



**МЕЃУНАРОДНА НАУЧНА КОНФЕРЕНЦИЈА
„СОВРЕМЕНИТЕ КОНЦЕПТИ НА КРИЗНИОТ
МЕНАЏМЕНТ”**

**INTERNATIONAL SCIENTIFIC CONFERENCE
“CONTEMPORARY CONCEPTS OF CRISIS
MANAGEMENT”**

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РЕПУБЛИКА МАКЕДОНИЈА

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MANAGEMENT OF RESOURCES AND CAPACITY OF THE ARMY OF THE REPUBLIC OF MACEDONIA IN DEALING WITH CRISIS

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Abstract: *Macedonian Army (MA) as a participant in crisis management provides early warning of potential threats and mutually supportive capabilities of the parts of the Army, police and civil authorities. MA is a participant in the process of crisis management, crisis situations and humanitarian emergencies in all segments starting from: assessment, planning, organizing and implementing the measures ordered and activities. The establishment of crisis management within the broader security issue is a merger of military and civilian dimensions of a crisis in order to justify the efforts to create a valid tool by states and international institutions. An effective system of crisis management can promptly and quickly deal with the risks and threats of the modern world, which will also be able to protect the interests of citizens and to create conditions for sustainable development and implementation of economic, social and other policies of the state, and to build foreign political credibility. Synchronized security system of the Republic of Macedonia, integrated in collective security systems worldwide is a strategic investment, not only of our security and stability, but the security of the entire Euro-Atlantic region. Thus the security sector becomes a commitment to Euro-Atlantic*

integration that will have significance in creating a modern, efficient and modern security community that will be capable of dealing with future security challenges.

Keywords: *Crisis management, security, threats, Euro-Atlantic integration.*

Introduction

We live in a time characterized by great dynamics and expressed globalization of communication and movement of people worldwide. Rapid technological development and application of high learning achievements in various fields, has extremely positive impact on the quality of life in much of the world. But at the same time, modern civilization is facing major challenges which increasingly threaten the lives and health of people, environment, material, cultural and other resources of the countries.

The modern world is increasingly facing non-traditional types and forms of risks such as terrorism worldwide trade in drugs, arms and people, danger from the use of weapons of mass destruction, infectious diseases and epidemics of larger scale, unemployment, poverty, consequences of global climate change, natural disasters and catastrophes of natural phenomena, environmental degradation, technological failures and more.

Their main feature is that they do not recognize state borders and have global impacts. History abounds with lots of accidents and disasters, which unfortunately have caused unforeseeable consequences and grave suffering of human civilization. Such phenomena are not rare this day, therefore, as never before, the world is mobilized and undertake joint efforts to reduce the effects of such phenomena, which are becoming more frequent, more aggressive and cause great casualties and material losses, on all continents.

Use of the capacities and resources of the Macedonian Army in crisis management

Crisis management system exercise state administration bodies and state authorities (Assembly, President and Government), the armed forces as the MA, the forces for protection and rescue and authorities of municipalities and the City of Skopje.¹

By law strictly is regulated the use of the Army as part of the resources for crisis management. The proposal for the use of MA in resolving crisis end's Humanitarian emergencies in support of the police, the Steering Committee of the

¹ Crises management Law, Official Gazette of the Republic of Macedonia, No. 29/05 from 04.05.2005, Article 2.

crises management center (CMC), through the Government shall submit to the President of the Republic of Macedonia and covers data: type and number of forces and capabilities of the MA, purpose and objectives which need and duration of the activity and engagement.

MA is a guarantee of the territorial integrity and sovereignty, which promotes and protects the interests of Macedonia wherever needed. Army can participate in the removal of consequences of emergency and crisis. Order for participation of the Army in eliminating consequences of emergency and crisis brings President of Republic of Macedonia. But Minister of Defense passes the guidance for participation of the Army in eliminating consequences of emergency and crisis situations.²

MA is at the service of all citizens and supports state institutions in case of floods, earthquake, fires and other natural disasters and crisis situations.

By decision of the Government determining the existence of a crisis situation, which enters into force on the date of its adoption, there by activated and the Headquarters of the CMC, which should be in constant session. Headquarters is obliged to draw up an action plan for prevention and crisis management, as well as a complete overview of available human and material-technical resources and plan for coordinated procurement of dedicated technical resources. Also, according to the decision, the state government should take measures and activities in accordance with the regulations for crisis management.

Part of the army participates in support of the police in circumstances where a crisis situation threatened the security of the state, and the state bodies do not have adequate resources and means for its prevention and management.³ According to the strategic defense review of Macedonia, Steering Committee proposes to the government to use part of the Army. The proposal must accurately indicate: the type and number of forces and capabilities of units, purpose and tasks that will be performed during the engagement.

The government is considering a proposal to use part of the MA in critical condition and sent to the President, and it makes a decision regarding the use of part of the MA.

² Defence Law, Official Gazette of the Republic of Macedonia, No. 185 from 30.12.2011, Article 2.

³ Ibid 1, Article 35.

The use of part of the army is regulated by the Defense Law and Crisis Management Law, but legislation is never envisaged a situation where there is no time for the Government or the President decide to counter the immediate threat to you MA independently react before receiving the decision (authorization) by President of Republic of Macedonia. Thus contributing to reduce or completely remove the threat that has caused or will cause an emergency or crisis.

In recent history we have witnessed a growing number of natural or man-made disasters that occur every day not only in the world but also in the country. An event of that should draw a lesson is the flood that swept through part of the Skopje region, in which the Army of its power and capacity was directly involved in the system for dealing with the crisis situation.

The President of the Republic of Macedonia Dr. Gjorge Ivanov in his speech on the occasion of Army Day, and referring to the floods that hit the Skopje region said: "It cannot allow the burden in dealing with natural disasters to fall on the Army and the police, while also have deployed forces to protect the state border. Irresponsible to spend resources on MA to conserve its resources".

Army to help the citizens affected in the flooded areas and repair the consequences hired about 2,600 members and over 200 motor vehicles and I believe that without timely and sacrificed engagement of MA victims would be more numerous and larger material losses.

On a daily basis, the citizens of Macedonia, both at national and local level are facing the same challenges, threats and risks caused by natural obstacles that must include not only the capacity of the PRD, CMC, but also the resources of other state institutions, including MA.

Cooperation among institutions at local, regional and national level it is necessary to raise the highest level, and it is necessary to achieve maximum results in help and support to vulnerable groups, especially if local authorities do not have enough capacity to help their citizens.

The range of actions required by the Army in the event of its engagement in support of other state institutions to deal with the situation is quite broad. It covers logistical support through rehabilitation of the consequences of floods, fires, provide medical supplies and foodstuffs in restrictive terrain and combat support to the police in case of emergency or war.⁴

⁴ Toni Petreski and Igor Goreski, Migrant crisis and use of the army of Republic of Macedonia in dealing with crisis situation, International scientific conference „Crisis management: challenges and prospective“, (Ckonje: CMC, 2016), 192.

When we talk about the resources and capacities of the MA must mention the reserve units that are filled by conscripts in reserve for which the responsible is MoD, while the MoD is authorized for providing of the reserve forces and resources for protect and rescue. Hence the question of how and in what way will determine the priorities for filling the reserve forces of the Army and the PRD in an emergency or crisis situation.

Euro-Atlantic integration of Macedonia

The issue of national security of all countries must be a priority and supported by the international community, if we want to achieve more effective participation of more countries exit the crisis. In this context, experience shows that resolving the crisis by itself is not sufficient response to the complexity of the problem and that international and regional organizations cannot unilaterally respond to threats if not create the conditions of a comprehensive, coordinated and timely response which relies capacity the member states of the UN, NATO, OSCE, EU and so on.⁵

Taking into account the completely different nature of the risks today are increasingly facing, crisis management in most modern societies are based on the principles we have adopted collective security systems. Because of this complex global situation, crisis management found very high in the security agenda of the United Nations, the EU and NATO. Also Macedonia seeking to hold up with them taking all necessary measures for the implementation of crisis management in the implementation of policies to prevent and reduce the risks of accidents and providing conditions for a peaceful and secure prosperity for their citizens.

Macedonia is moving in the direction of Euro-Atlantic integration has made major changes to the system for security and defense by: responsibilities for crisis management by the Ministry of Defense (MoD) has shifted to CMC, responsibility for protection and rescue from MoD was transferred to PRD and responsibilities for state border security from the MoD transfer to MI (border police). With these reforms the system for crisis management has become more complex and international cooperation of institutions involved in crisis management shifted under their jurisdiction and it is very difficult to use the lessons learned and recommendations of international institutions that have

⁵ Trajan Gocevski, Crisis management in the country, The necessity of adopting a law on crisis management (Skopje: Ministry of defense of the Republic of Macedonia, 2005), 22.

cooperation. A more difficult is the unification of the recommendations in the entire security system.

Peace and stability are the basis for sustainable development; globalization and integration are an imperative of the modern world. In this respect, the Euro-Atlantic integration is the best alternative for the future of the Republic of Macedonia and the Balkans, and membership in NATO and the EU is our strategic priority.

Macedonia belongs to the Euro-Atlantic region and its security is indivisible from the security of NATO, regional and global security. In that spirit, political and military integration into NATO is a strategic goal for our country. The policy of "open doors" of NATO and maintaining strong transatlantic relationship is crucial for Europe's security. Macedonia has broad political and social consensus in support of our commitment to actively participate in building security and stability in the Euro-Atlantic area. In that sense, Macedonia constantly contributing to the strengthening of Euro-Atlantic security through participation in the UN, NATO and EU operations - lead to support international security and stability. Republic of Macedonia, in the long run, will develop operational capabilities deployable and sustainable forces trained and equipped for deployment in international operations. Longstanding contribution to international operations will gradually increase in accordance with national interests and development of operational deployable capabilities of the MA.⁶

To implement the process of Euro-Atlantic Integration MoD developed the Defense Strategy of the Republic of Macedonia, which set out the strategic direction for the development and functioning of the defense system of the country.

Defense Strategy stems from the Constitution, the Defense Law, National Security Strategy and the strategic commitment of the Government of the Republic of Macedonia for integration into Euro-Atlantic structures.

The strategy is aligned with the obligations and responsibilities arising from Macedonia's membership in NATO and the EU. Through active participation in the Partnership for Peace, process planning and review of forces, the Action Plan for NATO membership and the European Security and Defense Policy, the

⁶ Defense Strategy of the Republic of Macedonia, Ministry of Defense, 2010 (Official Gazette of the Republic of Macedonia, No. 30 from 01.03.2010), 3.

Republic of Macedonia has established extensive defense cooperation with country members of NATO and the EU.

Conclusion

Is it necessary to establish a task force composed of trained rescue personnel who will be able to use local government in response to a crisis or a crisis would reduce the use of resources and capacities of the MA.

It is necessary to precisely define the tasks, duties and powers of the Army in participating in the system for crisis management to be able to provide early warning of potential threats, preparing a plan for engagement of its forces and capabilities and use them.

The need for change of legislation for the crisis management system and crisis in the country, in order to: define the competencies, delegation of responsibility and hierarchy of institutions involved in the system.

Cooperation of the Republic of Macedonia with international security organizations like: UN, NATO, EU and OSCE to actively participate in creating global defense policy and enhancing national capabilities to deal with new threats, risks and challenges more efficient management of civilian and military capacities.

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EURO-ATLANTIC INTEGRATION AND CRISIS MANAGEMENT – EXPERIENCES OF MONTENEGRO

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Abstract: *Crises are constantly present in our lives as they represent an integral part of human history and will continue to do so in the future as well. Along with society and technology development, humans are facing with different and numerous crises. As a result, our planet has become "the world of risks", where current activities have dramatic impact on the environment, cultural and material goods. That refers to natural disasters, disasters caused by man, riots and other social conflicts, terrorism, poverty, epidemics, etc. These are contemporary security threats, which may cause devastation within a certain community or even the whole nation, and we therefore need to try and avoid such situations or at least limit their negative effects. Being aware that no society has enough capacities to respond to crises adequately when threatened by them, numerous international organisations such as UN, OSCE, NATO and EU have developed mechanisms for managing such crises. Having in mind the recent events, implementation of these mechanisms and solidarity have proved to be the most important when tackling these crises, but they need to be further improved and developed. After regaining its independence in 2006, Montenegro started developing its own system of security as well as crisis management system (on the basis of the system inherited from the state union). In addition to this, ongoing Euro-Atlantic and European integration processes, Montenegro has been resolving numerous issues related to crisis management. As a candidate and future NATO and EU Member*

State, Montenegro progressively develops its capacities and capabilities and harmonises its standards and operational procedures with partners. During heavy floods (2010) and a heavy snow (2012), the system of crisis management /rescue and protection was under complex test.

Keywords: *crisis, emergency situation, crisis management, Euro-Atlantic integration, rescue and protection.*

1. CRISIS MANAGEMENT – CHALLENGE OF MODERN SOCIETY

Crisis as a deviation from normality, distortion of normal functioning, has long been seen as a product of force majeure or result of the will of God. With the development of science and rational view of the world, people sought to describe, classify, understand and explain crises and build more adequate ways to manage them.

Crisis management as a scientific-theoretical discipline and rationally designed practice enters the stage of history in a serious way in the second half of the twentieth century, although the function of crisis management is present in various forms much earlier, and in time it was adjusted in accordance with the modern security environment. Today, crisis management can be defined as a set of functions or processes which aim to identify, learn about and predict potential crisis situations and establish specific ways which will enable the organization to prevent the crisis or to cope with it and overcome it, minimizing its consequences so as to return to normal condition as fast as possible. Thus, crisis management is the name for all kinds of activities aimed at dealing with a system in the state of disorder: prevention, preparedness, mitigation and recovery. It is the establishment of procedures, agreements and decisions that affect the course of crisis and it includes organization, preparation, measures and allocation of resources to deal with it.

Practice shows that in times of crisis, decisions must be made by persons who were in the competent sector and at the competent level before an emergency of the crisis, in accordance with competences of state institutions responsible for specific areas. Therefore, the system of crisis management must be considered in the context of existing national security system and we can define it as an artificial-situational system with limited duration, prepared to respond to serious threats to national security, which cannot be controlled through regular functioning. Thus, crisis management is a form of an organizational activity and system of procedures,

cases and plans for emergency management and for management of future development.

This means that in the event of a crisis caused by natural or man-made disaster beyond the capacity of competent services for rescue and protection at the local level, the entire system of rescue and protection is activated and all the necessary human and material resources of a particular community are engaged.

2. INTERNATIONAL MECHANISMS FOR CRISIS MANAGEMENT IN EUROPE AND WORLDWIDE

Although it is the responsibility of a state, the planning of rescue and protection against natural or man-made disasters in the past decade increasingly became the subject of work of international organizations, since individual countries are often unable to adequately respond to these challenges, especially when the complex nature of contemporary threats and the unpredictable security environment are taken into account. The main player in the harmonization of international operations to remedy consequences of natural or man-made disasters at the international level is the United Nations-UN. However, if the scope, intensity and frequency of crises happening at the same time worldwide are taken into account, it can happen that a national disaster, as seen from the UN level, is to be considered as local disaster and not a major priority at that moment in terms of the UN. For this reason, it is very important to have regional pooling of available capacities and to integrate into Euro-Atlantic structures which provide significant benefits in this field for the Balkan countries.

2.1 Mechanisms for crisis management in the EU

After the formal establishment of the Common Security and Defence Policy, the EU proceeded to build military and civil capacities and capabilities for its implementation. The starting point for the development of capabilities is the **European Security Strategy**, and the basic development document is “**Headline Goal**“, which designs and enhances military and civil capabilities¹ to carry out the whole spectrum of crisis management operations.² The civil aspect of crisis management identified four main areas, namely: police; rule of law; civil administration and civil protection. In June 2004, the European Council adopted

¹ The “Headline Goal” is periodically updated.

² More in: EU security and defence, Core documents 2004, Chaillot paper no. 75, February 2005, Paris, pp. 111-117

the **Action Plan for Civilian Aspects of Crisis Management**, which defined work priorities, timelines for strengthening civilian capabilities, and their integration.

