

HARMONIZATION OF STRATEGIC-DOCTRINAL FRAMEWORKS FOR THE USE OF THE MILITARY FACTOR

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Abstract: The text explores the development of security challenges, risks and threats throughout history, highlighting the impact of technological advances, social changes and global conflicts. Traditional military challenges, such as nuclear threats / With the end of the Cold War, when the fear of the use of nuclear weapons subsided, the importance of traditional military threats to security decreased and was replaced by more modern challenges and threats, such as terrorism, climate change, pandemics and cyber threats. In this context, the use of the army and its role have evolved from the exclusive protection of territory, towards supporting civil authorities and eliminating security threats. Special emphasis is placed on the aviation units of the Serbian Air Forces. They are presented as a significant factor in the defense of the state, thanks to their rapid response capabilities, flexibility and the use of modern technology and weapons. The text analyzes the strategic-doctrinal frameworks, including the National Security Strategy, the Defense Strategy of the Republic of Serbia, the Doctrine of the Serbian Armed Forces and other doctrinal documents, with the aim of assessing the possibility of whether the organization of the Serbian Armed Forces enables the efficient use of aviation units in the function of supporting the total defense model of the Republic of Serbia, thereby confirming their importance in eliminating challenges, risks and security threats to the country's defense.

Key words: Military challenges, risks and threats; Non-military challenges, risks and threats; An armed form of threat; An unarmed form of threat; Missions of the Armed Forces; The Emergency Response Forces; The Serbian Air Force; Aviation; The Squadron.

1. INTRODUCTION

The list of dominant security challenges, risks and threats in the world has changed over time and depended on many factors. The level of development and prevalence of technological (scientific, technological and military) achievements, psychology and politics in any society can be considered one of the most important factors determining security challenges, risks and threats. Thus, in the Middle Ages, in addition to the invasions of foreign armies and their mercenaries, people were most afraid of the plague, witches, the Inquisition and the Last Judgment [1]. The twentieth century did not diminish the importance of traditional military threats to security, but on the contrary, put them in first place. The discovery of nuclear weapons, with the help of which it is possible to destroy all human life on the planet, for the first time made all other threats to the security of people and states seem almost irrelevant. Only with the end of the Cold War, when the fear of the use of nuclear weapons subsided, did the importance of traditional military threats to security, primarily nuclear threats, decrease. The world began to view challenges, risks and threats to security in a more realistic and comprehensive way, i.e. people began to fear a greater number of things to a lesser extent again. Some of these dangers existed before but were not in the foreground, such as terrorism, migration, pandemics and civil wars; some threats existed before but began to intensify worryingly, such as climate change, and some, such as industrial and technological accidents and information threats, appeared for the first time in history thanks to the revolution in industry and information technologies.

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With the social changes in the world, which were primarily caused by the end of the Cold War, the understanding of state security developed in parallel in two directions: towards national or collective security/defense and towards the security of an individual, group or minority. This conditioned and influenced the change in the role and use of the army as a factor of security and a factor of state defense. The role and use of the army in the traditional understanding implied the protection of the territory and sovereignty of the state. The traditional understanding of security has been replaced by new approaches, which gives importance to the role of the army as one of the key elements of the state defense system for eliminating challenges, risks and threats to security and defense. National security is identified with the protection of the state's territory, and the ability of the state, in the function of security and defense, is associated with the ability of the army to protect and eliminate, deter and defeat the carriers of threats.

It is generally known that in the army, but also in other organizations, increasing importance is attached to the development and use of aircraft, i.e. the development of aviation organizations and military aviation units. Also, it can be freely said that the mobility of the engaged forces in combat or non-combat, i.e. military or non-military operations, is primarily the merit of aviation. Modern aircraft have a wide range of capabilities for engagement in modern operations and are capable of achieving a significant effect in the operation by performing some of the tasks.

