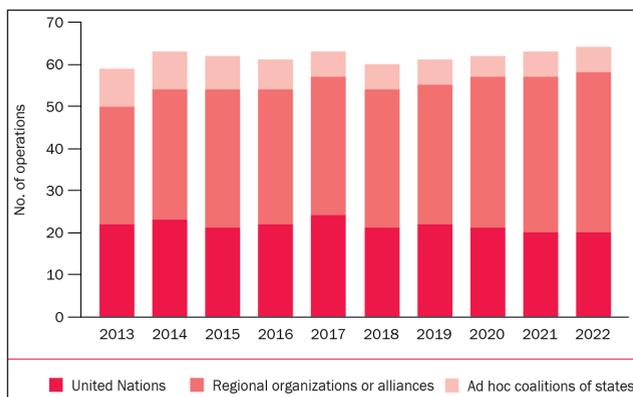


*Source: SIPRI, 2023b.*

**Fig. 1:** Number of Multilateral Peacekeeping Operations by type of Iinternational Organisation in the World in 2013-2022

In the period 2013-2022, the number of personnel involved in peacekeeping operations shows a downward trend, especially in the period 2016-2021. On average, 95 to 100 thousand people are involved in operations (SIPRI, 2023c). In 2021, for example, 88,465 thousand people were employed in Africa, 14,289 thousand in the Middle East and North Africa, and 8,108 thousand in Europe (SIPRI, 2023a). In 2022, however, the number of employees increased, mainly due to the inclusion of more employees in operations in Africa. There is also a trend towards regionalization of peacekeeping operations and a shift in emphasis from the military to the civilian dimension of operations (SIPRI, 2023b).

The main challenge for multilateral peacekeeping operations remains the number of deaths of

personnel involved in them due to malicious acts (e.g. 101 deaths in 2022). Another problem is geopolitical struggles and competition, as well as deteriorating relations with host governments. In 2022, for example, UN staff were expelled from the Democratic Republic of Congo and Mali. Deteriorating relations are accompanied by growing demonstrations and protests calling for the closure of peacekeeping missions. Such demands are driven by the ineffectiveness of peacekeeping operations, as well as the significant financial resources they require. Similar inefficiencies can be seen in Ukraine, especially in the context of war and numerous human rights violations, which are not recorded by peacekeepers and do not ensure that similar situations will be resolved in the future. The war in Ukraine, which has exacerbated the geopolitical rivalry between Western countries and the Russian Federation, has significantly impacted the UN operations and led to the disbandment of the SMM. As a result, the complex internal dynamics within the UN Security Council have also intensified.

Under Chapter VII of the United Nations Charter, the Security Council may take a number of measures to maintain or restore international peace and security. Article 41 provides for a range of coercive measures short of the use of armed force. They include sanctions and related regimes, which have been imposed on 31 countries since 1996. Depending on the purpose of the sanctions, they take different forms, such as comprehensive trade and economic sanctions, arms embargoes, commodity restrictions, travel bans, financial sanctions, freezing of assets of legal entities and individuals (Iran), and others (UN Security Council, 2023). Sanctions are used to ensure stability, deter terrorism and protect human rights (United Nations, 2023a). In 2023, there were 15 sanctions regimes aimed at political settlement of conflicts, fight against terrorism, and non-proliferation of nuclear weapons.

International organizations work together to maintain security and peace by building institutional capacity through financial and technical cooperation between countries. Institutional capacity is strengthened through the implementation of various projects. For example, in 2021, the project "Support for Small Arms and Light Weapons (SALW) Control" was launched in Africa (Arms Trade Treaty, 2023). The project is funded by the German Federal

Foreign Office. Activities are aimed at continuing to support the African Union and its regional bodies, regional economic communities and member states in the coordination and implementation of arms control measures at the strategic, technical and political levels. The project cooperates with the Economic Community of West African States (ECOWAS), the African Union, the Sub-Regional Arms Control Mechanism (SARCOM) in Khartoum and the Regional Centre on Small Arms (RECSA) (Arms Trade Treaty, 2023). Some Member States are also involved in cooperation to support the implementation of international and regional small arms control instruments. For example, the United Nations Programme of Action on Small Arms and Light Weapons (UN PoA) (United Nations, 2023b) and the African Union Action Plan "Silencing the Guns" are being implemented. The project includes the standardization of national legislation, the implementation of small arms control principles, the development of weapons and ammunition management capacities (marking, record-keeping, tracing and destruction of weapons and ammunition, physical security and stockpile management) and cross-border cooperation on small arms control.