In order to improve cooperation between Member States as well as coordination in the field of civil protection, Community Mechanism for Civil Protection (from 2001 to 2007 known as Civil Protection Mechanism) was amended in the **EU Civil Protection Mechanism-CPM**,³ after the adoption of the Treaty of Lisbon in 2013. The new EU legislation has put a much greater emphasis on disaster prevention, risk management and disaster preparedness, including the organization of trainings, simulation and field exercises and allows more significant cooperation of candidates and potential candidates for EU membership. The operational hub of the Mechanism is the Emergency Response Coordination Center - **ERCC** which monitors emergencies around the globe 24/7, and coordinates the response of the participating countries in case of a crisis. An essential element of the EU CPM is The European Emergency Response Capacity - **EERC** consists of a voluntary pool of resources to be used to respond to emergencies, which are pre-committed by the countries participating in the EU CPM.⁴

The engagement of military and civilian mechanisms in the event of a crisis requires cooperation and clear coordination, and therefore the application of two concepts is in use, Civil-Military Cooperation-**CIMIC** and Civil-Military Coordination-**CMCO**. CIMIC is used in practice for a long time in NATO, primarily for cooperation at operational and tactical level, and in 2002 the EU Military Committee adjusted the CIMIC concept for leading EU crisis management operations. EU developed the internal concept CMCO separately from CIMIC, for cooperation within the EU in accordance with the specific structure of the EU in the context of CFSP/ESDP at the political-strategic level and with external participants in multinational crisis management operations. The concept regulated cooperation and coordination in all phases of operations and developed the unique **"Procedures for Coherent and Comprehensive EU Crisis Management"**.⁵ It is obvious that in the last two decades, the EU drafted and operationalized the crisis management system at good-quality level.

³ Decision No. 1313/2013/EU of the European Parliament and of the Council of 17 December 2013 on Union Civil Protection Mechanism.

⁴ More in Decision No. 1313/2013/EU, Article 11.

⁵ Suggestions for procedures for coherent Comprehensive EU Crisis Management, Council, Doc. 11127/03, 03 July 2003.

2.2 Mechanisms for crisis management in NATO

After the end of the "Cold War", NATO turned to management of crises caused by the action of natural and man-made disasters. Thus, NATO Strategic Concept of 1999 included major civil disasters, as one of the possible threats to security and stability. For an adequate response and dealing with the consequences of natural or man-made disasters, NATO has made available its own security forum and civil and military resources, which can be used jointly, and the planning for civil disasters in the context of NATO is done in the following five areas, namely: Civil support to operations within the Alliance referred to in Article 5 (collective defence); Support to operations not covered by Article 5 (crisis response); Support to national authorities in civil emergencies; Support to civil authorities in protecting the population from the effects of weapons of mass destruction and **Cooperation with partner countries during preparation and participation in remedying consequences of disasters.**

Since emergency planning is multidimensional, its management requires close cooperation within the Alliance, and with personnel in charge of planning in case of emergency situations of individual countries and other international organizations. The main body in the field of emergency situations is the Senior Civil Emergency Planning Committee-**SCEPC**⁶ and operational body which is available is the Euro Atlantic Disaster Response Coordination Centre -**EARDCC**.

EADRCC was established in June 1998 at NATO Headquarters, within the framework of the Euro-Atlantic Partnership Council. It is intended for continuous coordination of activities of the Alliance members and partners in the case of natural disasters or those caused by human factor in the Euro-Atlantic area. The staff consists of representatives of the Alliance members and partners and it works closely with the UN, which means that EADRCC is also intended as a regional coordination mechanism which supports and complements the efforts of the UN. EADRCC has the Civil Capabilities Catalogue which is a list of resources and capabilities which are available to the Alliance to respond in case of disasters. The second element of the Council of Euro-Atlantic Partnership policy in relation to fostering practical cooperation in the field of international remedy of disaster consequences is Euro-Atlantic Disaster Response Unit - EADRU, a non-

⁶ SCEPC in the Alliance leads everyday preparation in case of civil emergencies, and SCEPC manages eight Planning Boards and Committees- PB&Cs that bring together political and industry experts, as well as military representatives from different countries to coordinate planning of various civil activities.

permanent multinational unit consisting of civilian and military elements which can be used in case of major natural disasters or those caused by human activities in member countries of NATO and PfP.

3. DEVELOPMENT OF THE CRISIS MANAGEMENT SYSTEM IN MONTENEGRO

Immediately after the restoration of Montenegro independence in 2006, a new basis for crisis management (The National Strategy for Emergency Situations and The Law on Rescue and Protection) system was set up, thus creating conditions for organized management of emergency situation risks, rescue and protection and remedy of consequences of emergency situations. Risk management, management of rescue and protection in emergency situations and management of consequence remedy in emergency situations was allocated to the Ministry of Interior (**Mol**)– **Directorate for Emergency Situations (DfES)**. At that time, having in mind the specificity of Montenegro and the need to establish a rational and operational service, experiences and best practices of many developed countries in Europe and world were taken into account.

Montenegro became a member of the EU CPM in December 2013. Membership in the EU CPM facilitates and greatly enhances the quality of response to emergency situations, due to the possibility of using human and material resources of other countries in case of natural and man-made disasters. In addition, the membership also allows an easier exchange of information between the competent authorities of Montenegro and the EU; the simplification of procedures in seeking and accepting assistance in case of various types of hazard; logistic support in obtaining information on human and material resources including the engagement of additional transportation means needed for ensuring a rapid response in emergency situations of a larger scale; identifying and sharing lessons learned and best practices; participation in various training programs, seminars and pilot projects, as well as the access to ERCC services which is available to member states of the CPM in case of natural or man-made disasters.

Montenegro established the Operational Communication Centre – OCC 112 receiving calls and information regarding the direct threat of risks to the phone number 112 as the single European emergency number. OCC 112, through standard operating procedures (SOP), calls, mobilizes and activates operational units for rescue and protection and other resources in the country. Also, OCC 112 carries out international operational and communication activities in the field of

rescue and protection, by having a contact person to communicate with ERCC, available 24 hours 7 days a week.

Montenegro proved in the past as a serious partner of the EU through participation in various **programs and projects financed by the European Commission**, in particular through the participation of rescue teams of Montenegro in several international exercises. It was a great opportunity to further verify and exercise procedures for requesting and accepting international assistance under the concept of "Host Nation Support", as well as to raise the level of knowledge of members of various teams for search and rescue under the debris.

4. EXPERIENCES AND LESSONS LEARNED IN REQUESTING AND ACCEPTING INTERNATIONAL ASSISTANCE OF MONTENEGRO

The first serious test of the crisis management system – system of rescue and protection of citizens, material and cultural goods and environment took place during floods in 2010, as well as in 2012, during extreme meteorological phenomena which affected significant part of Montenegro.

4.1 Floods in 2010

During November and December in 2010, the territory of Montenegro was affected by heavy rains accompanied by high temperatures for that time of year and very strong southern wind, which caused a sharp deterioration in the hydrological conditions. Since the beginning of rainfall, in just 48 hours, the water level on Moraca river in Podgorica increased by around 10m in height. Unfavourable meteorological situation caused a sudden melting of snow and a large influx of water which maintained a high level of water level on Lake Skadar to the end of December (the highest water level ever since systematic measurements have been carried out). Such a hydrological situation got further complicated by seismic situation, which was very unstable in this period with hundreds of earthquakes of small and moderate intensity which occurred in the area of reservoir Piva.

Mol-DfES issued warnings of possible flooding, and ordered local self-governments to raise the level of preparedness and operational readiness. Shortly after assessing that the extent of flooding in 12 municipalities in Montenegro was beyond the capacities of local self-government bodies, the engagement of all available resources at the national level was ordered. The Government ordered the establishment of the Operational Team to monitor the situation, which

coordinated and managed the implementation of necessary measures and activities and Headquarters for implementation of tasks of the Operational Team, which was tasked with the operational implementation of a spectrum of various rescue and humanitarian activities in the affected area.

Based on requests of Montenegro which were sent to international competent authorities and organizations (EU, NATO, UN) on the necessity of providing humanitarian aid to flood victims, large quantities of humanitarian aid arrived in Montenegro, which were distributed to affected population according to needs, as well as equipment and resources for rescue and protection against floods, which were given to various state bodies and local self-government bodies. Since it was the first time that the acceptance of international assistance was organized in Montenegro, procedures and activities which were carried out successfully and without major delays were harmonized as they went along, but lessons were learned about the necessity of improving the system of “Host Nation Support”.

4.2 Extreme weather phenomena (heavy snowfalls) in 2012

In the period from 1 to 14 February 2012, as a result of a cyclone interaction, extreme meteorological phenomena occurred in Montenegro in the form of large amounts of snow falls, accompanied by very strong wind and low temperatures, the consequence of which was the interruption of electricity supply for rural areas, disruption of road traffic and snowbound travellers on many roads, which resulted in introducing the state of emergency, for the first time, for the territory of the whole country.

Mol-DfES warned state bodies, institutions, companies, local self-government bodies and others constituting an integrated response to challenges of natural hazards. **Coordination Team for Emergency Management** regularly monitored the situation and implementation of overall activities of competent bodies, making decisions and orders for timely and quality actions in prevention and remedy of consequences of the emergency situation. **Operational Headquarters for Emergency Situations** directly managed operational activities to execute orders and decisions of the Coordination Team and specific activities to remedy the negative consequences for rescue of people and property.

The key tasks of rescue and protection system referred to the adequate response of the early warning system, protection of road infrastructure, maintenance of an adequate level of transmission and distribution of electricity, as

well as the health system, rescue and evacuation of vulnerable persons, etc. Bearing in mind the intensity of snowfalls and road conditions, it was decided that all resources managed by a company "Crnogoraput" a.d., responsible for regular maintenance of main and regional roads, were regrouped to I and I-a priority roads. However, snowfalls were intensified and **traffic was interrupted** on the roads listed as priorities, which among other things led to a Decision on **declaring a state of emergency** on 11 February 2012.

The most complex rescue and evacuation activities were: 121 persons snowbound in passenger cars on the main road Podgorica-Kolasin; 56 persons from the train between Kolasin and Podgorica; 11 snowbound persons in a minibus on the main road Djurdjevic Tara -Mojkovac; 81 snowbound passengers on the main road Scepan Polje-Plužine near HE Mratinje.

Blockage of main and local roads made it difficult for troubleshooting on the network for the supply of electricity, so on the day when a state of emergency was introduced, **around 5000 consumers were without electricity supply** in rural areas of the municipality of Danilovgrad, Niksic, Kolasin, Cetinje and Bar.

On 13 February, **Montenegro sent a request for assistance to NATO through EADRCC** and the Allies immediately responded to our request. Greece, Slovenia and Croatia deployed one helicopter each with a rescue team and necessary equipment, USA – two black hawk helicopters intended for medical evacuation and cargo transport. Significant amount of equipment and resources, food, money, etc. were donated by many countries and organizations. **Analysis** which was conducted found that before and after the declaration of the state of emergency, the system efficiently responded in a newly created situation, within the available capacities, and that acceptance and distribution of international humanitarian aid was much better and more efficient compared to the situation caused by floods in 2010.

CONCLUSION

Since the development of a system is an ongoing process, the above-mentioned cases and other practical experiences show that **improvement of the existing rescue and protection system in Montenegro**, in accordance with good international practice and recommendations of international institutions, needs to primarily focus on:

- adoption of the National Strategy for Disaster Risk Reduction with the Action Plan for its implementation and completion of the legal framework;

- improvement of the organizational model of rescue and protection, setting up a synchronized system of coordination between different levels of management and development of an integrated communication system of information exchange at the national level;
- continuation of equipping and professional training and development of all participants in the system;
- continuation in strengthening citizen awareness on the importance of organized and efficient action in emergency situations, with their active and organized involvement;
- constant improvement of cooperation and joint activities with competent international organizations etc.

Case studies confirmed that it is not possible or viable to develop full capacities for response to all types of natural or man-made disasters at the national level. However, communication and coordination at the international level need to be developed. Mechanisms and capacities of the Euro-Atlantic structures for response in case of disasters and civil protection proved a quality-level of efficiency. Timely and adequate support from the Euro-Atlantic partners showed justification for Euro-Atlantic path of Montenegro in the field of civil crisis as well. In addition to the assistance and support in time of floods and extreme weather phenomena, the integration into Euro-Atlantic structures contributed to the improvement of overall planning and development of rescue and protection system.

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THE CHANGING ROLE OF THE EUROPEAN MILITARIES IN HANDLING THE MIGRANT CRISIS: THE ADAPTIBILITY OF THE MACEDONIAN ARMY

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Abstract: *The migrant crisis in Europe became a serious security challenge with a great impact on the relations between the EU members and their partners. From the idea of a Europe without borders, today we are facing erecting wire fences on the borders.*

At the same time of the ongoing migration crisis, several terrorist attacks occurred in European soil that triggered governments to reconsider engaging their militaries to prevent illegal trespassing of refugees with suspicious background. The Macedonian authorities followed the trend of the changing role of the European militaries in dealing with the migrant crisis.

The use of the army units to help police on the borders and erecting wire fence was only after such measures were already taken from other EU members and in accordance with the Macedonian laws. It was a demonstration of the army's ability to adapt to the new paradigm, but also

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evidence that the Republic of Macedonia gave a significant contribution to the European safety.

Keywords: EU, migration crisis, border security, Macedonian army.

1. Introduction

The latest migrant crisis in Europe combined with the terrorist threat caused the European countries to reconsider the military role in providing internal security for their respected countries. It turns out that the police forces are not able to fully secure the borders, and it seems that the old role of the military to guard the borders become the new reality.

The migrant crisis is perceived as a security problem for several reasons. Foremost, Europeans fear that the migrants from the non-European origin will significantly change the demographic landscape on the continent.⁴ The multicultural Europe is already facing many challenges in this sense, from right wing nationalist that see non-European descendants as a cultural threat, to an increased number of non-European descendants that refuse to integrate and accept the European way of life. Many Europeans large cities have ghettos of immigrants that resist accepting European lifestyle.⁵ Another reason is the economic burden caused by the newcomers, because most of the European societies have strong social policies that sometimes immigrants exploit and abuse.⁶

At the same time during the migrant crisis, several terrorist attacks and incidents happened in France, Belgium and Germany. Thus the third reason for a concern is the fact that immigrants come from war-torn countries might be potential terrorists. It was confirmed that one of the Paris attackers entered Europe from the Middle East through the Balkan route.⁷

Since the establishment of the European Union, its members developed a mentality that their militaries will not be used for internal security or guarding the borders, but focus toward projecting the global peace further from home. Almost all European Union members adapted their security system to give the police forces full responsibility for the border security, reducing the military forces and even abandoning the conscript system. This changed after the Paris attacks when the French government ordered its military to help police increase security on the streets. The threat from terrorist attacks pushed the European

⁴ Valerie Hudson, 'Europe's main problem', *Politico magazine*, 5 January 2016.

⁵ Philip Oltermann, 'Sanctuary or ghetto? How Mannheim created a 'city within a city' for refugees', *The Guardian*, 11 April 2016.

⁶ Frank Keith. (2015). *Europe – Germany and the Migrant Crisis*. A Socio-political Essay, 5.3.

⁷ Ali Albassam. (2015). *Europe's Refugee Crisis: Assessing the Factors Preventing a Coordinated EU Response*, Master's Thesis, University of San Francisco, p.63.

governments to return to the old concept of deploying the military forces to defend their countries at the borders.⁸

The Macedonian government also accepted share of the burden in dealing with the migrant crisis in Europe. On the path of the Balkan route, in the summer of 2015 the Macedonian southern border was overwhelmed with waves of migrants. Shortly after the crisis was declared, parts of the Macedonian army were deployed to assist the police forces. Although not a primary mission, the army demonstrated high level of proficiency and adaptability to confront this security threat. It followed the pattern of the European militaries to defend its borders, becoming an essential part of the ad hoc created integrated effort for the overall European safety.

2. The engagement of the European militaries

The migration crisis in Europe that started after the Arab spring is considered as the biggest wave of migration toward the continent since the Second World War. According to the international organization on migration, it is estimated that at the time the Macedonian government declared crisis on the southern border in the summer of 2015, more than 350000 migrants⁹ already reached the European soil through various paths. The refugees and migrants were primarily coming from war-torn Syria and Iraq, but also from Afghanistan and Eritrea.¹⁰ Because the refugees' and migrants' final destination was the western European countries, many saw it as a purely European Union problem. This caused many disputes among the members themselves around the policies of accepting the asylum seekers. The unequal percentage of migrants and refugees in the countries caused some countries to forcibly close their borders.

According to the Article 14 of the Universal Declaration for Human Rights, the 1951 Convention Relating to the Status of Refugees and 1967 Protocol signed by all European Union members, "any refugee outside his country due to a well-founded fear of persecution based on his race, nationality, religion, political opinion, or membership in a particular social group may not be returned to a place where his life or freedom would be in jeopardy on account of at least one of those factors and if they meet the articulated refugee threshold, they cannot be

⁸ Geraint Hughes. (2011). The military's role in counterterrorism: examples and implications for liberal democracies. Letort paper. Strategic studies institute. U.S. Army War College. Carlisle, PA.

⁹ 'Backgrounder on the Current European Migration Crisis', The Jacob Blaustein Institute for the Advancement of Human Rights, September 7, 2015, p.1.