This essay will examine the strategic-doctrinal framework for the use of the military factor by analyzing the content of the National Security Strategy and the Defense Strategy of the Republic of Serbia through the analysis of challenges, risks and security threats to national security and defense. Also, by analyzing the content of the Doctrine of the Serbian Armed Forces and other doctrinal documents, and in the function of presenting the *organization* of the Serbian Armed Forces (as one of the process functions of command and control in the Military), the possibility of using the military factor through the use of aviation units from the Air Forces of the Serbian Armed Forces, to eliminate challenges, risks and security threats to the defense of the country, will be examined.

The aviation units are staffed with fully professional personnel and are equipped with extremely sophisticated equipment and weapons, which, with their basic characteristics: quick response, flexibility during engagement, the ability to quickly switch from defensive to offensive operations and in combination with unlimited airspace, represent the striking maneuver force and firepower of every modern army. Based on the above, the idea was to examine whether the strategic-doctrinal factor allows aviation units to be engaged to perform specific tasks within the organization of the Serbian Armed Forces, completely independently of other social entities and factors (which are outside the military organization), and to contribute with their engagement to the model of total, comprehensive defense of the Republic of Serbia.

The goal of this approach is to examine the organization and methods of using the Serbian Armed Forces (as the most important entity in the total defense model), by engaging Air Force units independently of the influence of other non-military entities, in order to provide adequate support to civil authorities in eliminating security threats, which would confirm the importance of the role of aviation and the military as a whole, in the model of the total defense.

2. SECURITY THREATS

Today, states generally strive to identify, define and list key security challenges, risks and threats to their national interests in official documents, such as the State Strategy, National Security Strategy, Defense Strategy, Military Strategy, etc. The content, scope and probability of manifestation of challenges, risks and threats to the security of the state can be said to directly influence both the definition of defense policy and the development of adequate capabilities (operational and functional) of the subjects of the national security and defense system. The assessment of challenges, risks and threats to the security of the Republic of Serbia is the basis for the development of both basic strategic documents in the field of security and defense, as well as its planning and doctrinal documents.

The basic strategic documents in the field of security and defense are: The National Security Strategy of the Republic of Serbia and the Defense Strategy of the Republic of Serbia. The aforementioned strategic documents describe in terms and content the challenges, risks and threats to the security and defense of the Republic of Serbia and classify them according to the criterion of probability of manifestation, as well as the scope and magnitude of the consequences they may cause.

The National Security Strategy of the Republic of Serbia is the highest strategic document, the implementation of which protects the national values and interests of the Republic of Serbia from challenges, risks and security threats in all areas of social life. Its starting points are: preserving sovereignty and territorial integrity, military neutrality, caring for the Serbian people outside the borders of the Republic of Serbia, European integration and an efficient rule of law. It is based on the application of a comprehensive approach that implies the joint engagement of all subjects and potentials of society and the state in confronting challenges, risks and security threats and protecting and achieving the national interests of the Republic of Serbia [2].

The Defense Strategy of the Republic of Serbia is based on the Constitution of the Republic of Serbia and the National Security Strategy of the Republic of Serbia. It is the basic strategic document that guides the development of normative, doctrinal and organizational solutions for the defense system, defense planning and financing, and the engagement of defense resources of the Republic of Serbia. It analyzes the security environment from the perspective of the defense of the Republic of Serbia, identifies challenges, risks and security threats of importance for defense, formulates defense interests and goals, and establishes defense policy, structure, management and principles of functioning of the defense system of the Republic of Serbia [3].

The Defense Strategy of the Republic of Serbia identifies challenges, risks and threats to the country's defense. The starting point for their identification are the challenges, risks and threats to security specified in the National Security Strategy of the Republic of Serbia, and the criterion for considering and listing challenges, risks and threats is the severity of the consequences for the security and defense of the Republic of Serbia that could arise in the event of their manifestation.

The Law on Defense of the Republic of Serbia defines the ways in which military and non-military challenges, risks and threats to security manifest themselves:

- military challenges, risks and threats to security manifest themselves in the form of: aggression, armed rebellion and other forms of the use of armed force;
- non-military challenges, risks and threats to security manifest themselves in the form of: terrorism, organized crime, corruption, natural disasters, technical-technological and other accidents and dangers [4].