## Cooperation of international organizations in the economic sphere

Cooperation between international organizations to ensure international security involves the implementation of programmes and measures to provide financial assistance to states that need to protect and defend their national interests. The hybrid war in Ukraine, in the context of growing confrontation and rivalry between Western countries and the Russian Federation, demonstrates the strengthening of cooperation in the economic sphere between NATO, the EU and Ukraine. In particular, the financial resources for ensuring not only Ukraine's comprehensive security and defence, but also regional security are provided by NATO member states to meet Ukraine's critical needs as a partner of the Alliance, including fuel, de-mining equipment and medical supplies.

According to the Secretary General's 2022 Annual Report, at the Madrid Summit in 2022, partners agreed to increase investments in peace and defence, which have been rising steadily since the beginning

of 2016 (by a total of $350 billion). In 2021-2022, defence spending was increased by 2.2 per cent, bringing the total defence budget to over one trillion dollars in 2022. In 2022, seven NATO partners spent 2.2% of GDP on defence (North Atlantic Treaty Organization, 2023a).

The war in Ukraine has led NATO and Ukraine to step up cooperation in various areas, including military, political and economic. The strengthening of cooperation is driven by Ukraine's strategic importance as a partner on the European continent. NATO member states fully support Ukraine's rights to sovereignty, territorial integrity, comprehensive defence and national security. Cooperation in the economic sphere has intensified since 2014 due to the annexation of Crimea. Since the beginning of the war in 2022, partner states have been providing Ukraine with various forms of support (North Atlantic Treaty Organization, 2023d). Ukraine is not subject to security guarantees under the Alliance's founding treaty. However, at the national level, Ukraine is striving to become a full member of the Alliance.

In 1997, the Alliance and NATO signed a Charter on a Distinctive Partnership, in particular to address political challenges, promote Euro-Atlantic security, prevent conflicts, maintain peace, resolve humanitarian conflicts and operations, control arms, disarmament and other security issues (Verkhovna Rada of Ukraine, 2023a). The signing of the Declaration on Amendments to the Charter on a Distinctive Partnership in 2009 strengthened the partnership between Ukraine and the Alliance (North Atlantic Treaty Organization, 2023d). This makes Ukraine an active player in the regional security system, given its geopolitical location between Russia, China and European countries.

The Charter outlines the main forms of cooperation between Ukraine and NATO member states. The key forms of cooperation include programmes in various areas (e.g. development of civil-military relations and their financing; implementation of military reform in Ukraine; financing of the development of the defence sector through the budget for the implementation of the National Security Concept; economic, scientific and technical dimensions of cooperation to strengthen security).

Ukraine is actively involved in NATO-led peacekeeping operations: maintaining stability and security in Bosnia and Herzegovina; participating in two missions in Afghanistan (Resolute Support, International Security Assistance Force (ISAF) operations; participation in the naval operations Ocean Shield, Active Endeavour and the training mission in Iraq (Pistrakevich, 2020).

In 2016, at the Warsaw Summit, NATO member states agreed on a Comprehensive Assistance Package (CAP) to help Ukraine build its capacity to ensure national and regional security (North Atlantic Treaty Organization official, 2023b). Since 2014, the Trust Funds have been implemented to finance Ukraine's capacity and capability to protect national interests (North Atlantic Treaty Organization official, 2023b).

The basis for NATO-Ukraine cooperation is the development and implementation of Annual National Programmes (ANPs) under the auspices of the NATO-Ukraine Commission for 2008-2021. A detailed analysis of the ANPs reveals a wide range of reforms aimed at bringing various spheres of life into line with NATO standards. For example, reforms have been implemented in Ukraine's security and defence sector, in the field of scientific cooperation between Ukraine and NATO and the EU (Pistrakevich, 2020). The states actively cooperate in the international security system (North Atlantic Treaty Organization, 2023e).