¹⁰ Ibid., p.2.

returned to their home countries.”¹¹ If the migrants did not meet the criteria, they could have been returned home, but this became very challenging as it is not always easy to make a distinction between political refugees and irregular economic migrants.¹²

To complicate the problem further, the Dublin Regulation allows countries to return migrants or asylum seekers back to the previous country where they entered from.¹³ In many cases this caused denial of entrance for refugees and migrants and decision to be turned back, thus trapped between borders. The first European Union member that responded more harshly to stop the migrants to transit through the country was Hungary, denying returns from other European countries according to Dublin Regulation, and then rising wire fence on the border with Serbia.¹⁴

There are already examples of terrorist using the Balkans as an entry point: the leader and two of the terrorists from the September 11 attacks, fought as mujahedin in the Bosnian war, and two of the terrorists involved in the France attacks in 2015 entered into the European Union through the Balkans as refugees from Syria. Thus, the perception of many Europeans is that the migrant crisis is a Trojan horse at the gates of Europe.¹⁵ At the same time, the Balkans is still not fully integrated in the collective security system.

The new paradigm shift in European security became a test for the European unity, integrity and consistency. Some countries refused to accept above certain number of refugees and asylum seekers, while some would accept only non-Muslim refugees. This triggered once again militarization of the borders as many governments called upon their military forces to support the internal security forces. After Hungary closed the border with Croatia, the Austrian government increased the security on its border with Slovenia. The Austrian army deployed around 300 soldiers to patrol and stay alert on the border. It took years for the European Union members to adopt the concept of securing the borders with police forces, and only a year to reconsider getting the military back on the

¹¹ Ibid., p.2.

¹² Heinrich Matthee. *Europe's Migration Policies in Crisis*. Report, Al Jazeera Centre for Studies, 19 August 2015, p.3.

¹³ 'Backgrounder on the Current European Migration Crisis', p.2

¹⁴ Matthee, p.5.

¹⁵ Sergio Carrera, Steven Blockmans, Daniel Gros and Elspeth Guild. *The EU's Response to the Refugee Crisis: Taking Stock and Setting Policy Priorities*, CEPS Essay, No.20/16 December 2015. p.16.

line. The trend of demilitarization of the borders in Europe was challenged by the threat that refugees and migrants will cross the border unchecked.

The European Union members in Eastern Europe, attempting to cope with the immigrant crisis took their own preventive measures.¹⁶ Wire fences were erected first on the Hungarian border with Serbia, Croatia, Romania and Slovakia. After this, as a chain reaction a set of wire fences were erected on the border between Slovenia and Croatia, between Austria and Slovakia, and finally in the south, on the border between Macedonia with Greece and Serbia.¹⁷ The migrant crisis concerns among the European Union countries and the decision to introduce border checks spread like a domino effect. In 2015 after many years, first Germany started with conducting border checks toward Austria, and after this Norway toward Sweden, Denmark and Germany.¹⁸

Even earlier than September 2015, the European Union countries concluded that it is necessary to control the migrant flow early as possible. Part of the solution to the migrant crisis was to increase the capacities and capabilities of the Balkan countries, primarily Serbia and Macedonia, to "effectively and efficiently respond to the migration crisis, enhancing their ability to comprehensively implement their migration policy, including management of migration flows."¹⁹ In October 2015 the European Union approved 17 million Euros to help Serbia and Macedonia provide the necessary emergency services in order to control the refugee influx.²⁰

Because of its location on the Balkans migration route, the Republic of Macedonia was recognized as one of the key filters for the migrants crossing into Europe. The Macedonian army had to follow the trends of the other European militaries as a key security factor for the European safety.

3. The role of the Macedonian army in the migrant crisis

The Macedonian armed forces are a crucial element of the state's security system. The legal framework for engaging the armed forces during crisis

¹⁶ Human Rights Watch, *Europe's Refugee Crisis – An Agenda for action*, November 16, 2015.

¹⁷ Alix Culbertson. 'End of Schengen? MEPs vote to bring BACK border controls as free movement FAILS', *Express*, Jul 7, 2016.

¹⁸ Ibid.

¹⁹ 'EU approves additional €17 million to help Serbia and the Former Yugoslav Republic of Macedonia cope with refugee influx', European Commission, Press release, Brussels, 8 October 2015

²⁰ Ibid.

situations is embedded in the constitution of the country, the defense law and the law on crisis management. Its main constitutional task is to protect and defend the sovereignty, independence and the territorial integrity of the Republic of Macedonia.

The Army of Republic of Macedonia can participate with part of its forces in case of a crisis situation, according to Article 6 from the law on crisis management.²¹ The Article 35 is more specific and regulates that “the Army may also participate as a support to the police, when the security of the Republic is jeopardized, and the state administrative bodies do not have adequate resources and means for its prevention and handling.”²²

The process of deploying military units to support police forces begins with the Steering Committee submitting proposal to the government. Such proposal must have precise requirements about the type and number of forces needed, their capacities, purpose and tasks required and estimated duration of their engagement.²³ However, Article 35 also empowers the president to decide upon a proposal of the government, which part of the army will be deployed to support the police forces in the crisis situation. He preserves the right to “re-evaluate the need for participation of a part of the Army at all times.”²⁴

In the incident near Veles in April 2015, fourteen migrants were killed and other injured when a train struck them while moving on the railway toward north.²⁵ Many migrants and refugees died before from drowning in the Mediterranean Sea,²⁶ but this incident opened the debate that the migrants now move toward Europe using the Balkan route. Since the incident, the border police have increased the level of security and patrols to prevent illegal trespassing. In the following months, the number of migrants and refugees amplified.

In August 2015, the number of migrants passing through Macedonia doubled from the previous month, reaching nearly 39000 people moving toward Western Europe.²⁷ On 20 August, the government of the Republic of Macedonia

²¹ The law on crisis management, Article 6.

²² Ibid., Article 35.

²³ Ibid., Article 35.

²⁴ Ibid., Article 35.

²⁵ ‘14 migrants killed by train while walking on tracks in Macedonia – police’, *The Guardian*, 24 April 2015.

²⁶ Riley M. Townsend. (2015). *The European Migrant Crisis*, Paperback.

²⁷ Tom Porter, Immigration crisis: Macedonia declares state of emergency and deploys army to borders, *International Business times*, August 20, 2015.

declared a crisis situation at the southern and northern border, calling in the army for support.²⁸ In October 2015, approximately 10 000 daily arrivals were reported.²⁹ Because of lack of capacities to process the asylum seekers, the border with Greece was temporarily closed causing violent riots.³⁰ The border was again closed in March 2016, when around 13000 migrants were stranded at the southern border.³¹

The president ordered the deployment of the army units to support the police forces on the southern border in August 2015. The decision was made according to the crisis management system and after declaring a crisis situation in the region. Army soldiers were deployed on the most critical terrain on the south border. The deployed army units covered around 50 km border line, conducting surveillance, reconnaissance, and foot patrolling to secure the area from the illegal trespassing. The army leadership developed several possible scenarios in case the number of migrants and refugees overwhelm the capacities of the police forces. The possibility to mobilize the reserve forces was also considered and suggested from the retired generals.

In November 2015 the army started deploying a wire fence.³² Setting the fence was intended to prevent refugees and economic migrants to illegally enter the country. This did not close the border, but canalized and direct the refugees to checkpoints for registration toward official entry points. This measure was announced from the Security Council as a last resort if necessary. Such decision was made after several European Union countries already deployed physical protection with fences on their borders.

As the economic migrants from Syria, Afghanistan and Iraq increased, attempting to cross the border illegally, the fence deployed by the army prevented an estimated 19 000 illegal trespassing on the southern border with Greece. One of the measures to stop crossing with forged documents was making a biometric registration of migrants at the entrance. This information could be used further to provide intelligence for partners in the European Union. While the police found

²⁸ Velina Lilyanova, The Western Balkans Frontline of the migrant crisis, Briefing, European Parliamentary Research Service, January 2016, p.6

²⁹ Ibid., p.6

³⁰ Ibid., p.6

³¹ 'Migrant crisis: Macedonia shuts Balkans route', *BBC News*, 9 March 2016.

³² АРМ почна со поставувањето ограда кај котата 59 на границата со Грција. МЕТА.мк. 28 Ноември, 2015.

more than 5000 forged documents, either passports or IDs that the economic migrants used to portray themselves as refugees, the Army personnel helped with registration of migrants and protection from illegal border crossings.

Throughout 2016, the army units together with the police forces continued their usual patrols on the southern border, as the Macedonian security forces prepared for a second wave of migration. So far there were around 700 recorded attempts of cutting the fence. Thus, the army had to deploy one more row of barbed wire fence on the south to strengthen security along the border and to prevent illegal crossing of refugees in Europe.³³ In March 2016 the southern border was partially open to the flow of migrants. The president as commander in chief increased the number of soldiers to assist police security forces due to the growing number of migrants of about 13 thousand.

In April 2016, riots on the southern border broke when 3000 thousand migrants began with violent protests shouting, throwing stones and various objects with intention of violence and organized illegal entry in the Republic of Macedonia. Police officers from the Interior Ministry and Army immediately started with a rejection of migrants using non-lethal methods as tear gas. A total of 23 police officers and soldiers were injured and three police vehicles and five army vehicles were damaged.³⁴ Because of the incident, the presence of law enforcement officers and the Army soldiers was increased.

Since the beginning of the migrant crisis in Macedonia, in 12 months the army prevented estimated 19 000 refugees from trespassing. Around 2500 soldiers were deployed since the beginning of the crisis. By assisting the police security forces, the Macedonian army made a tremendous contribution to secure the Balkan migrant corridor.

4. Conclusion

The changing role of the European militaries due to the migrant crisis combined with the terrorist attacks in France and Belgium heavily influenced the perception of the military as only a force for the missions abroad. Similar to other European militaries, the Macedonian army was tasked to help the police forces in providing internal security by enhancing the security at the borders.

³³ *APM ја удвојува оградата на јужната граница.* Охрид 24, 8 февруари 2016.

³⁴ *МВР: Повредени 23 припадници на полицијата и АРМ во инцидентот со мигрантите.* Сител, 11. April 2016.

The Army of Republic of Macedonia demonstrated high level of adaptability and swiftly engaged in helping the border police forces when the president gave the order. Although the Macedonian army has smaller capacities compared with most of the European armies, it reacted decisively and gave a significant contribution for the European safety by controlling part of the Balkan migrant route. The strategic intention of the Macedonian authorities has always been to develop small, modern and mobile forces, and the migrant crisis was one of many tests to confirm that the Macedonian army is indeed capable of rapid deployment to conduct various tasks.

The engagement of the Macedonian army to support the police forces in securing the borders open several questions that need to be addressed in future planning. First, the role of the armed forces must remain primarily to defend the integrity, sovereignty and territorial integrity of the Republic of Macedonia. Aside from the projection of global peace with participation in coalition operations abroad, the army must sustain the mental capability to preserve the peace at home. Second, in a democratic society the engagement of the army must always be accordance with the law and as part of the crisis management system. The civilian authorities will preserve control over the army and decide on the ways and means how to use it in crisis situation. Last but not least, the Macedonian security system and its army as the most vital tool will have to fit in the European security system, and if needed to follow the European trends.

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CONFLICT PREVENTION ACTIVITIES

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Abstract: *The article is an attempt at exploring prevention activities in general that encompass actions averting conflicts' flare-up, preventing the escalation of existing conflicts and reducing conflict spreading in neighboring states or regions. An emphasis is laid upon the concept of “preventive diplomacy”, which has been evolving in a number of UN documents. Prevention activities could be implemented in attempts to avert new conflicts with violence escalation as well as attempts to stop renewing old hostile conflicts where there already exists conflict management performed by peacekeeping missions. The latter ones have been situated to observe the realization of agreements on ceasing military actions. Prevention activities should be based on three principles in order to be effective: timely reaction during primary danger of crisis indications, balanced initial measures and continuous measures for removing deeper causes of violence. Preventive diplomacy includes actions for averting the occurrence of disputes or limiting conflict spreading. However, the article infers that UN's experience proves there are various forms having a preventive effect, which means the notion of “prevention activities” is more accurate than the concept of “preventive diplomacy”. Therefore, it could be implied that the expression of “prevention activities” is a contemporary notion of the 21st century crisis and security management.*

Keywords: *conflict prevention, prevention activities, United Nations, peacekeeping, preventive diplomacy.*

Introduction

Generally speaking, preventive activity covers actions to prevent the outbreak of conflicts, prevent the escalation of existing conflicts and limiting the spread of conflicts in neighboring countries or regions. According to researcher Lund “preventive diplomacy or conflict prevention consists of governmental and non-governmental actions, policy and institutions that are undertaken deliberately to prevent certain states or organized groups in them to threaten or use organized violence, armed forces or relevant forms of coercion as a means of settling inter-state or national political conflicts, especially in situations where existing tools allow peacefully to overcome the destabilizing impact of changes in economic, social, political and international aspect”¹. It should be borne in mind that the used in “*An Agenda for Peace*” term “preventive diplomacy” is substantially different from the sense in which it was used by the UN Secretary-General Dag Hammarskjöld in 1960s - preventing the spread of the Cold War to peripheral regional conflicts in the so-called Third World.

The concept of “prevention of conflicts”

The term “prevention of conflicts” has evolved into a series of UN documents – “*An Agenda for Peace*” since 1992, Brahimi Report since 2000, Report of the Secretary-General on the prevention of armed conflicts since 2001 and his report “In larger freedom: towards development, security and human rights for all” since 2005, bringing conflict prevention and developing a “culture of prevention” as a primary task of the organization. The Security Council Resolution 1366 since August 2001 outlines the key role of this body in preventing armed conflicts. The so called “Annan doctrine”, treating the prevention of conflicts as a priority, envisages the creation of a special fund for early warning and measures featuring the widest range of subjects².

The main weakness in the UN approach is that prevention is seen as a purely “technical” problem that unites the early warning, arms control, preventive deployment of peacekeeping forces, establishing the facts and other related issues. This too superficial approach does not address the structural causes for the ethnic conflict as the cultural differences that could undermine the efforts to create a stable and democratic multiethnic societies. A more complete

¹ Lund, M.S. *Preventing Violent Conflict: A Strategy for Preventive Diplomacy*, Washington, 1996 United States Institute for Peace Press, p.11.

² See Ramsbotham, Oliver, Woodhouse, Tom and Miall, Hugh *Contemporary Conflict Resolution*, 2d ed., Polity Press, 2005, p. 124.

understanding of the structural elements is needed before it is possible to effectively prevent the ethnic conflict.

The prevention of ethnic conflicts includes a full range of political, diplomatic and military means. The main objectives should be: (a) to act before the escalation of armed violence; (b) to promote the convergence of positions based on interests other than ethnic and (c) to reduce the disparities between the groups.

Preventive activity

The preventive activity could be applied both when trying to prevent new conflicts with escalation of violence and in attempts to stop the resurgence of old violent conflicts where there is conflict management performed by peacekeeping missions deployed to monitor the implementation of agreements to end the hostilities.³ In this sense, all peacekeeping actions are aimed at preventing the conflict. So as in the preventive deployment of UN troops in Macedonia, the idea of preventive peacekeeping can be sought in the work of UN forces in Cyprus or Lebanon. Then there arises the question why a separate category “preventive peacekeeping” is necessary.

In “*Agenda for Peace*” it is claimed that the purpose of preventive diplomacy is to “defuse tension before it leads to conflict”⁴. This seems like an unrealistic goal. The researcher Ryan argues that we must resist the attempts of conflict prevention being defined in this way⁵. The aim should be formulated not as stopping all conflicts, but only the most destructive ones. Banks makes this clear in his attack on the idea of peace as a harmony. He writes: “Most of us can not live physically or even in their thoughts in a world without conflicts. Nor do they want to be so because the conflict is both inevitable and necessary. It is inevitable because people and groups have basic needs in terms of society by competing values and conflict of interests. This is necessary to ensure catalysts of social processes without which life would hardly be worth it: incentives, challenges, change and progress ... The realistic training of peace must begin by accepting these facts. Its purpose should be not to eliminate the conflict, but to facilitate its healthy

³ Попов, Н. „Идеологическите сблъсъци“, ЮЗУ „Неофит Рилски“, Благоевград, 2011, с.189.

⁴ Boutros-Ghali, Boutros *An Agenda for Peace: Preventive Diplomacy. Peacemaking and Peacekeeping*, New York, UN Press, 1992a, p.13.

⁵ “Мир в разгара на войни. Предотвратяване и управление на международни етнически конфликти” под редакцията на Дейвид Кармънт и Патрик Джеймс, ВИ, С., 2001, с. 83.

manifestation and its bringing under social control.”⁶ Therefore, the problem towards which the prevention of a conflict should be focused is not the conflict itself, but the destructive move that part of the conflicts undertake.⁷

Rikhye⁸, a man who has a considerable experience in peacekeeping, establishes the fact that the UN “still prevents a deterioration of an already existing conflict.” The basic idea is that the UN should develop a comprehensive set of measures for a constructive intervention before the occurrence of the conflict. Another significant problem is the financing of preventive actions for which usually UN annually allocates funds in the amount of approximately \$10 million (0.65% of the budget of the organization), amid the allocated to real PKO in 1994 approximately 3.6 billion dollars⁹.