Based on the above, and in accordance with the Defense Strategy and the Law on Defense of the Republic of Serbia, the challenges, risks and threats to the defense of the Republic of Serbia can be classified as follows:

1) Military challenges, risks and threats:

- armed aggression,
- armed rebellion.

2) Non-military challenges, risks and threats:

- unlawful unilateral declaration of independence of the territory administratively included in the Autonomous Province of Kosovo and Metohija,
- separatist tendencies,
- terrorist activities,

- ethnic and religious extremism,
- natural disasters and technical and technological accidents,
- high-tech crime and threats to information and communication systems and
- other non-military challenges, risks and threats, with varying probability of recognition and manifestation, are primarily: transitional problems, intelligence activities, corruption, organized crime, mass irregular migration, problems of demographic development and abuse of scientific achievements in the fields of genetic engineering, medicine, meteorology and other fields [3].

The Serbian Armed Forces are not the main actors in preventing the escalation of non-military security threats and defending against them, but at the request of state authorities, they may participate in cooperation with security services, police, border, customs and other authorities. The Armed Forces do not develop special organizational elements intended to counter non-military threats, but would, if necessary, engage part of the forces they already have.

According to the content, scope, method and probability of manifestation, the listed challenges, risks and threats may have different forms of manifestation, i.e. endangering the security of the defense of the Republic of Serbia. The most characteristic forms of threat, for the security of defense, through which challenges, risks and threats can manifest themselves, are armed and unarmed forms of manifestation. This means that challenges, risks and threats can be classified according to the form of threat into armed and unarmed, which allows the Serbian Armed Forces, as one of the carriers and the main subject of the defense system for conducting armed combat, to plan its preparations for carrying out defense tasks and take measures and actions for the work and use of its forces in war, a state of emergency and in peace.

An armed form of threat is any form of manifestation of a threat, when in its content, scope and manner of manifestation it basically has any level of armed struggle. *An unarmed form of threat*, in terms of content, scope and manner of manifestation of the threat, basically does not have any level or element of armed struggle. Armed struggle, as the main content of an armed conflict, is a social phenomenon and a two-way process in which opposing forces plan, prepare and carry out operations. The conflicting parties in operations direct their own resources in order to achieve goals and pursue their interests at different levels of armed struggle. Fight, combat and battle are levels of armed struggle that can have an offensive or defensive character [5].

Considering the forms of threat (armed and unarmed), security threats according to the forms of threat can be classified as follows:

- armed aggression, according to the way it could be manifested, aggression can be characterized as a threat with armed forms of threat;
- armed rebellion, according to the way it could be manifested, armed rebellion can be characterized as a threat with armed forms of threat;
- illegally unilaterally declared independence of the territory administratively included in the Autonomous Province of Kosovo and Metohija, this type of threat, according to its form of manifestation, can be characterized as a threat with unarmed forms of threat. However, the existence of armed forces under the control of the self-proclaimed government of Kosovo and the real fear that the crisis and potential escalation of violence in the territory of the Autonomous Province of Kosovo and Metohija could become a source of long-term instability in the region, the threat of the illegally unilaterally declared independence of Kosovo could develop into a new threat with an armed form of manifestation, and then it would be a threat with armed forms of threat. It is difficult to predict what the exact form of armed manifestation

of the said threat would be, it can be expected to manifest itself as aggression⁵ against the Republic of Serbia or as an armed rebellion or as a form of terrorism;