With the outbreak of the Russian-Ukrainian war, a new phase of cooperation between Ukraine and NATO began, characterized by a stronger level of relations based on strategic partnership (North Atlantic Treaty Organization Official, 2023g). In 2020, President Zelenskyy approved the National Security Strategy of Ukraine as the basis for developing a "distinctive partnership between Ukraine and NATO with the goal of Ukraine's accession to the Alliance" (Official website of the President of Ukraine, 2023).

Given NATO's strategic position and role in Euro-Atlantic and regional security, Allies deepened the Comprehensive Assistance Package (CAP) supporting Ukraine at the Madrid Summit in 2022. The Madrid Summit decided to allocate more than €500 million to the CAP programme (North Atlantic Treaty Organization, 2023b). At the Vilnius Summit

in 2023, member states decided to reformat the CAP into a multiannual assistance programme. The aim of these changes is to rebuild Ukraine's security and defence structures and sector and to move towards full interoperability with NATO (Verkhovna Rada of Ukraine, 2023a).

With the outbreak of full-scale war, NATO-Ukraine cooperation has been strengthened, in particular through increased financial support and assistance from Allies (North Atlantic Treaty Organization, 2023c). The new Security Assistance Strategies and Policies align the strategic orientations of NATO (North Atlantic Treaty Organization, 2023f) and Ukraine (Verkhovna Rada of Ukraine, 2023b; official website of the President of Ukraine, 2023): NATO's Strategic Concept focuses on an integrated and coherent approach to building national and regional security and resilience against various types of security threats and challenges. Ukraine's National and Military Security Strategies identify Russia as the main threat to national interests. According to these strategies, Ukraine's main goal is to ensure its comprehensive defence.

At the Vilnius Summit in 2023, the Allies decided to continue to support Ukraine through a multi-year assistance programme to facilitate the country's transition from a Soviet-style defence system to NATO standards, training and doctrine. Overall, the programme will help rebuild the security and defence sector to meet critical needs (North Atlantic Treaty Organization, 2023c).

**Cooperation between international organizations in the humanitarian field**

Since the outbreak of the military conflict in Ukraine, millions of people have been affected, leading to an increased role for international organizations in addressing the food, international and humanitarian crisis. Russia's invasion of Ukraine, which began on 24 February, has led to raise mortality, migration and negative humanitarian consequences: at least 17.6 million people need humanitarian assistance and protection. This includes 6.3 million internally displaced persons (IDPs) and 4.4 million returnees. Most of the humanitarian challenges relate to the population in government-controlled areas and areas of hostilities (Office for the Coordination of Humanitarian Affairs, 2023a).

According to UNICEF, 5.2 million children from Ukraine require humanitarian assistance, including 2.2 million in countries hosting Ukrainian refugees (UNICEF, 2023).

The migration crisis caused by the war in Ukraine has led to an increase in the number of international organizations providing various types of humanitarian assistance and actively participating in conflicts. International entities are addressing the problems of migrants and refugees, developing plans and strategies to respond to migration and food crises, and engaging in dialogue with parties to conflicts to ensure the humanitarian rights of victims.

The Ukrainian government, international organizations and the humanitarian community responded immediately to the humanitarian crisis. However, 14.6 million people in Ukraine - some 40 per cent of the country's population - need humanitarian assistance, including more than 3.3 million people in the frontline areas of eastern and southern Ukraine. Nearly 4 million internally displaced persons (IDPs) necessitate various types of services and humanitarian assistance (Office for the Coordination of Humanitarian Affairs, 2023b).