Light and deep prevention

In theory there is often a distinguishment between *light* and *deep* prevention. The first one is aimed at lowering the level of violence, while the second one aims to impact on the deeper roots of the conflict. In the Carnegie Commission Report on preventing deadly conflicts since 1997¹⁰ they are already called *operational* and *structural* preventive policy.

The *operational* preventive actions cover short-term measures aimed at preventing or deterring the conflict. Their tools can be both civil and military measures.

The *structural* preventive actions include medium- and long-term measures with the aim to affect the deeper causes of the conflict rising as tools may be the

⁶ Banks, Michael *Four Conceptions for Peace* in: Conflict Management and Problem Solving, edited by J.D. Sandole and I.Sandole-Staroste, London, Pinter, 1987, p. 260.

⁷ Стоилова, В., „Отговорността за защита” и правото на намеса, Сборник със статии от Международна научна конференция „ООН: Исторически традиции и съвременно право”, Благоевград, 2015 г., стр. 502 - 510, ISBN 978-954-00-0058-9.

⁸ Rikhye, I.J. *The United Nations of the 1990-s and International Peacekeeping Operations*, University of Southampton Press, 1992, p.2. Indar Jit Rikhye is a major general of the Indian Army when he became the commander of the first UN peacekeeping forces in Sinai (UNEF). He worked as a military adviser to the UN Secretary-General. He has a great many publications on peacekeeping and UN (AN).

⁹ Никитин, А.И, Хлестов, О.Н, Федоров, Ю.Е, Демуренко, А.В, “*Миротворческие операции в СНГ. Международно-правовые, политические и организационные аспекты*”, Московский общественный научный фонд, Центр политических и международных исследований, Москва, 1998 г.

¹⁰ Report of the Carnegie Commission on Preventing Deadly Conflicts 1997. See Ramsbotham, Oliver, Woodhouse, Tom and Miall, Hugh *Contemporary Conflict Resolution*, 2d ed., Polity Press, 2005, p. 109.

most diverse - measures to combat poverty, sustainable development policy, arms control, regional integration, collective security. The idea of structural prevention is partly influenced by the theory of international relations and in particular of the concepts of *security community*, *warm peace* of Johan Galtung¹¹, and theories of international regimes and integration formations. The structure of the international community in this respect is based not on the element of power, but rather on common norms, values and shared interests. Thus the peaceful regulation of intrastate conflicts can be done through sustainable economic development, constitutional mechanisms, development of appropriate institutions. Some authors¹² do not agree that the structural prevention is a necessary part of the prevention of violence and according to them it is better to focus the efforts on clear, short-term intervention in which to avoid the potential escalation of the crisis and resorting to violence.¹³

Of particular importance is the *early warning* of the crisis and timely measures to prevent the crisis (*early action*). This also applies to the operational and structural prevention policy. The researcher Kenneth Boulding offers the establishment of *social data stations*, similar to weather stations that collect and transmit data on “social temperature and pressure and predict the movement of warm and cold fronts”¹⁴. A similar activity is actually carried out by Ted Robert Gurr, summing up the data obtained under the “Minorities at Risk”¹⁵ project.

Researchers are unanimous that in the case of Rwanda there is a timely warning about the crisis, but “Operation Turquoise”, for the conduct of which the United Nations Security Council authorizes France and other African states, it is carried out only after more than 800 thousand people have been killed, despite the presence of UN peacekeeping mission (UNAMIR) in the country. Instead of the available contingent to be increased and be given a mandate to prevent the looming genocide, the UN mission has been shortened. By some data the transfer of 5000 people in Rwanda in April 1994 could prevent the genocide. During the

¹¹ Galtung, Johan *Solving Conflicts: A Peace Research Perspective*, Honolulu: University of Hawaii Press, 1988.

¹² Lund, Michael *Preventing Violent Conflicts: A Strategy for Preventive Diplomacy*, Washington D.C., Institute of Peace Press, 1996.

¹³ Белова, Г., Марин, Н. „Гражданската сигурност и правата на човека“, Научни трудове на Русенския университет – 2010, том 49, серия 7, с. 27.

¹⁴ Cited under Ramsbotham, Oliver, Woodhouse, Tom and Miall, Hugh *Contemporary Conflict Resolution*, 2d ed., Polity Press, 2005, p. 112.

¹⁵ Ted Robert Gurr's book “*Peoples Versus States: Minorities at Risk in the New Century*” was published in Bulgarian in 2002 by the Military Publishing House, Sofia.

Kosovo conflict in 1999 there was also a warning for an emergent crisis but there is no long-term strategy. In the case of Kosovo there is a conflict between the interests of major international factors. The European Union, for example, is interested in a stable peace in Europe, but there are suggestions that this is not true for the United States. Any objections that in Kosovo the decisive say is that of NATO, not the US, are hardly convincing. In this sense, the early prediction of the conflict at expert level does not always lead to the adoption of correct political decisions. In order to be effective, the preventive actions should be based on three principles: timely response at the first sign of danger from the crisis, balanced initial steps as well as comprehensive and sustained measures to eliminate the deeper causes of violence.

Conclusion

Preventive diplomacy includes actions for preventing the emergence of disputes and their resolution before they turn into conflicts or limiting the spread of conflicts. It may take the form of mediation, conciliation procedure or negotiations. Mediation and preventive diplomacy are responsibilities taken by envoys and special envoys of the Secretary-General in the whole world. Although diplomacy is a well-proven means of preventing conflicts, the experience of the United Nations shows that there are many other forms with a useful preventive effect, which is why the concept of “preventive actions” is more precise than the concept of “preventive diplomacy”. Therefore, it could be implied that the expression of “prevention activities” is a contemporary notion of the 21st century crisis and security management.

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THE MOTIVATION OF THE LONE WOLVES: IS RELIGION THE MAIN CAUSE OF RADICALIZATION?

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Abstract: *Lone-wolf terrorism is one of the most serious challenges in the international system today. The main purpose of this article is to find out if religion is the main motive, which stands behind the terrorist attacks of the lone wolves. The thesis of the article is that religious motivation is not basic for the terrorists, because there are other aspects such as political extremism, personal revenge, etc. In order to prove its thesis the current research will try to answer three key questions. First of all, what is terrorism? Here, the article will try to work out a definition of this threat by analyzing different theories about contemporary terrorism's nature. Second, what is lone-wolf terrorism? The research will also propose a working definition of the lone-wolf terrorism by interpreting two different typologies of lone wolves. Last, but not least, the current research will also give a definition of the process of radicalization by explaining its main phases and aspects. The methodology, used by the author is based on qualitative methods such as the comparative analysis and the historical approach. On the basis of the following analysis this article claims that religion is not the main cause for the radicalization of the lone wolves.*

Keywords: *terrorism, Islam, religion, radicalization, motivation.*

Introduction

Lone-wolf terrorism. This threat is a serious challenge to our society and to the international system. It is also a big scientific enigma for many scholars and research workers, who work in the field of terrorism and security studies. Following the terrorist attacks in the Western capitals, perpetrated mainly by lone wolves, the academic community attempted to develop a theoretical framework for this type of terrorism. Theory leads to practice, which means that if we manage to understand the nature of the lone wolf terrorism and the motivation of its subjects, then we will

be able to work out a plan for the prevention of this threat. It is easy to say that religious motivation is only responsible for the terrifying terrorist attacks.

The main purpose of this article is to determine if religion is the main motive, which stands behind the terrorist motivation of the lone wolves. The thesis of the article is that religion is not the basic motivation for lone-wolf terrorists. In order to prove this thesis, the following research will try to answer several questions. First of all, the article will set up a working definition for “terrorism” by analyzing three of its dimensions today. Second, the research will try to set up a working definition for “lone-wolf terrorism” by analyzing the different types of lone wolves. Third, the analysis will study the main stages of the radicalization process. The methodological approach of the article is based mainly on qualitative methods such as the historical and the comparative analysis.

Terrorism

What is terrorism? It is important to make a difference between terrorism before 9/11/2001 and terrorism after this date. September 11 attacks were a critical moment for the international system, because they marked the beginning of a new era in the history of the terrorism. There are three key dimensions, which allow us to see the difference between the “new” and the “old” terrorism.

First of all, it is the “global” dimension of the terrorism after 9/11. In other words, terrorism became international or global¹. There are three main reasons, which stimulated the development of this new, global character of the terrorism. The first reason is connected with the cross-border terrorist organizations. They became more active than ever, their instruments and strategies developed and changed. Al Qaeda, for example, adopted a new doctrine, formulated by its former leader – Osama ben Laden. It was the so called “invisibility doctrine” – the idea that all members of the organization have to act surprisingly, alone or together, without trying to create a state. The second reason is the common condition of the international system. After 9/11 there was no more security. The propaganda of the terrorists was quite successful, especially after the creation of Islamic State. ISIS messages are still very persuasive and attractive for persons, who want to join terrorists. The current mechanisms of deradicalization are ineffective. There is no clear vision about the future of ISIS’ members after its eventual destruction. The third reason is a part of the US Foreign Policy towards the global terrorism. The Bush doctrine was based on three main pillars: preemptive strike, hard power, and

¹ Stefan M. Aubrey, *The new dimensions of the international terrorism* (Zürich: Hochschulverlag AG der ETH, 2004), 66.

unilateralism². Its purpose was to preserve the unipolar model by defeating the global terrorism. The result was a global war on terror, which led to an exhausting military campaign in the Middle East. The Obama doctrine was also based on three pillars: neighborhood policy, smart power, and multilateralism³. Its purpose was to rethink the unipolar model. The result was a geopolitical vacuum, which put an end of the global war on terror.

The second one is the extremist dimension. Extremism is connected mainly with the motivation of the terrorists. Religions is part of this motivation, but it is not the only part. Islamic extremism, for example, is based on three ideological convictions. The first conviction has political, not religious nature. It is the idea that the West is a supreme oppressor, which is responsible for the decline of the Muslim culture⁴. According to the extremists, the terrorists are actually heroes, who fight to reconquer the holy lands and to establish a Caliphate. The second conviction is about the civilizational clash between the West and the Muslims. The Islamic extremists view the Western world as a source of decadent values, which can destroy the Muslim society. For example, Islamists claim, that secular Muslims as traitors of their culture. The third conviction is about the state of Israel and its role in the Middle East. All terrorists see in this state an ally of the West, which must be destroyed. As a conclusion, this second dimension can be characterized by two words: "political Islam". It is an ideology, used by the terrorists to achieve political goals.

The third dimension is the organizational dimension. The terror networks improved their capacity and potential. Cyberterrorism became extremely dangerous for the Western societies and their infrastructure. Hijacking, occupation, kidnapping were intensively used by the terrorists. They even used their propaganda to wage informational warfare against the Western societies. And this is the final proof, that the "new" terrorism is really global.

How can we define the global terrorism? The articles will propose a working definition, based on the three analyzed dimensions. The global terrorism can be defined as a threat, which is expressed in self-willed and premeditated acts of violence, with political, religious and ideological purpose, perpetrated by terrorists

² John Maszka, *Terrorism and Bush doctrine* (Baltimore: Publish America, 2008), 30.

³ Heiko Meiertöns, *The Doctrines of US Security Policy. An evaluation under International Law* (Edinburgh: Cambridge University Press, 2010), 228.

⁴ Sarah E. Zabel, *The military strategy of global jihad* (Washington DC: US Government Publications, 2007), 5.

and their organizations. Although it is not a perfect definition, it will give us a good basis to continue the current research.

Lone-wolf terrorism

What is lone-wolf terrorism? We can presume that it is only a strategy, used by the terrorists to use violence. But we can also imagine that it is a new type of terrorism. The article will analyze three theories, which are universally adopted in the academic debate.

One of the most popular theories is the “Spaaji theory”. Spaaji analyzes lone-wolf terrorism, by examining its perpetrators. According to his theory every lone wolf have three main characteristic features: he operates individually; he does not belong to any terrorist group; his modus operandi is conceived and directed by him without any direct outside command or hierarchy⁵. As we can see this theory does not concern the religious motivation of the lone wolves. It is focused only on their strategy.

The second theory is the “Kushner theory”. It describes lone-wolf terrorism as “leaderless” or “freelance” terrorism⁶. This explanation is quite brief and accurate. It also emphasizes on the strategy of the lone wolves, and again it does not specify anything about their motivation.

The third theory is proposed by Nesser. He defines lone wolves as individuals, who pursue Islamic terrorist goals alone, either driven by personal reasons or their belief, that they are a part of an ideological group⁷. As we can see, this definition is different from the previous two. It stresses on two key aspects: religious motivation and strategy. Meanwhile, from the explanations becomes clear, that a terrorist may have personal reasons to use violence for example if he has a serious criminal record. The Nesser theory also mentions “ideological groups” as potential sources of lone wolves. It means that the terrorists may have connection not only with Islamists, but also with political extremists.

It is clear that lone-wolf terrorism is a complex phenomenon. What makes it difficult for explanation is the nature of the terrorists. There is a consensus in the contemporary academic debate about two typologies of the lone wolves.

⁵ Ramon Spaaji, *The enigma of lone-wolf terrorism: An assessment. Studies in conflict and terrorism* (New York: Routledge, 2010), 854.

⁶ Harvey W. Kushner, *Encyclopedia of terrorism* (London: Sage Publications, 2002), 144.

⁷ Petter Nesser, *Single actor terrorism: Scope, Characteristics and Explanations. Perspectives on terrorism* (New York: TRI, 2012), 61.

The first one is the “general model” of Bates. Bates asserts, that lone wolves are self-radicalized terrorists. His model has four main dimensions: extent of radicalization, motivation, form, and risk – awareness⁸. The basic dimension is about the extent of the terrorists’ involvement in the process of ideological indoctrination. Some of the lone wolves are well – trained and well – equipped, but most of them have only basic military preparation, so the stronger part is their ideological motivation. The motivational dimension includes the character type of the terrorists. For example they can consider themselves as a part of the community, but they can also isolate themselves, thinking only of their mission. These are different psychological types, based on every person’s character. The third dimension is about the form of the terrorist attacks. Here, we can talk about a lot of forms: suicide bombers, female suicide terrorism, cyber terrorism, etc. But the most important is the organizational strategy of the act: whether there will be a single or a serial attack. The final dimension is based on the risk – awareness of the lone wolves. For example risk – seeking terrorists commit riskier acts, but not every terrorist is ready to sacrifice his or her own life. On the basis of his four-dimensional model Bates defines four types of lone wolves. The lone wolf vigilante has the following characteristics: self – radicalized, risk – seeking, egoistic terrorist, who pursues a series of personal confrontations. This type of terrorists are usually very devoted to the values of their mission. The lone wolf revenger is also self – radicalized, risk – seeking and egoistic terrorist, but the difference between him and the previous type is that the revengers seeks single events. They prefer the single strikes in a single point in order to maximize the number of the victims. The lone wolf guerilla is a self – radicalized marginal, who has received limited training and indoctrination. He usually takes part in risk – assertive operations. Such terrorists are good soldiers but they are not well motivated for suicidal attacks. The lone wolf guided missile profile is much like the profiles of the terrorists, who operate in Western Europe. These are risk – seeking persons, who plan a single, but serious attacks. They are usually radicalized from outside, during their contact with other religious radicals.

The second one is the Pantucci typology. It defines four types of terrorists: loners, lone wolves, lone wolf packs, and lone attackers⁹. Pantucci’s classification

⁸ Rodger A. Bates, *Dancing with the wolves: Today’s Lone Wolf Terrorists* (Georgia: Georgia Sociological Association, 2012), 2.

⁹ Raffaello Pantucci, *A typology of lone wolves: Preliminary Analysis Lone Islamist Terrorists* (London: International Center for Study of Radicalization and Political violence, 2011), 15.

is based on two research questions: if the terrorists use Islamic extremism as their justification; if they carry out or plot their operation alone. The loners are terrorists, who plan a terrorist attack, using the cover of Islamic extremism. Such persons have no physical contact with Islamic radicals, they are self – radicalized. They are not controlled from outside, but they must not be treated as mentally irresponsible for their actions – practice, which is largely used in the European countries. The lone wolves are persons, who willingly and openly demonstrate their contacts with religious extremists. They always operate outside the cyber space. The lone wolves are in a permanent contact with members of international terrorist organizations or other extremist networks. Sometimes they are even part of the organizational structure of such networks. The radical ideologies are very seductive for them, because of their isolationism and reticence. The lone wolf pack is a group of self – radicalized individuals, who are almost the same as the lone wolves. Such packs seek to join the global jihad but they are not always in contact with religious extremists. The lone attackers are terrorists, who work alone and plan their attacks alone. In the same time they are under the direct control of ISIS or of any terrorist organization. They are actively involved in terrorist activities, they are well – skilled and educated in special training camps for terrorists.