- separatist tendencies, due to a pronounced political or radical religious form of manifestation, this type of threat can be characterized as a threat with unarmed forms of threat. Escalation of political or religious antagonisms could lead to conflict, and in the most extreme form it could lead to the emergence of terrorism or armed rebellion, whereby separatist aspirations would take on a new form of manifestation (armed) and could develop into terrorism or armed rebellion;
- terrorist activity, depending on the way it could manifest itself, terrorism can be characterized as a threat with armed forms of threat;
- ethnic and religious extremism, this type of threat, depending on its form of manifestation, can be characterized as a threat with unarmed forms of threat. Slowness in economic reforms could lead to an increase in social and interethnic tensions and their potential escalation into conflicts, which could lead to the emergence of terrorism or an escalation of conflicts that would lead to armed rebellion. Then it can be considered that national and religious extremism has acquired a new form of manifestation and has grown into a threat with armed forms of threat (terrorism or armed rebellion);
- natural disasters and technical-technological accidents, according to the way in which these threats could be manifested, can be characterized as threats with unarmed forms of threat;
- high-tech crime and threats to information and communication systems, this type of threat, according to its form of manifestation, can be characterized as a threat with unarmed forms of threat;
- Transitional problems, intelligence activities, corruption, organized crime, mass irregular migration, problems of demographic development and abuse of scientific achievements in the fields of genetic engineering, medicine, meteorology and other fields, are threats that, depending on the way they might manifest themselves, can be characterized as threats with unarmed forms of endangerment.

3. ORGANIZATION OF THE SERBIAN ARMED FORCES AND THE USE OF AVIATION UNITS FROM THE RVIPVO

Doctrinal documents define and specify missions and tasks, principles of organization and use, preparations, combat operations and the provision of combat operations, on the basis of which army units are organized, prepared and used to prevent the emergence and eliminate the consequences of threats to the security of the defense of the Republic of Serbia.

The Doctrine of the Serbian Armed Forces is the basic doctrinal document that defines general determinations on military activity, organization, preparations, use and provision of the Serbian Armed Forces in peace, emergency and wartime, in accordance with the Constitution and the Defense Strategy of the Republic of Serbia and represents the framework for the development of lower doctrinal documents. Lower-level doctrinal documents are doctrines at the operational command level, functional doctrines, rules, instructions and other documents that elaborate the contents of the Doctrine of the Serbian Armed Forces [4].

⁵This form of armed manifestation of the aforementioned threat could occur after the escalation of the conflict in Kosovo and Metohija, which could cause such instability in the region that one or more countries could use to join the conflict and support the self-proclaimed government of Kosovo with their armed forces

According to the Doctrine of the Serbian Armed Forces, and depending on the type and intensity of challenges, risks and threats to defense security, the Serbian Armed Forces fulfill three basic missions, by performing certain tasks for each mission:

1st mission: Defense of the Republic of Serbia from external armed threats

- deterrence of armed threats,
- defense of the territory,
- defense of airspace.

2nd mission: Participation in building and preserving peace in the region and the world

- participation in international military cooperation,
- participation in multinational operations.

3rd mission: Support to civil authorities in countering security threats

- assistance to civil authorities in countering internal security threats, terrorism, separatism and organized crime
- assistance to civil authorities in the event of natural disasters and technical, technological and other accidents.

The missions and tasks of the Serbian Armed Forces defined in this way represent a direct direction for developing basic capabilities, with the note that the Army may also perform other tasks, based on a decision of the National Assembly of the Republic of Serbia. The use of the Serbian Armed Forces in peacetime during a state of emergency and war is designed as a joint operational concept, and is based on established principles of use. The joint operational concept represents a basic determination on the manner of achieving assigned missions and performing tasks of the Serbian Armed Forces with available defense resources in specific geopolitical, economic, demographic, security, spatial, temporal and other conditions [6].

The Serbian Armed Forces are structurally divided into types, branches and services, and functionally organized into commands, units and institutions at the strategic, operational and tactical levels. Commands, units and institutions of the Serbian Armed Forces can be permanent and temporary structures, and organized by purpose into: **(Urgent and Rapid) Response Forces, Main Defense Forces and Reinforcement Forces** [6]. Such an organization, by purpose, structure and functionality, enables the adequate use of the Army to carry out missions and tasks.