Since the start of the full-scale war, the Ukrainian Red Cross has distributed over 19,815 tonnes of humanitarian aid to different regions, assisted 5,488,745 people, including 264,585 evacuated, 59,973 trained to provide medical care and 2,530 provided psychosocial support. As of 14 July 2022, the Ukrainian Red Cross employed 500 staff and 8,000 volunteers, raised UAH 1859.82 million from Ukrainian and international donors and foreign partners, of which UAH 641.33 million was spent (National Committee of the Ukrainian Red Cross Society, 2023). The work is supported by more than 20 National Red Cross and Red Crescent Societies from the following countries Denmark, China, Poland, Austria, Italy, Romania, Turkey, Andorra, Switzerland, Greece, Bulgaria, Luxembourg, Georgia, Croatia, Norway, Slovenia, Canada, Lithuania, Spain, etc. as well as international and national partners such as the World Food Programme, the UN, UNICEF and others.

In addition to responding to the migration and food crisis, international organizations are actively involved in solving the economic problems caused by the wars in Ukraine and Yemen, which exacerbate the food and humanitarian crisis not only in the warring countries, but also beyond the borders of these countries.

The food crisis in Ukraine was exacerbated by the war. It was international organizations (USAID/BHA and the Howard G. Buffett Foundation), under the auspices of the UN World Food Programme (WFP), that funded and provided security for a grain ship that left Ukraine for Yemen in August 2022 (United Nations, 2023c). Examples of international involvement in the war include the USAID Agriculture Resilience Initiative (AGRI) in Ukraine, which aims to support Ukrainian agricultural production and exports and mitigate the global food security crisis exacerbated by the war. The target investment is $250 million to be raised from private donors and foundations (USAID, 2022).

To provide a humanitarian response to Russia's full-scale invasion of Ukraine, the UN system is implementing its largest humanitarian operation to date in Ukraine. The process of scaling up is ongoing.

Since the start of Russia's full-scale invasion on 24 February 2022, financial resources to support the UN humanitarian response in Ukraine have been mobilized through the Flash Appeal, which has raised $3.775 billion for the humanitarian response in Ukraine in 2022, or 88 per cent of the planned amount ($4.3 billion). These funds also include $60 million allocated by the UN Secretary-General from the UN Central Emergency Response Fund, which was distributed to UN agencies, and $172 million from the Humanitarian Fund for Ukraine (Ministry of Foreign Affairs of Ukraine, 2022).

According to UN estimates, various UN agencies and partners provided humanitarian assistance to some 13.5 million Ukrainians in 2022. Specifically, 2.7 million people received assistance with shelter or essential items, including clothing, heating equipment and other items needed to prepare for winter; 6.9 million people received water and hygiene items; 8.9 million people received food; 8.9 million people received medical services; 5.1 million people received cash assistance (cumulatively over $1.1 billion); and 6.3 million people received social and legal protection services. To address the growing need for heating and electricity in

the context of the energy crisis, support is being provided in the form of generators for hospitals, schools, heating centres and collective centres. In total, more than 3,800 generators of various capacities have been delivered or are in the process of being delivered through the UN (Ministry of Foreign Affairs of Ukraine, 2022).

## CONCLUSION

Due to changes in the system of international relations and the growing number of threats, international organizations face a number of challenges in promoting and strengthening international security. These challenges relate to the ability of international entities to settle, prevent and resolve disputes peacefully and without conflict. The experience of peacekeeping operations shows that in the countries where they are carried out, the personnel involved suffer, and the population protests against such measures. The ineffectiveness of peacekeeping operations is also due to the considerable financial resources they require at a time when peaceful protests are growing. The cooperation of international organizations in the economic dimension of international security, as exemplified by Ukraine, indicates an increase in funding for various spheres of life through the implementation of national programmes. The analysis of the social and humanitarian dimension of international security shows that international organizations are making significant efforts to address the problems associated with humanitarian crises resulting from conflicts. However, the problem lies in the inability of international organizations to fully cover humanitarian issues.

The main challenge in the activities of international structures is the gap between the declared policy of ensuring stability and the results of its implementation, in particular to achieve peace and international security and to protect human rights and freedoms. A number of violations of human rights and freedoms have been recorded in the international environment, but international organizations have not found a really effective mechanism to counter such violations. Investing in various areas of life and providing various forms of assistance to populations facing humanitarian crises solves a number of problems. However, the international environment is witnessing an increase

in the level of conflict in various countries, which indicates the inability of international entities to ensure global stability and international security.

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