On the basis of these two typologies, the article claims that religion is not the main motivation for the lone wolves. It is a part of their motives, but it is not the single part. There are many other reasons, connected with their criminal past, their search for revenge, their personal ego, and of course – their political motivation.

How can we define lone-wolf terrorism? The working definition is based on the theories, which were already analyzed. According to this article lone-wolf terrorism can be explained as a security threat, which is expressed in premeditated acts of violence, perpetrated by terrorists, who act alone on the basis of political, religious and ideological indoctrination. This definition does not pretend to be a general explanation. But it raises one very important question – what is in the mind of the lone wolves? In other words, how did they decide to become terrorists? The answer lies in a single word – “radicalization”.

Radicalization

First of all, we have to say that there is a tradition in the academic debate to describe terrorists as poor, low – educated and even mentally challenged people. This article does not support such point of view. The face of the terror

cannot be described so simple, because the process of radicalization is very complex.

What is radicalization? This is a new term, which came forward after the 9/11 attacks. There are two approaches, which are used by the academic community to explain what radicalization is¹⁰. The first one is the Anglo – Saxon approach. It is based on the behavioral modelling. According to this approach the government can interfere through the court or the police only when state's laws are violated. It cannot interfere to prevent the expression of any political ideas or to limit their influence. People have the full right to express their opinion and to follow their ideology, no matter how dangerous or extreme it is. In this case, the prevention of the radicalization is a part of terrorism prevention as a whole.

The second one is the European approach. It is focused on the cognitive radicalization. According to this approach all extreme ideas can lead to fear, mutual distrust and lack of cooperation. Thus, for the Europeans radicalization's prevention is not only connected with the terrorism prevention, but also with the prevention of such ideas. As a result of these two approaches we can point out two concepts for the radicalization: cognitive and behavioral. The cognitive radicalization is focused on the extreme motivation of the terrorists. The behavioral radicalization emphasizes on the violent behavior of the terrorists.

There is no doubt that radicalization is a threat in all of its forms. But it is also important to stress on the fact that this process has its own cycle. This article uses two models to explain this cycle and asserts that they are also applicable to all types of lone wolves.

The first one is the model of FBI¹¹. FBI's model has four phases. The first one is connected with the individual characteristics of every person and especially with the impact, which radicalization has on these characteristics. For example it is the impact, which radical ideologies have on the behavior of potential lone wolves. Therefore, the first phase is the phase of pre-radicalization. The second phase is the phase of self – identification. On this level the individual accepts his or her role of an extremist. This role becomes a part of his or her personal identity. For example a young man and a woman, who are already pre-radicalized, embrace the ideology of the extremists. The third phase – the indoctrination is the phase,

¹⁰ Tatyana Dronzina and Yavor Raychev, *Women in Islamic State* (Sofia: Military Publishing House, 2016), 76.

¹¹ FBI counterterrorism division, *The Radicalization Process. From Conversion to Jihad* (Washington DC: FBI Intelligence Assessment, 2006), 3.

when lone wolves receive a basic military training in the terrorist training camps. And the final phase is the phase of perpetrating the attack – for example a suicide bombing.

The second model is the cycle model. It is predominantly used in Europe. The structure of this model consists of five parts¹². The first part is the decision – after receiving motivation the person decides to become a terrorist. The second part is the trip to a terrorist training camp, where each person takes out a “license” for a lone wolf. In other words, this is some kind of basic military preparation, which allows the terrorists to use weapons, to detonate bombs and to work with logistics. The third part is the psychological indoctrination. This is the most important phase, because every lone wolf must be ready to do the ultimate sacrifice. The indoctrination is also connected with the adoption of the main strategies, which lone wolves use during their attacks. The fourth part is the return of the terrorists in their home country. It should be noticed that after their return the lone wolves have already cultivated a totally different attitudes for the environment. The home place is apprehended as group of objects, who have to be eradicated. And the final phase is the perpetrating of the attack, again – a type, which every lone wolf has preliminary chosen.

How can we define radicalization? The current research will try to work out a definition, based on the analyzed approaches and models. According to this article, radicalization is a process of indoctrination, motivation and self-identification of the lone wolves. Although it is a short explanation, it is focused on three key aspects of radicalism. The aspects, which have the potential to transform a person to a lone wolf.

Conclusion

As a conclusion, the article will try to prove its thesis, by reviewing the results of this research.

First of all, it is clear that terrorism today has a global character. It is a major threat for the international system and for our private security. But it is a political threat. In other words, the motivation of the terrorists is based not only on religious values. Their reasons to use violence have also political character.

Second, lone-wolf terrorism is dominated by terrorists, who prefer the leaderless style of action. Lone wolves are extremists, but the source of their

¹² Daniel L. Byman and Jeremy Shapiro, *Be afraid. A little afraid: The Threat of Terrorism from Western Foreign Fighters in Syria and Iraq* (Washington DC: Brookings, 2014), 7.

fanaticism is not only religion. They could be also politically motivated or they could be just criminals, who dream of more extreme adventures.

Third, radicalization is the main process, which create lone wolves. Therefore, if we want to counter lone-wolf terrorism, we have to prevent this process. Radicalization is based not only on religious, but also on political aspects. Here we talk about ideology, not about religion.

On the basis of these conclusions, the article claims that religion is not the main motive for lone-wolf terrorism. Religious motivation is important, but we also have political and cultural motivation. And that it why the international community must focus its efforts on effective containment of the extremism in all forms.

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CONCEPTUAL ASPECTS OF VULNERABILITY MAPPING AS MAIN PHASE OF A RISK MAPPING PROCESS

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Abstract: *A vulnerability map gives the precise location of sites where people, the natural environment or property are at risk due to a potentially catastrophic event that could result in death, injury, pollution or other destruction. Such maps are made in conjunction with information about different types of hazards. This maps are most often created with the assistance of computer technology called geographic information systems (GIS) and digital land survey equipment designed for use in the field. However, vulnerability maps can also be created manually using background maps such as satellite imagery, property boundaries, road maps, or topographic maps. In such cases the national or municipality’s planning office should be involved in order to take advantage of the base maps that have already been made for other purposes.*

The vulnerability maps will allow them to decide on mitigating measures to prevent or reduce loss of life, injury and environmental consequences before a disaster occurs. An interdisciplinary vulnerability mapping group considers where mitigating measures should be taken before, for example, a flood occurs. Those preparing the maps can overlap flood inundation and slope stability zones with property maps in order to determine which properties and buildings are at risk.

Vulnerability maps can be of use in all phases of `crisis management: Prevention, mitigation, preparedness, operations, relief, recovery and lessons-learned. In the prevention stage planners can use vulnerability maps to avoid high hazard zones when developing areas for housing, commercial or industrial use. Technical experts can be alerted about places where the infrastructure can be affected in case of a disaster. Fire departments can plan for rescues before a potentially dangerous event is at hand. During an exercise where a predetermined scenario takes place, the rescue crews may use the map to determine where to respond first to save human lives, the environment or property. They can also be used to evacuation routes to test the effectiveness of these routes for saving large numbers of residents and tourists and moving special groups such as senior citizens, children and those with handicaps. The operations officer can be updated about the disaster situation and the need for and the location of sensitive areas. The vulnerability map can also include evacuation routes to test their effectiveness for saving lives.

Keywords: *vulnerability, mapping, risk, methodology, crisis.*

1. Vulnerability context

When the map is complete, there will be sufficient information to begin discussions about action plans for the threatened objects such as:

- 1) How will the sites be protected?
- 2) In which order will they be protected?
- 3) Who will accomplish the mitigation work?
- 4) Who will check to see if the mitigation work is adequate?
- 5) How will the vulnerable sites be addressed in the emergency preparedness plan?

Define the area that will be mapped

An important part of the vulnerability map is defining and limiting the area affected by one or more hazards. Use the scenarios that the group has decided upon to determine the extent of the affected zone. The area to be mapped needs to encompass the entire area where a hazard can affect the natural environment to be protected or developed sites whether it be a city infrastructure, houses and apartments, or commercial sites and public facilities. Consider also the resources available to do the field mapping. If resources are not adequate, choose the area where vulnerability is likely to be the highest.

Maps made after a disaster can assist in defining hazard areas that were not fully understood or defined prior to the disaster. Historical information is important for determining the extent of the area to be mapped.

Maps distinguish themselves from sketches or drawings because they have a scale which shows how one unit of measure on the map corresponds to kilometres in the field. Maps also have a directional arrow showing north, and symbols or patterns and a corresponding legend. If analogue maps are the only option, then transparent overlays can be made each plastic transparency with a unique map theme such as hotels or ferry routes.

Although analogue vulnerability maps can be made, there is clearly an advantage to creating the map in a geographic information system (GIS). Several vulnerability maps can easily be made using the same base maps and the same threatened objects but with different hazard profiles. Hazard zones might look completely different based on the hazard type and the actual scenario. In addition the maps can be easily laid upon each other so that any overlapping between risk areas and threatened objects is clearly shown. GIS maps can more easily be updated and printed.

Vulnerability mapping efforts for an environmental disaster begin with an accurate representation of natural features such as rivers, lakes, landforms, topography, and vegetation type.

Environmentally vulnerable

Soil type and geology

Hydrology, rivers and lakes

Forest and bush

Agriculture

Pasture and livestock grazing

Man-made features can then be transposed on the natural landscape. The map will then include such information as land use, road and railway systems, power stations, industrial sites, official buildings, business areas, housing areas, schools, and hospitals. Refer to the list of threatened objects presented earlier. Define what is unique about the areas in order to protect biodiversity and cultural integrity for future generations. In addition, any objects that are essential to the emergency operations should be added to the map.

The crisis management group needs to check with the municipality's planning office to determine what other maps have been made and which can be useful when creating the vulnerability maps. In some municipalities where a certain risk is very high, specialised risk maps might be available. For example, general flood risk maps on a scale of 1:50 000 or 1:100 000 can give a general overview the hazard zone, even if the vulnerability map might be created on a larger scale such as 1:10 000 or 1:5 000. Slope stability maps are generally created in a larger scale such as 1:5 000. They might also be available for the area.

Human-caused hazards such as industries, railways, can be pinpointed on a map. When a risk object has been created on the map, the mapmaker assigns the exact coordinates for the object and gives the object an ID-number. Risk objects can be grouped into classes with each class having its own symbol. For large-scale maps, for example, 1:5 000, a symbol which represents the object type can be placed on the building or site. This gives a better overview of vulnerability for those using the map. Objects requiring special protection can also have unique symbols. In order for the map to be complete, risk objects and, where possible, the source of the risk, can also be mapped.

When creating the vulnerability map, consider the type of information that will be needed in case a disaster occurs so that lives, property and the environment can be saved. In order to use the vulnerability map in a useful way, estimate the area in meters or hectares that would be affected by the specific hazard and the number and type of objects within the zone that need protection. Estimate the population that will need to be evacuated. Estimate the total number of villages and if resources allow it, even the total number of houses. If a GIS system with data on the number of inhabitants is not available, then an estimation of population density for areas within any hazard zone might be made. List the environmentally sensitive areas as well as the land uses that are important for the local economy and livelihoods of the residents in the area. Map the location and extent of the damage that is incurred during the event. Describe and photograph the damage. Show where environmental recovery work was done and describe the work achieved. Hand- held digital equipment can be used for retrieving and recording the data that will be added to a geographic information system if such a system is available. The vulnerability map is only part of the effort to protect the natural and man-made environment.

2. Vulnerability level assessment (VULNERABILITY INDEX “Vn”)

Thanks to specific numerical analysis and/or mere reflections upon the anthropic system, it should be possible to associate a vulnerability index “Vn” to the corresponding zones including elements at risk. The proposed classification of vulnerability includes five vulnerability indicators (vulnerability indices: V0, V1, V2, V3, V4) corresponding to different vulnerability levels (absent, low, medium, high, very high).

Vulnerability Map (VM)

Low vulnerability

Moderate vulnerability

High vulnerability

Very high vulnerability

The accuracy of the vulnerability index depends on the quality and quantity of collected information and on the way such parameters (elements at risk) are compared and combined. Vulnerability can only be measured with a clear definition that can be operationalized. Blaikie et al define vulnerability as “the characteristics of a person or group in terms of their capacity to anticipate, cope with, resist, and recover from the impact of a natural hazard” . These indicators provide a way of specifying discrepancies between present and desired circumstances. In the case of disaster preparedness or human vulnerability the goal for communities is to maximize their preparedness potential and minimized their vulnerability. This report summarizes many of the problems and issues that are associated with indexes constructed for vulnerability and hazards. Several indices related to hazards and vulnerability are compared and a breakdown of each index provided. The breakdown generally includes a formula, items measured, methodology, variables, scope and an example of empirical proofs.

Indexes are generally constructed by the summing or multiplying of several indicators relating to item being measured. Indicators that go into creating an index will have different units such as dollars, miles, degrees, population per square mile, or similar. Various methods are used, such scaling, to create “unit-less” variables. For example, a linear method of scaling was used for the Hurricane Disaster Risk Index and the Earthquake Disaster Risk Index.

Data can also be standardized and made unit-less by using Z-scores and then summing the values-- a method used for the Social Flood Vulnerability Index. Other mathematical procedures, such as weighting techniques, are also incorporated into an index value in order to identify the varying levels of importance for each indicator. Weighting is a subjective process, and indicators that are considered to be of utmost importance to the index, can be assigned a higher "weight" to indicate the importance of the specific indicator. Another key issue to consider with indices is that an index takes a group of indicators and produces a snapshot of reality. Indices are quantitative subjective measures, acting as proxies for the concept under examination. As indices are proxy measures, they also do not represent the true nature of a hazard or vulnerability. Cobb and Rixford stated that "every indicator is a flawed representative of a complex set of events." Indices are unitless and the arithmetic is considered to be odd because in most cases the values do not represent anything outside of the context in which the situation is being compared. Contextual representation means an index number measuring the magnitude of a hazard or vulnerability is not on a linear scale, as a score of 5 on an index does not represent twice the vulnerability compared to score of 10.

Data Availability and Bias

Indexes have also been adapted and utilized by various government organizations. There has been considerable use of indices by different agencies to measure health, education, agriculture, economy, and similar socioeconomic trends. Different agencies within the government are also responsible for the collection of a considerable amount of data that is used to compile these indices. Not all data that government agencies collect is easily attainable. Data that would fall into this classification would include anything related to homeland security, which creates a problem for acquiring the data. Agency representatives and their parent organizations are often skeptical about the intentions of those who collect data. One inherent problem is the fact that there is no "correct" method for creating an indicator, and there will be opportunities for the interested parties to alter the indicator to suggest what they want it to.

Data from government sources should not be thought of as free from bias, as social indicators can and will be used to advocate particular political stances, and therefore may be imprecise because of bureaucratic wrangling. At the root, all indicator work has some political aspects, and even the act of deciding what to

count is value oriented and subjective in nature. Upon examination of most indexing systems, data availability is seen to be a major limitation to the creation of indicators and indexes. There are costs involved with collecting good data. Who will be willing to pay for the data collection? Or maintain it? These considerations are critical and should be taken into consideration. Another problem that arises with small scale analysis is with census tracts and the lack of homogeneity in size.

Indicator Selection: Who Decides What is Important?

Once questions about the datasets have been resolved, attention is focused on the selection of variables from these datasets. In the case of vulnerability, to what extent will the variables and numbers selected for analysis represent reality? The selection of variables that will determine vulnerability for an index is a subjective process. Data collection and the acquiring of knowledge become subjective due to differing perspectives of the world that reflect nationality, gender, social and cultural identities. Communities are also unique and are influenced by many different factors such as history, politics, demographics, traditions, and similar developmental factors. These variations may affect the data and indicators that are selected. What one community may view as a critical indicator may not be viewed in the same way by a different community. If an indicator is derived from survey data, there may be issues with interpretation from different communities. For a variable to be a good indicator of vulnerability, there must be a clear theoretical foundation in order to measure what is intended.

Complexity and Measurement

The complexity of the issues of measuring a community's vulnerability to hazards has posed a series of problems. Hazard vulnerability can be viewed as the summation of a continuum that combines physical and social exposure, disaster resilience, preventive mitigation, and post event response. Because of this immense complexity and wide range of scope of the factors of vulnerability, it requires that data be used from multiple sources. Multiple sourcing represents another problem for data analysis, because of the variability of the data sources and the different methods used to collect them.