Parts of the Serbian Armed Forces, in accordance with the tasks of the 3rd mission, may be engaged in support of civil authorities and the population, in response to armed and unarmed threats, and for the purpose of protecting and rescuing people, their property and material and cultural goods, caused by natural disasters, technical-technological accidents and/or catastrophes, as well as those resulting from the consequences of terrorism or insurgent activities on the territory of the Republic of Serbia. According to the Doctrine of the Serbian Armed Forces, the bearer of the tasks of using the Serbian Armed Forces in countering internal armed and unarmed threats to security is the Land Army, with the support of the Air Force and Air Defense Force. The Serbian Armed Forces are not developing special forces intended to provide support to civil authorities, but will engage existing forces, which, in accordance with their primary purpose, can successfully carry out these tasks.

The organization of the Air Force and Air Defense Force is aligned with the general organization of the Serbian Armed Forces, the tasks, available resources and international standards. The Air Force and Air Defense Forces are structurally organized into branches and services. They are: aviation, artillery-missile units for anti-aircraft actions and the service for aerial observation, reporting and guidance. The structure of the Air Force and Air Defense Force also includes engineering units.

The Serbian Air Force and Air Defense is a branch of the Serbian Armed Forces, whose organization, composition, weapons and equipment are adapted to conduct operations against targets in and from the airspace, and is intended for control and protection of the sovereignty of the airspace, deterrence against aggression, air defense of the territory, important facilities, administrative and industrial centers and forces of the Serbian Armed Forces from actions from the airspace, fire actions from the airspace, and support for ground forces in conducting operations [7].

Aviation is a branch of the Serbian Air Force and Air Defense that represents its strike force and the carrier of combat power and maneuver. It is intended for conducting air operations, namely: against targets in the airspace, fire actions against objects on land and water, reconnaissance from the airspace, and air transport. According to the type of aircraft in its composition, their tactical and technical characteristics, combat capabilities and purpose, aviation is divided into: combat aviation, reconnaissance aviation, transport aviation, combat helicopters, multi-purpose transport helicopters, training aviation and general purpose aviation. Aviation units are organized into aviation departments, squadrons and aviation brigades [7].

The basis of the organizational structure of the aviation branch is the squadron as an operational combat unit. In the aviation-technical domain, the basic unit for maintaining and servicing aviation units is the aviation-technical battalion.

The squadron is the basic tactical unit of the aviation branch of permanent formation composition. It possesses the necessary, specific, capability for: independent performance of air operations⁶ for its purposes, integration into higher-level combat formations and interaction with other elements of the defense system⁷. It is formed and organized by aircraft type as the primary criterion, and then by purpose. This method of organization enables simple and efficient use of forces, economical maintenance of equipment, adequate organization of flight tasks and flight training. According to the type of aircraft in the armament, a squadron can be: aircraft squadron, helicopter squadron and unmanned aerial vehicle squadron, and according to the purpose, a squadron can be: combat⁸; transport; mixed; training; general purpose. The name of the unit is determined by a combination of the squadron's purpose and the type of aircraft in service [7]. According to the purpose, structural and functional organization of the Military, and in accordance with the plans for use and engagement in the Serbian Armed Forces, aviation units are organized into emergency response forces within the response forces of the Serbian Armed Forces.

The Response Forces consist of modernly equipped, trained and staffed units of a high level of development, which represent the basic force of the Serbian Armed Forces for responding to security threats and are divided into: emergency response forces and rapid response forces. **The Urgent Response Forces** consist of professional, specially equipped, highly trained units of a high level of development, intended for the control and protection of the Armed Forces, counter-terrorism, counter-insurgency, sabotage and counter-sabotage operations, and search and rescue services. They carry out tasks independently and in cooperation with the forces of the Ministry of Internal Affairs of the Republic of Serbia and international forces [6].

Aviation units as part of the emergency response forces are highly technical type of military, which has great dynamics and the ability to quickly transfer the center of gravity b/d, centralized command and a high degree of readiness of all forces in the zone during operations (duty forces for: fighters on duty, rapid air fire support, emergency air transport and SAR⁹) and as such are used to implement a whole range of tasks.

⁶According to aviation tactics, the forms of air action are: air fire action, air transport and aerial reconnaissance.