Another problem is that because there is a wide array of information there is difficult to delve into any one particular aspect of vulnerability but rather to take a

more general approach without detailed analysis . Another key concern arising from complexity is the interaction of the components of vulnerability in the context of multiple hazards and risk. As of yet, we are unable to fully grasp the nature of interactions that take place between risk and vulnerability, and this could be related to the fact that we as a community know the least about the social aspects of vulnerability and the quantification of vulnerability . The social aspects of vulnerability consist of the nature of people, social structures, and culture which inherently makes it geared towards a qualitative assessment. Complex interactions can take place between physical and social attributes along with living arrangements.

Compilation and Analysis

Once questions about the data have been resolved and decisions have been made on what variables to use, the next logical question will be how to compile the data into an index. The two main elements that comprise overall vulnerability, including social vulnerability and hazard vulnerability, are combined for two reasons. First an average of values will be more stable than a separate indicator and secondly there is a need to reduce the complexity of the data into a summary such as the Consumer Price Index. The integration the different vulnerabilities create methodological problems, as some combine by multiplying the two indices (hazard and social), whereas others sum the two indices.

Framing the Measurement: *Disaster Demands vs. Community Capacity*

One method of defining a disaster is based on the notion that a disaster is only a "disaster" if the demands created by the event exceed the community's capacity for dealing with it. Quarantelli calls this an "imbalance in the demand-capability ratio in a crisis situation". Other notable researchers have also considered the framing of a disaster as a crisis state, or social stressor, in particular, articulated that the impact of a disaster agent is not a sufficient enough characteristic to determine a disaster has occurred. Because community resources, commitment to preparedness, and other factors influence the ability to respond to disaster impacts, While the "demands exceeding capacity" proposition makes intuitive sense, it has not thus far been operationalized or empirically tested to examine its validity. In order to create a model for the creation of a Preparedness Index and Resiliency Index (CRI), we must formulate the indicators

that will allow us to test the validity of the index, as well as how best to apply it in practice.

There have been some efforts in this area, such as the understanding of social vulnerability and vulnerable populations, the assessment of state and local vulnerability, the determination of community wide vulnerability, and the determination of loss potential. However, little has been done in the way of measuring resilience which is, in large part, linked to a community's preparedness, following tenets will help frame the development of a successful index and its deployment:

Proposed Modeling Framework

Various models exist to determine a community's exposure, but generically this can be described as:

Vulnerability = hazard * probability * frequency * Vulnerability measures (VM)

The **Disaster Resilience Index (DRi)** will be a composite result of the presumed relationship between community preparedness measures (Pi) and the derivation of a Vulnerability score. Only through testing can we determine the most appropriate mathematical relationship, but the initial working framework is that a meaningful DRi can be derived from:

$$\text{DRI} = \frac{\text{Preparedness Index (Pi)}}{\text{Vulnerability}}$$

Where:

DRi > 1, the community is more resilient

DRi < 1 the community is less resilient

This gives a broad indication of resilience. More detailed meaning will come from the manner in which the components are weighted, and the determination of a relative standard of resilience from which cross comparisons can be made. In effect, the Disaster Resiliency Index can be considered to be a function of a community's preparedness in a ratio to its relative exposure to a unique set of hazards in that community. The higher the Preparedness score, the higher the resiliency index. For a higher cumulative set of hazards and exposure (vulnerability), for a given level of preparedness, the lower the resiliency score.

Determining the key variables, measures and metrics

Using a collaborative and consensus-based process among identified experts in the field—the individual measures will be determined and weighted. These are identified below as functional measures of preparedness (FM), and vulnerability measures (VM). The functional measures (FM) will be based on measuring such spatial and non-spatial data items across a range of community assets, including physical, economic, sociocultural, and ecological dimensions of capital. The same will be true for community exposure and vulnerabilities (VM). The number of measures can be as extensive as feasible data collection and synthesis allows. Once the measures have been determined and agreed upon, they can then be scaled and normalized to fill in the following equations, first determining the preparedness index score. First, as an overall measure of community capacity, the derivation of a preparedness (Pi) score for a given location (x) will use the following:

$P_{ix} = (w_1FM_1 + w_2FM_2 + \dots w_nFM_n)$ Where:

Pi = community preparedness (P) index

x = location of community

wn = weight for a given measure

FMn = functional measure/indicator

n = number of measures

The next step is to determine the unique vulnerability of the community (located at x), by deriving a vulnerability score that measures hazards - including frequency and probability - as well as additional vulnerability measures (such as socially vulnerable populations):

$V_x = [(H_{apafa}) + (H_{bpbfb}) + \dots] \times [(w_1VM_1 + w_2VM_2 + \dots w_nVM_n)]$

Where:

V = Community Vulnerability

x = location of community

Ha,b,c,... = Hazard agent (earthquake, hurricane....)

f = frequency of hazard

p = probability of hazard

w = weight

VM = Vulnerability measure/indicator

n = number of measures

Determining the ratio of capacity to vulnerability will give the Disaster Resiliency Index score. So that the Disaster Resiliency score will be:

$$DRix = \frac{Pix}{Vx}$$

$$\text{Disaster Resiliency Index} = \frac{\text{Community preparedness index}}{\text{Community vulnerability}}$$

Higher resilience scores will be determined by larger community capacity (measured as preparedness) versus the amount of vulnerability, or similarly if the community has low exposure (vulnerability) it will have a higher resilience score.

While this framework provides an overall structure to the model, the key factors (weighting, indicator development, data availability) will drive validity and model robustness.

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THE PLACE AND ROLE OF THE CRISIS MANAGEMENT IN THE EDUCATIONAL SYSTEM IN THE REPUBLIC OF MACEDONIA

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Abstract: *Crises are an inevitable phenomenon in any society, but the consequences after their occurrence depends on the willingness of the state to deal with the crisis. The main purpose of the institutions is to be organised in a way that it will enable prediction of the crisis and dealing effectively with it. The society confronted with such side effects caused by natural disasters or created by the human itself invest a lot of energy and financial resources in order to prevent the crisis, eliminate the consequences and to normalize the situation in the area affected by the crisis. This research paper analyses the crisis management in the educational system of the Republic of Macedonia as a discipline that will enable young people and the management team to successfully and effectively address against natural disasters and other socio-pathological phenomena such as arms trafficking, terrorism, religious hatred, intolerance, prostitution, human trafficking and etc. A nation is considered healthy when young people are mind focused on creating a future that will provide security and safety. This paper consists of theoretical and empirical research arising from information about existing practice of the crisis management in the educational system, as well as suggestions for development of the same. In this paper, I conducted, a research using the questionnaire survey method. The questionnaire was distributed in several high schools among teachers, students and executives on the territory of Skopje. In this way, the high schools throughout various project activities will achieve the goals of crisis management in the educational process. The methodology of the research is conducted among 100 teachers, 220 students and 8 executives. The survey results point to the necessity of introduction of measures and*

activities in raising the knowledge and awareness of the crisis management among the students and the teaching staff. These activities include preparation of manuals and other documents that will direct students and teachers on how to act during a crisis. Especially, the emphasis should be placed on preventing crises from natural disasters and other socio-pathological phenomena. The necessity of training in the educational process should be based on a strategy that will enable continuous cooperation at every level of the crisis management team.

Keywords: *crisis, management, education, students.*

INTRODUCTION

Crises are an inevitable phenomenon in any society, but the consequences after their occurrence depends on the willingness of the state to deal with the crisis. Also, the main purpose of the institutions is to be organized in a way that will enable prediction of the crisis and dealing with it effectively. People confronted with such a side effects caused by natural disasters or created by the man himself invest a lot of energy and financial resources in order to prevent the crisis , eliminate the consequences, and to normalize the situation in the area affected by the crisis.¹

This paper analyzes the crisis management in the educational system of the Republic of Macedonia as a discipline that will enable young people and the management team in their schools successfully and effectively deal against natural disasters and other socio-pathological phenomena, such as the dispersion of drug terrorism, religious hatred and intolerance, prostitution and human trafficking. This may destabilize the young people and it can get reflected in the school and then in the overall system. A healthy nation is composed of young people with healthy mind focused on creating a future that will provide reliable quality life.

Macedonia as part of its commitment to preventing and reducing the risks of accidents and disasters passed many strategic documents, laws and regulations that are united in a single national platform.² As a basic document "the National Concept for Security and Defence" (2003) sets out the opinions and views regarding the general safety and risk management for prevention of crises. The document laid the foundations of the System Crisis Management, which were established for prevention, early warning and crisis management situations. Law on crisis management³ based on the conceptual structure, fully regulates the

¹ Trajan Gocevski, Marina Mitrevska Crisis management, Makedonska riznica Kumanovo (2010)

² Pande Lazarevski, Nikola Gjorgon, Misko Talevski, National platform for reduction of risks and disaster, Crisis management center (2010) is nationally owned and led forum or committee, composed of multiple participants. This mechanism serves as a national advocate of the concept of reducing disaster risks at different levels and provides coordination, analysis and advice on the priority areas for action.

³ Law for crisis management (official newspaper of the Republic of Macedonia, number 29/05)

system for crisis management, stipulating to its composition, powers and functioning. ⁴With the same Act, in order for continuous consultation and decision-making at the highest level, maximum coordination, timely response, efficient and appropriate use of available skills and resources in the event of crises and crisis situations, and timely, quality and realistic assessment of threats to the security of the Republic of Macedonia two government bodies were established: Management committee and assessment Group as an autonomous state body. The Law on Protection and Rescue, ⁵regulates the system of protection and rescue in the Republic of Macedonia.⁶ In these and other laws and documents from the area of environment are the foundations for the establishment of a national platform to reduce disaster risk, as an additional mechanism to strengthen national coordination and implementation of policies to reduce the risks. Taking into consideration this legal structure and the commitment of the state in combating and prevention of crises, this research paper directs its attention to the most sensitive category of citizens - the young people involved in the education process. The question that arises is the extent to which the laws regarding crisis management are implemented, what actions were taken and what is the training of teachers and students in times of crisis or prevention of the crisis. The ascent of this research is put on those phenomena that represent a crisis, not only the crises of natural disasters. Providing a healthy environment for the citizens, preventing students from using drugs, alcohol and other substances poses risks to the state. A strong state takes care of the lives of their citizens, especially the young people and invest in prevention and dealing with all occurrences that appear to present a risk to the citizens.

⁴ In that regard, Article 2 of the Crisis Management notes that: "The system of crisis management is led by state management authorities (Assembly, President and Government), the armed forces as the Army of the Republic of Macedonia and the authorities of municipalities of the City. Public enterprises, public institutions and services and companies can participate in prevention, early warning and crisis management in accordance with this Law. The citizens, civil society, Red Cross of Macedonia, non-governmental and humanitarian organizations and the media may contribute to the prevention, early warning and disaster management, based on the Law and other legal acts regulating this matter. "

⁵ The law on protection and rescue (official newspaper of the republic of Macedonia number: 36/04, 86/08 and 114/09)

⁶ In the Law of Protection and Rescue powers of the state bodies, established companies, local government, NGOs, the media and other subjects related to planning, organization and implementation of measures related to the protection and rescue of people, the environment, material goods, natural resources, flora and fauna and cultural heritage, natural disasters, epidemics, epizootics, and other accidents are established.

METHODOLOGY OF THE RESERCH

When we talk about crisis management according to the analysis of several authors the following rules need to be accepted: crises are inevitable, crisis management requires the establishment of management procedures, which cannot be reconciled in advance and used as crisis appear and crisis management is an integral part of the responsibility of every manager. To this should be added that crisis management in times of crisis requires the following most significant assumptions: quick decision-making on the measures and actions need to be taken in the political field, quickly making decisions on the measures to be taken in the military field and quick decision-making on the measures to be taken in terms of emergencies. These measures and actions should be undertaken urgently which involves rapid response at both the micro and macro level which will provide positive and effective influence to resolve the crisis.⁷ The theoretical purpose of this paper is to explore the current position of the crisis management in the higher education system and the practical aim of the paper is to derive conclusions about the current situation in the Republic of Macedonia when dealing with crisis and suggestions for developing a crisis management in the educational system. The main hypothesis implies that crisis management in the higher education system is realized in low-functional developed model. Auxiliary hypotheses suggest that the crisis management in education is in its initial stage of development where there is no clear link between the structural factors that plan, organize and implement crisis management. There is a lack of trained teachers and students to prevent and cope with crises and crisis situations. Holders of the crisis management are insufficiently involved in expanding and adapting towards the areas of crisis management. Also, there is absence of methodology for evaluating the results of the crisis management in broader context. In this research a survey was conducted among teachers, students and executives in several high schools in the city of Skopje in order to achieve the goals of crisis management in the higher education. The questionnaires were distributed among 100 teachers, 220 students and 8 managers. The questionnaire intended for the teachers in secondary schools will receive information aimed at: -evaluating the existing practice of conducting crisis management in schools and it includes attitudes and opinions about the need for Crisis Management at the schools and the school environment. The principals

⁷ Trajan Gocevski, Marina Mitrevska Crisis management, makedonska riznica Kumanovo (2010)

expressed their opinion on the current practice of application of crisis management at the school level and indicated of contemporary coordinated actions of institutions at local and national level and demonstrated opinions regarding the functions of the crisis management in the education. From the questionnaire intended for the secondary school students we determine the needs of students of crisis management in the school and their willingness to participate and implement project activities related to areas of crisis management.

RULES FOR SUCCESSFUL MANAGEMENT OF CRISIS IN EDUCATION

The focus of preventive management when dealing with crisis and the development of awareness among populations is a call for people of all levels. Component knowledge in the field of crisis management in schools enables students to pass their knowledge to their parents and other family members. The development of a curriculum for obtaining the knowledge in the field of crisis management is necessary to be implemented at all levels in schools. Well-trained population in raising awareness in the field of crisis management will ensure effective implementation of strategies and plans for crisis management. The knowledge among young people in the field of crisis management and the management team enables schools to respond in a prompt and effective way in prevention, reduction and crisis management. The facilities need to be constructed in accordance with the standards for protection against risk events, and the management team and the persons responsible for crisis management in schools are required to closely monitor all applications, inform the Crisis Center of its procedures and contribute to the overall strategy in response of crisis. Group of experts and trained people need to present in readiness to react as soon as there is early stage of the occurrence of crises. Upon the occurrence of crises, experts propose identification of key stages that develop during the crisis. Also, detailed description should be followed of the time period in order to deal effectively in case of crisis. The critical time frame is different in various situations and same rules cannot be assumed for every situation. Although arbitrary, conditions for a timely response during crises and anticipation of crises can be provided. Chronologically the following steps need to be followed: the action is always taken in a defined period of time, examining the challenges and difficulties encountered and providing suggested answers to act in case of crisis. It is important to be noted that the crisis plans in schools need to include specific action and direction for every level of crisis

and set employees responsible for running the campaign. Crisis plan should include time, resources and the way to respond to crisis. During a crisis occurred earlier in the schools, it was concluded that teachers and other staff should be together in the school as they need firsthand knowledge in shared conditions. The mutual presence of teachers and students is required for mutual exchange of experience. During the crisis, exchanging experiences and knowledge positively affects the psyche of all those involved in the crisis. The post crisis period and return to school is a significant change and the teaching staff should determine the day they should start teaching curriculum and offered advice, taking into account the different groups of students and teachers who have suffered failure. The schools need to provide a replacement that will act in the event of call.

ANALYSIS OF RESEARCH RESULTS

From the questionnaire described in the methodology part the following conclusions were obtained. On the results from the question are teachers involved in the curriculum at the school only 2.5% of the teachers were involved directly, 10% were partially involved, while 86% were not at all familiar with the plans for crisis management. On the results from the question are teachers involved in projects related to prevention and crisis management only 1 teacher is fully involved, 26 teachers are partially involved, and the remaining 73 are not involved in such projects. Involvement of students in such projects include all students from second and third year, and experts are involved only in certain projects. It is important to analyze the responses of teacher participation in crisis management when dealing with crisis. Only 9 teachers responded that they participated in crisis management teams and only 20% of teachers participated in training of how to deal with crisis and received basic knowledge in the field of crisis management. Of the respondents 50% felt that the training in crisis management should be provided only for the experts in the crisis management team. In schools, authorized persons dealing with crisis are: parents, head teachers and the principal. Teachers were are not involved in crisis situations in their previous work. Considering the results of the students on the question if they are familiar with prevention and crisis management, 32% responded that they participated in projects in the field of crisis management and 35% of the students are familiar with the role and importance of crisis management. Regarding the knowledge the students have gained from the projects, 70% responded that they have acquired theoretical knowledge and 30% responded that they have acquired practical knowledge. On the results of the

question of who would they inform in case of a crisis in the school, 30% responded that they will inform their parents, 29% responded that they will inform their teachers and 15% would inform the social institutions. On the involvement of crisis training only 16% answered that are involved in such training. Regarding the question of whether they have knowledge about prevention of crisis, only 10% responded that they have knowledge. The school principals responded that that the school has made plans of how to cope and deal with crisis as a legal document and due to lack of funds prevention exercise is not included. Also, the schools lack adequate infrastructure and equipment for prevention and crisis management and specify the need to employ experts responsible for the organization of activities for prevention and crisis management. Students are not familiar with the crisis plans and lack knowledge in response to crisis. In schools unless teachers consultants, there is a lack of trained individuals that will take action to protect students from deviant behaviors, taking drugs, alcohol, prostitution or carrying weapons. The necessity of cooperation of these professional bodies with the local and central government in response to crises and other deviant behaviors of citizens in the country. The analysis of the research indicates that practical application in response to crisis in schools is unenforceable due to objective and subjective factors.

CONCLUSION

From the research we come to meaningful conclusions and recommendations that will help in the approach to managing crises in schools. Republic of Macedonia has developed strategic documents mentioned throughout the research which are basis foundation for the management of the crisis team. Detailed policies for crisis management in the education should be made in coordination with the ministries and local governments. Enforceable crisis plan need to be established that will include all the steps in response to crisis. Plans should not represent only written document, but need to be enforceable and supported by adequate technical and financial capacities. In particular, there is a necessity of cooperation between schools and the local and central government.

The results of the questionnaire confirmed that schools in the Republic of Macedonia has not established any activities aimed at training students and teaching staff. This situation reflects the necessity of taking measures for raising the knowledge and behavior of the students and teachers on ways of prevention and management in case of crisis. All schools must develop a plan and other documents of how to cope and deal with crisis. This document despite the crisis plan aims to ensure the protection and safety of students, school staff, visitors and

all members of the community. The crisis plan must be made in coordination with the rules about general safety and risk management for prevention of crises at local and state level.

The purpose of these regulations is to provide such a process that will adopt unique and timely decisions. In other words, this document aims to reduce disorder in a crisis and minimize injuries and loss of human lives. The crisis management team must be composed of experts and trained individuals by the school and other external bodies. The teams must take care of continuous education and prevention of crises and other deviant behaviors of the students. It needs to be authorized to have the power and responsibilities to respond in case of crises in the period before the occurrence of crises. Furthermore, the team need to carry out analysis of information related to the occurrence of crises in the school and to improve solutions, strategies and alternatives. Moreover, the team need to establish a method of communication in crises and make reports for certain conditions associated with prevention and early warning during crisis and post-crisis period.

An effective management plan for immediate action requires creative analysis, current practical and regular informing in order to design adequate plan for that school. The process of emergency planning should keep certain elements that are important for making of the plans. Each school should have a designated person to have the power and responsibilities to respond in case of crises in the name of the school. Also the school must have a strategy in agreement with the parents of how to act jointly in the event of crises in the school by establishment of training and crisis management for the students and teachers. Also, the establishment of training for emergency is important activity to be implemented in every school. For this purpose training exercises need to be carried with practical negotiation skills and crisis prevention especially for the school staff.

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RISK ANALYSIS APPLICATION IN CRISIS MANAGEMENT

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Abstract: *Some humanitarian crises and disasters can be predicted to certain level. Even if they cannot be always prevented, the suffering they cause can be greatly reduced by the risk management implementation. The causes of crises and disasters also affect the development in general, which also justifies the application of risk management. The fundamental step in reducing and managing the disaster impact is to understand crisis and the disaster risk i.e. the probability of one occurring. Risk assessment is used to identify people and places most exposed at risk and to identify ways to reduce and manage the risks they face. Despite the support to business and economic issues, risk analysis is mostly used in disasters crisis management. Risk assessment for humanitarian crises and disasters can support decisions about prevention, preparedness and response.*

There are many scientific and applicative methods developed to support decision making in crises management including risk analysis. Risk analysis is always associated with undesirable results and consequences. It enables the decision maker a logical framework to predict events, evaluate projects and to find decision alternatives i.e. to select the best actions. There are many scientific logical quantitative procedures in the

assessment of uncertainty, mostly accompanied by qualitative methods. Due to the frequent lack of "objective" information and data, they provide effective tools for incorporating subjective beliefs, intuition, experience, information and assessment in the evaluation of uncertainty. The risk that exists is measured by the probability of the incident occurrence. Evaluation is performed based on that probability. The criteria variable is affected by a number of factors. Therefore, it is necessary to identify all factors or at least the most relevant that carry uncertainty and they are seen as random variables. It is also necessary to investigate the measures of the problem, as well as dependence-independence relations between these variables. In some situations the problem of measurement and determination of the probability distributions can be very complex. It is also very important to get "objective data" in probability distribution assessment. In most real problems it is extremely difficult to get it. As it was mentioned above, the decision makers can use their own knowledge, beliefs and assumptions in assessing the probability distributions, replacing the "objective data". For this purpose the opinion and assessment of experts in individual areas can be used. Using subjective input as an integral part of the evaluation process is one of the features of risk analysis. However, the use of past events data is very valuable and incites development and application of many risk analysis methodologies. Methodologies used to assess risk in order to support crisis management decision making are introduced in this paper. The most used are emphasized and divided as quantitative and qualitative. Concrete examples of implemented methodologies are also illustrated.

Keywords: *Decision Making, Crisis Management, Risk Analysis, Risk Assessment Methodologies.*

Introduction

Humanitarian crises, emergencies and disasters affect many areas and people all over the world. They can be predicted to some extent, but cannot be prevented always. However, the consequences can usually be reduced to significant amount. That is why understanding, identifying, predicting, mapping and measuring the risks for crises occurrence is a crucial step in risk management. Information about crisis risk is used to support decision-making on different levels, which is a very complex process. Therefore it is crucial to establish risk management on scientific basis. Quantitative and qualitative scientific frameworks are used for quantifying crisis risk and to answer questions concerning risk assessment. Risk can be measured in several dimensions made up from a number of risk categories, and by using numerous reliable indicators

i.e. datasets, allowing exploration of risk at different levels according to some specific needs and interests. Developed methodologies are used for global, regional or companies purposes. Hence their scientific and applicative treatment is increasing. Furthermore, risk assessment companies use and develop models based on risk concepts and methods published in scientific literature, but adapted to specific real situations. Their implementation has proved to be very effective and justified. Users experiencing the advantages of this implementation transfer knowledge and information, supporting other relevant entities.

Applicable methodologies and methods

It is very difficult to define the concept of risk and hence the resulting definitions and many different view from many aspects how to establish it scientifically. All definitions agree on one aspect of the risk, which is called uncertainty. However, it is obvious that there is also a difference in the opinions how to measure uncertainty. This is reproduced in various analytical concepts and models of diverse complexity. However, scientifically based methods need to be represented in a form that enables users with different mathematical backgrounds to understand them and to apply them. Risk analysis is the most significant part of the risk assessment process concerning the time and effort, and it is also the part with the highest data demand. Risk analysis may be qualitative, describing risk as high, medium, or low; or quantitative, describing risk as a specific previously defined risk metric. The mostly used methods in risk mapping methodologies, two quantitative and two qualitative, respectively are: Quantitative risk assessment (QRA), Event Tree Analysis (ETA), Risk matrix approach (RMA) and Indicator based approach (IBA)

If the various components of the risk equation can be dimensionally quantified for a given set of hazard scenarios and elements at risk, the risk can be analyzed using the QRA equation, which is very complex. Hence many simplified equations for quantitative risk assessment. According to ISO 31010, risks are the combination of the consequences of an event or hazard and the associated likelihood of its occurrence. If the likelihood of occurrence of a hazard of certain intensity can be quantified, we refer to the term probability of occurrence p . When the extent of the impacts is independent of the probability of occurrence of the hazard, risk can be expressed as: **Risk = hazard impact * probability of occurrence**. When the size of the impact influences the likelihood of occurrence, the risk must be expressed as a functional relationship. Similarly, where the impacts are dependent on preparedness or preventive behavior, there

are advantages in expressing the impact indicator in a more differentiated manner. Particularly, in the analysis of natural hazards, impacts are often expressed in terms of vulnerability V and exposure (elements at risk) E : **Risk = $f(p \cdot E \cdot V)$** .

Subject to the specific risk analyzed, the measurement of risk can be carried out with a greater number of different variables and factors, depending among other things on the complexity of the chain of impacts, the number of impact factors considered, and the required level of precision, thus improving certainty. In the case of hazard chain analysis, the best approach is to use so called event tree, which is a system applied to analyze all the combinations and the associated probability of occurrence of the parameters that affect the analyzed system. Risk assessments are often complex and do not allow development of a full numerical approach, since many aspects are not fully quantifiable or have a very large degree of uncertainty. It also contains the difficulty to define hazard scenarios, map and characterize the elements at risk, or defining the vulnerability using vulnerability curves. Therefore risk is frequently assessed using risk matrix or consequences frequency matrix, made of classes of frequency of the hazardous events on one axis, and the consequences (or expected losses) on the other axis. The use of classes allows for more flexibility and incorporation of expert opinion, instead of using fixed values. This approach also permits visualization of the effects and consequences of risk reduction measures and setting a framework to understand risk assessment. In many situations the (semi)quantitative methods for risk mapping are not appropriate, because of data lacking to be able to quantify the components, such as hazard frequency, intensity, and physical vulnerability. Another reason is taking into account a number of different components of vulnerability that are not incorporated in (semi)quantitative methods. In those cases it is common to apply an indicator based approach to measure risk and vulnerability through selected comparative indicators in a quantitative way in order to be able to compare different areas or communities. Here the process of disaster risk assessment is divided into a number of components, such as hazard, exposure, vulnerability and capacity, through a criteria tree, which lists the subdivision into objectives, sub objectives and indicators. Data for each of these indicators are collected at a particular spatial level, then they are standardized, weighted internally within a sub objective and then the various sub objectives are weighted amongst themselves. The resulting vulnerability, hazard and risk results are scaled

between 0 and 1, which allows comparing the indicators for the various administrative units.

Examples of implementation

There are many examples of risk analysis methods implementations, many variations of the same method or hybrid method of a few. Some of the methods proved to be more applicable or more effective and to give better overview of the situation. Therefore their implementation is more common. The highlighted are considered to be good examples, better recognized and utilized.

One of the analyses of the potential threats and hazards based on two dimensions of "risk" view given above is developed for The Netherlands and is conducted using a methodology called the National Risk Assessment. In this methodology, threats and hazards are described in scenarios that are assessed in terms of likelihood and impact using a uniform scoring method. The impact criteria reflect five vital national interests and one sub national interest. The results of the assessment are presented in a risk diagram in which each scenario is plotted according to its degree of likelihood (i.e. probability) and impact. By doing this, the scenarios can be uniformly compared in terms of risk. Impact and likelihood values are the results of a risk assessment methodology. The results of the assessment can be used to analyze, determine and strengthen capabilities that are needed to reduce the risk and enhance response to an incident [2]. The morphological analysis consists of five successive steps, resulting in scenarios. It is a four steps methodology for the risk assessment process. Further it is recommended, adapted and implemented on different levels for other countries and regions.

The second example is also very accepted in many areas dealing with risk analysis. In probabilistic hazard risk methodology three sets of data, i.e., hazard, exposure and the vulnerability of the exposed assets at stake, should be available to provide the risk information and each of them presented as the random variable. For example, in the case of the hazardous event one must not only know the magnitude and related impact but also the frequency or probability of its occurrence for any certain time frame. The exposure model provides information on location and characteristics of the assets of interest. When no uncertainties are introduced in the exposure model (and this is usually the case), its data are considered as deterministic values. Vulnerability of the asset is often expressed as the probability that a certain damage level would be exceeded at a

certain magnitude of the event. Vulnerability models describe the uncertainty how the exposed asset will react to different magnitudes of the hazardous event and this is strongly related to the hazard type and the characteristics of the concerned asset. So vulnerability models are developed and assigned to each type of the asset. Then it is possible to calculate the losses with their probability of occurrence related to each of the possible events. The combination of all input data with full probabilistic description is part of the modeling which produces also the probabilistic interpretation of the output. The output of probabilistic risk assessment is usually presented as a loss exceedance curve relating the certain level of losses with their probability of occurrence in certain time frame. If this time frame is set to one year, the area under the loss exceedance curve is known as the annual average loss, describing expected average loss per year considering all the events of the same hazard type that could occur over a long time period. High damage from an extreme event would be multiplied by a very low probability, so that its average annual contribution would be small although the event loss would be very large [8].

Conclusion

The main purpose of this paper is to promote, emphasize and introduce some risk analysis methodologies implementation in the region. The necessity of such introduction and support is briefly given and it is illustrated by examples of successful implementation. Many countries invest in development of risk analysis methods to support their crisis management systems. Besides the development of mathematical models and the appropriate software for the implementation, education and training of experts' teams conducting this implementation are also necessary. All risk assessment methodologies and methods used have certain advantages and disadvantages. Cooperation, support and experience sharing with the developed countries are very important for regions introducing and improving the risk assessment methodologies. However, cooperation between organizations dealing with risk assessment and crises management and science representatives, is crucial for developing more effective scientifically supported methodologies.

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REFUGEE CRISIS: SECURITY CHALLENGES FOR MACEDONIA AND THE REGION

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Abstract: *The refugee crisis as a global phenomenon, triggered by several wars in the crisis regions on different locations in Asia and Africa, as well expanded and internationally emphasized by the war in Syria and its surroundings, putted to the test the political and institutional capacities of the European countries and the EU as a global political actor. The approach to solving the problem of the refugee crisis, in the part referring to Europe and addressing the core of the problem on the spot, showed that the EU lacked a rapid and effective response, using mostly ad hoc solutions.*

Small European countries, even some of them are part of EU, are concerned with the consequences of the refugee crisis without the ability to influence its causes. Using the two different general country's positions regarding the approach to the refugee crisis – standpoint of the countries that could manage the crisis and standpoint of crisis manage them, most of concerned countries, that represent the entrance point and collateral damage in this problem, are familiar with second standpoint.

The realities in the last few years showed that Balkan countries, as countries which do not have capacity to resist to the supremacy for power and dominance among the major powers, are not target (final destination) for refugees and source of conflict related to the refugee phenomena, as

well as they only suffer from its consequences. The war in Syria emphasized its multidimensional destructive potential, and the events and consequences created a need for a redefinition of national security policies and strategies.

The paper highlights the refugee crisis as a global phenomenon, as well perspectives of the Republic of Macedonia and Balkans, comparing the EU approach with domestic and regional security policies and strategies. In that term, the goal of the paper is to analyze the on ground realities of refugee phenomenon combined with actions taken by the national governments in wide regional context, as well response of those national security systems in correlation with guidelines of EU policy and decision makers.

Keywords: *refugee crisis, global security phenomenon, unilateral approach, smuggling of migrants and human trafficking.*

Introduction

In studies related to the phenomenon of refugees, migration is a global phenomenon that affects all countries, regardless of whether they are countries from which refugees fleeing, countries of transit or countries of destination.

Several factors at global level, with some variation of their intensity, produce migrant and refugees' crisis. Some of them are the follows: disruption of the security and stability in regions in the Middle East and North Africa; the existence of double standards in the international world regime; disappearance of prospective for a better tomorrow among the young population in the domicile countries; the strong soft power of EU (especially Germany, France, Sweden and Great Britain).

About 20 million refugees worldwide have fled their countries for two reasons: the formation of new states and/or conflict rose from the social disorder. The connection of the two factors multiplies the risk and size. Statistically, in the last 5 years 15 new conflicts arose, 8 in Africa, 3 in the Middle East, one in Europe and three in Asia. And some old are restored. According to the UNHCR sources, nearly 60 million people have fled their countries, and a third of them are refugees. It is the largest amount since World War II.

Since the beginning of the wars and instability, around 60 million persons were forced to leave their homes. The refugees and migrants that flee to the EU member countries mainly come from Syria, but also from Afghanistan, Iraq, Somalia, Nigeria, Sudan and Eritrea. In reference to Syria, as a country that has produced the highest number of migrants and refugees in the period from 2011 till May 2016, 4 million people have left the country which amounts to one fifth of its

population. The reasons for this are the rule of Bashar Al-Assad as well as the brutality of the terrorist organization ISIS and Jabhat al-Nusra.

According to Yoshihiro Francis Fukuyama refugees are one of the three biggest global issues; other two are terrorism and fight for resources. This phenomenon is connected with liberal theory. Every liberal country has a moral and real obligation to give shelter to anyone who flees from persecution, war and dictatorship. Right to life is not given by the state so it does not depend on the will of the state where the individual lives, as well as it is the most recognized among main rights in EU and Schengen zone. EU (or liberal concept about state) cannot deny that right, unless the freedom of movement of a person threatens another category. Right of asylum is connected with basic liberal values, so if it is about refugees who are not welcomed in some country, still, in most liberal countries they are tolerated in achieving the right of asylum, only because of the concept of liberal state (S.Knezovic, Regional roundtable "Refugee Crisis: Security Challenges for Macedonia and the region", 2015).