⁷This definition of a squadron can be considered appropriate, because it was taken from the study "Concept of the development of the aviation branch of the Serbian Armed Forces", 2009, which was the starting point for the development of the aforementioned Serbian Air Force and Air Defense Doctrine.

⁸ Refers to squadrons armed with aircraft for fighter, attack and reconnaissance operations.

⁹ SAR - Search and Rescue, or CSAR - Combat Search and Rescue.

Permanent tasks in peacetime:

- Control and protection of the sovereignty of the airspace of the Republic of Serbia,
- SAR Service,
- Deterrence of aggression by air forces and prevention of surprise.

Tasks in the defense of the Republic of Serbia – 1st mission:

1. Anti-aircraft defense of the territory and forces of the Serbian Armed Forces,
2. Air support of ground forces:
 - Reconnaissance from the airspace,
 - Air fire support of ground forces,
 - Air transport (landings, combat teams, other personnel and weapons and equipment).
3. CSAR (in cooperation with forces from special operations units).

Tasks within the framework of preserving peace in the region and the world – 2nd mission:

1. Participation in international military cooperation (engagement of aviation would be primarily in accordance with defense policy and air support tasks would be performed).

Tasks within the framework of support for civil authorities – 3rd mission:

1. Support in countering internal armed threats.
 - Reconnaissance from airspace,
 - Air fire support for ground forces,
 - Air transport (landings, combat teams, other personnel and weapons and equipment),
 - CSAR (in cooperation with forces from special operations units).
2. Support in countering unarmed security threats.
 - Reconnaissance from the airspace,
 - Air transport (landings, combat teams, other personnel and weapons and equipment),
 - SAR (in cooperation with forces from special operations units).

Aviation units, as part of the Air Forces and Air Defense Forces, according to their organization, have a significant contribution to the execution of tasks of all three missions of the Serbian Armed Forces, where they have a significant role and provide a significant contribution to supporting civil authorities in countering security threats (internal armed threats and unarmed security threats). Due to their purpose, tasks and characteristics, aviation units, equipped with various types of aircraft, are capable of performing their tasks in cooperation and coordination, both with the ground component and the special forces component of the Serbian Armed Forces, as well as with other professional (adequately trained and equipped) forces from other state institutions and other organizations from the country and abroad.

4. CONCLUSION

The Republic of Serbia is determined to resolutely protect its interests, for which it is necessary that the defense system and the Military, as an integral part of it, develop the necessary operational and functional capabilities. In this way, a significant contribution is made to the further stabilization of the general situation, the development of society, as well as global and regional security, taking into account the characteristics of the modern strategic environment. Since the beginning of the 21st century, armed conflicts and military operations have become real and quite concrete phenomena on a

global level, with the units of the Serbian Army Forces playing the most significant role in the defense of the country for the Republic of Serbia. However, the characteristics and physiognomy of the modern strategic environment impose a new role on the army, i.e. participation in operations to support civilian authorities in the implementation of support tasks and assistance in eliminating security threats, which can be military and non-military, i.e. armed and unarmed threats.

This recognizes the new role of the Army Forces as the main subject in the comprehensive and total defense of the country. The consequences of natural disasters, accidents, insurgent or terrorist activities can be major human casualties and material damage. The highest number of victims is usually at the very moment of occurrence (at the beginning of the situation), and with the passage of time from that moment, the reaction to the occurrence increases and the number of victims decreases. Providing support to civil authorities in countering security threats requires a rapid response, especially in the initial period of a crisis situation, all with the aim of stabilizing the situation and facilitating the elimination of the danger. At a time when the defense system of the Republic of Serbia cannot be said to have been fully designed according to the foundations and requirements of the total defense concept, which should be adapted to the conditions of the strategic environment [8], i.e. to provide an adequate response to all challenges, risks and threats to national security and defense of the state, well-organized (in terms of purpose, structure and function), fully equipped and trained aviation units from the Air Forces and Air Defense Forces of the Serbian Armed Forces can be of great importance for rapid, energetic and strong manifestation of actions with the aim of providing timely support, as well as eliminating dangers and threats to the security and defense of the state.

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