The refugee-migrant crisis is a threat from few aspects and already has influence on the economic and social stability as well as on the internal security of the countries through which the migrants transit or remain. Since the crisis affected the Balkans, it became the busiest route used for arrival in the Schengen zone, especially for Germany, Sweden and other Western and Nordic countries as final destinations. It became a genuine threat to the national identity (culture, language, religion) and such endangerment that inevitably leads to an increased incidence of xenophobia, nationalism and racism.

The direct decrease of security system's capacities started, affecting the social stability and internal security, when countries deployed regular and additional resources and capacities in order to obtain an appropriate level of internal security as well as to provide and allocate resources related to accommodation, health, communal services, transport and other necessities according to the refugees and migrant needs.

The refugee phenomena emphasized a big contradiction, according to the route of moving of the refugee wave from non EU to EU member. The realities showed the problem comes from the EU Member State (Greece) and it is shifted in some countries from the Balkans (Macedonia and Serbia) on the way to the refugees' final destination. Even there was not uniform approach within EU, so as a consequence the refugees faced with different approaches and procedures by different EU and/or Schengen zone's Member States.

ONE PROBLEM, DIFFERENT PERSPECTIVES

A serious difference within EU approach on the crisis comes mostly due to the persistence of different interests and different intensity of affectation of the refugee crisis on each member state. Some of the affected countries (some of

them are not part of EU) and regions built up an authentic standpoint within chosen policies and strategies for mitigating and solving the problem. In this colourful image of approaches, there are several remarkable, such as: EU and EU members' states perspective, Non-EU (Balkan) countries approach, operative (task force) perspective, as well as refugees' perspective.

EU according to mutual security and exterior policy don't have united attitude and show that in the time of crisis EU member states are acting individually. In the case with Ukraine, it is obvious that bigger impact have leaders from Germany and France, than official representative of EU.

Problem with migrants from North Africa for long time and in a lesser extent is present in Malta and the island Lampedusa. According to the EU experiences, crisis shows that EU, which is burdened by other problems, acting ad hoc on issues of strategic importance. That approach is appropriate only if it's about one actor that need to participate in dealing with problem, but is not good if there are 28 actors and it is not systematic solution. Especially when decision-making processes requires consensus, it is difficult to achieve it because the countries have different attitudes and have not developed sufficient culture for harmonized European approach, solidarity and rapid reaction (S.Knezovic, Regional roundtable "Refugee Crisis: Security Challenges for Macedonia and the region", 2015).

EU through its security policy takes the form of regulatory power in circumstances where there is no clearly defined military power and facilities as necessary structure and the need for providing more adequate response to resolve the problem. In addition, dealing with the refugee crisis in terms of the seed placement of EU is a very expensive solution, and therefore countries are encouraged to cope with the problem on the basis of national resources (S.Knezovic, Regional roundtable "Refugee Crisis: Security Challenges for Macedonia and the region", 2015).

On its route, refugees chose **Germany** and **Sweden** as final destinations, mostly due to their economic capacity and social opportunities, i.e. opportunities to receive and care for refugees. Coming to the question "Why Germany and Sweden receive refugees in large numbers?," there are not reasonable explanations, but there are two reasonable indicators, as follows: a) aging population and b) the need for labour, as well as the high sensitivity of the political authorities of these countries on the phenomenon and refugees'

suffering. This attitude almost unites the views of politicians and security analysts, but does not explain fully all dilemmas.

Also there is an increased level of xenophobia (islamophobia) in EU, mostly due to the stereotypes according to the thesis that “all refugees are terrorists”. Even it was confirmed for some of them (participants in the Brussels and Paris attacks in 2015 and 2016) that they used refugees’ waves to achieve their goals; it is very sensitive and hard to explain, as well to put all refugees in terrorist’s category. EU and some of the directly affected stated by the terrorist attacks has problem to admire that recruited terrorist come from second and following generations of migrants who are not appropriately integrated within those societies.

Regionally, when the problem from Greece has shifted in the Macedonia and Serbia, as well in other Balkans, it became a strong regional security and political problem. Apart from their socio-political status (severe economic problems, slow development performance and problems in social development, limited institutional and regulatory capacity and underdeveloped political culture), the crisis have emerged in regional cooperation. Even the cooperation in recent five years registered a continuous growth and demonstrated high level of cooperation during the floods, this time it did not produce the desired effects. The hottest points of the transit route of refugees appeared on the borders where there is real bilateral disputes (Macedonia-Greece and Serbia-Croatia) and where conducting of atypical European policy is obvious (Hungary).

More than 750.000 migrants passed through Macedonia in the past year. Macedonia, with modest support from Albania, Slovenia and other neighboring countries, took care of the migrants and organized reception, provided food and medical help. Brussels, Berlin and Washington have to do everything in their power to help countries like Macedonia in facing this challenge (Ariel Cohen, 2016).

Even Republic of Macedonia is a transit on the refugees’ route from Syria to the developed EU countries, there is a number of them that decide to stay and ask for asylum.

Unlike route that is used by refugees who are passing through Macedonia, in Serbia since 2013, there are crossings from Bulgaria. In the territory of Republic of Serbia, from January to the middle of September 2015, were detected 136 689 illegal migrants. It is almost 6 times more than in the whole of 2014. Most of the migrants are coming from Syria and Afghanistan. It is prevent

illegal crossing of the borders of 3536 migrants, and inside in the territory are detected 106 150 people. 623 criminal charges were submitted against 916 persons for illegal border crossing. It is prevented trafficking of 6426 persons. Migrants usually do not make problems and incidents, so far only 4 criminal charges (till end of October 2015) were submitted (Z. Keshetovic, Regional roundtable "Refugee Crisis: Security Challenges for Macedonia and the region", 2015).

Crisis produces a possibility ISIS to infiltrate his fighters. According some statements, 4000 fighters are operative to act in developed countries. Apart of their socio-economic and political status, Balkans are vulnerable due to the fact that some communities within states (like its Sandzak in Serbia, some parts of Western Macedonia, Bosnia and Kosovo) already have citizens who died for ISIS, who are deeply convinced in ISIS ideology and were mobilized in these spaces (Z. Keshetovic, Regional roundtable "Refugee Crisis: Security Challenges for Macedonia and the region", 2015).

The countries of the region, aware of their opportunities and in the absence of clear guidelines in state policy for dealing with "imported" refugee crisis, long after the eruption of the refugee crisis in the Balkans has not received particular support and guidelines from EU. However, one cannot overlook the assistance given by international institutions in the field of crisis management and humanitarian action (UNHCR, IOM, UNICEF, Red Cross etc.) which offered expertise and assistance to national authorities in finding appropriate operational and regulatory solutions to mitigate the crisis effects and to reduce the suffering of refugees and organized crime that cover appears associated with human trafficking and migrant smuggling, and whose target were refugees.

In later stages of developments, EU offered financial aid, very symbolic Frontex deployment and initiatives for meetings among political leaders from the region, in term to find a solution to slow up the refugee wave. Even it is more than clear that refugee crisis does not represent a problem with political background; the actions taken by national governments were different according to differences in the national interests and priorities concerning the refugee crisis.

A very important point which the academic community and practitioners have a unanimous view is the way how refugees are treated. Law enforcement authorities – **police and military (operative) task forces** nominated to respond to the refugee and migrant crisis at local level, as institutions that have an immediate contact with the refugees do not have adequate training to deal with

this type of humanitarian disaster, although internationally there are already standards incorporated into training manuals and booklets for informing the police and military personnel. However there has been progress in this area with the intention of introducing specialized training for building approach and dealing with refugees. Contact with refugees is followed by many cases of human access by the security forces (captured by the media), but due to the large influx of refugees and the limited institutional capacities of the countries in some cases, the situation loses control and comes to violent confrontations and disruption of public order and peace to a greater extent. Also, there were noted some examples where refugees are subject to abuse by organized crime groups, primarily in the area associated with human trafficking and migrant smuggling.

The absence of appropriate standard procedures for profiling of refugees does not give a clear picture of the structure of the refugee wave and the danger of certain individuals infiltrated among refugees that should do terrorist acts in some European (transiting or EU) countries.

Refugees have different goals and motivation. The numbers show that over 6 500 000 persons are registered as displaced i.e. refugees, with final destination the countries of Western Europe. The interviewed Syrian refugees in Lebanon and Jordan indicated the sexual violence as one of the main reasons for leaving Syria.

Given the motive of refugees to reach the final destination, passing through his travels and sacrifices of their families, then it is more than clear that any mechanism introduced by the Union may only delay the realization of their purpose. Within the Union has discussed about introducing quotas for the admission of refugees, as neither a solution that will surpass nor European countries that are not part of the EU.

Although refugees use the region for transit to the final destination, there is a risk the refugee crisis with the introduction of quotas for the admission of refugees to cause the demographic shifts that may additionally be present on unemployment, political instability and activation of radical right movements.

Crisis has a health dimension addressed to the possibility to trigger epidemics and health crisis by the occurrence and spread of diseases that are for long time disappeared from this region. Condition of immunity and exhaustion of refugees further affect the intensity and scope of the threat, and on that are added health education of refugees, their attitude towards health and habits, as well as the situation with health systems of the countries of the region in terms of

dealing with the serious forms of epidemics and diseases (Z.Keshetovic, Regional roundtable "Refugee Crisis: Security Challenges for Macedonia and the region", 2015).

LESSONS LEARNT AND EXPECTED DEVELOPMENTS

The migrant crisis is a challenge for whole Europe, especially for the smaller countries on the continent, whose economies are in bad and disastrous condition. There is a genuine risk that such pressure can lead to violent clashes with the migrants, and also, it would represent a sort of a test of the relations between the local Muslim and Christian population in the region (Ariel Cohen, 2016).

Although, seemingly, the migration started spontaneously, it can be concluded that it seems like planned and organized transport via the Western Balkan route, including the Republic of Macedonia. The following facts confirm it:

- Telephone guidance (leading) during border crossing;
- Multiple appearance of the same persons in charge of the migrants in the trains transporting the migrants on the route Gevgelija–Tabanovce and vice versa;
- Marking of crossing paths (plastic bottles and textile);
- The existence of locations in Greece where the migrants pay for false IDs and locations for sale of fake travel documents;
- Offering bribery to the members of the Army of the Republic of Macedonia and the Ministry of Interior for faster and easier transit through Macedonia; and
- There are unconfirmed information that the transport is funded and the funds are obtained at several locations in Turkey and Serbia (Muhamet Racaj, 2015).

The action taken by national authorities showed that problem cannot be transferred to the neighbors and building a holistic approach focused on strong interagency and international approach is more than necessary. Referring to the institutional response, most crisis communication plans adopted by politicians are based on the power play and less based on the principles of humanism, values, morals and ethics. The data that has been presented are quite variable, considering the frequency of migrants and image/perception about borders' happenings.

Conclusion

Migration crisis has launched numerous discussions on the political, professional and social levels. Nevertheless, there are still no concerted opinions about the causes and consequences of the migration crisis in Europe.

In the context of throughout the crisis as far as it takes, concerned countries (alluding to the countries of the region that suffer from its consequences) will be more confused as how to cope and to find a solution. The way in which certain countries, the EU and its institutions are dealing with the crisis looks more like an instinctive reaction rather than a well thought strategy. Migration crisis has its causes in the economic relations at the global level which encourage people to move towards the developed countries. Besides, the causes lie in the increasing number of conflicts in different parts of the world, particularly in the Near East. Migration crisis in Europe is primarily a humanitarian issue and this has been shown in the activities of the majority of the European countries. Migration crisis has resulted also in certain security risks, particularly those related to the threat of terrorism. Therefore, some European countries have tried or managed to securitize this issue. Migration crisis has already caused certain consequences and in the future it will certainly have even greater impact on the European societies, especially their stability and security (Conclusions of the Panel discussion "Migration Crisis" University of Applied Sciences Velika Gorica, 2015).

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MIGRANT CRISIS, A SECURITY CHALLENGE FOR THE REPUBLIC OF MACEDONIA AND ARM CONTRIBUTION IN HANDLING THE MIGRANT CRISIS

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Abstract: *The migrant crisis is an imposed problem that requires a thorough solution. The complete understanding of the reasons for migration, as well as the situation in the Mediterranean basin and in the Middle East is a precondition for finding appropriate solutions. Eradication of poverty and disparity, the fight against terrorism and the ISIS extremism as well as the fight against other similar groups are just a fraction of the necessary preconditions for a successful dealing with the current challenges. The solution to the drama with the infinite wave of migrants from Syria and the Middle East, to which we are sad observers, seems is not to be seen soon¹. First of all, if we look at the European political elite and the general lack of a reliable and clear strategy for solving this problem, all we will see is helplessness and mutual accusations. The migrant or the refugee crisis is followed by a large number of incidents or series of events. The massive arrival of refugees in the European Union, usually illegal migrants from Asia, Africa and parts of Southeastern Europe, started in the mid of 2010 and escalated in 2015. The reasons for the mass arrival are traditionally associated with the chronic unemployment and poverty in these countries, but lately, are also result of the war, especially in Syria, where the civil war caused massive exodus of the population. By mid-2015, the refugee crisis mainly took place on the Mediterranean coast of Italy, where refugees were arriving by ships and boats. In many cases, such attempts were futile and led to mass deaths.*

¹ <https://vecernji.org/>

Lately, there has been a massive influx of refugees and migrants in the Balkans, using Greece and Croatia, EU member countries on the periphery of the Union, as entry point. But also, The Republic of Macedonia and the Republic of Serbia, candidate countries for the EU, are not bypassed. Although the European political establishment met the refugees with sympathy and as victims of the horrors of war that EU needs to provide shelter for, in time, the attitude toward the refugees became subject to fierce criticism by part of the European public. Concerns about the additional burdening of the social services, worsening of the security situation or the possible disappearance of the Christian identity of Europe due to the massive influx of Muslims from war areas in the Middle East arose. Recently, the attitude toward the migrants became the subject of a heated debate - dispute between some European countries, especially between Germany, which insists on "open door" policy and Hungary, Slovakia and Poland, which claim that their countries will suffer consequences due to such policy.

The refugee-migrant crisis is a threat in several aspects and already has influence on the economic and social stability as well as internal security in the countries through which the migrants transit or remain, including the Republic of Macedonia. The busiest western – Balkan route used for arrival in the Schengen zone, especially in Germany, Sweden and other western and Nordic countries, brings negative influence visible in the social aspect, genuine threat to the national identity (culture, language, religion) and such endangerment inevitably will lead to an increased incidence of xenophobia, nationalism and racism. At the end, conditions for emergence of social disintegration will be created in the countries through which the migrants transit or remain, including the Republic of Macedonia. The economic stability, being crucial for a social stability, but also, for internal security, will be affected due to the use of additional resources and capacities (accommodation, health, communal services, transport and education) that the affected countries, including the Republic of Macedonia, should provide and set in function due to the newly arisen situation.

Keywords: *migrants, refugees, challenge, security, stability.*

INTRODUCTION

The European migrant or refugee crisis is manifestation of a large number of incidents, or a serial of events connected to the mass arrival of the refugees. Europe is facing big problems in dealing with the hundreds of thousands of refugees who are running from war areas in the Middle East and North Africa, looking for asylum in the European countries. In 2015, the European Union Agency for protection of its borders – FRONTEX registered 1,55 million illegal crossings of the European Union borders.²

The migrant crisis is a challenge for whole Europe, especially for the smaller countries on the continent, whose economies are in bad and disastrous condition. There is a genuine risk that such pressure can lead to violent clashes with the migrants, and also, it would represent a sort of a test of the relations between the local Muslim and Christian population in the region.³

The massive influx of refugees and migrants in the Balkans, using Greece and Croatia, as EU member countries on the periphery of the Union, did not bypass the Republic of Macedonia and the Republic of Serbia, candidate countries for the EU. The failure of Greece to fulfill its obligations for securing the borders of the passport free Schengen zone is in a complete disparity with the role of Macedonia in dealing with the influx of hundreds of thousand migrants fleeing the war areas.

According to US Security Experts which recently visited the region, the security on the Greek-Macedonian border is the key for management of the migrant crisis. If not established, the Schengen regime, the great achievement of the EU, faces a suspension. That will have serious consequences for the future of the EU.

More than 750.000 migrants passed through the country in the past year. Macedonia, with modest support from Albania, Slovenia and other neighboring countries, took care of the migrants and organized reception, provided food and medical help. Brussels, Berlin and Washington have to do everything in their power to help countries like Macedonia in facing this challenge.⁴

1. Migrant crisis, influences and possible development of the conditions in the Balkans

The refugee-migrant crisis is a threat from few aspects and already has influence on the economical and social stability as well as on the internal security of the countries through which the migrants transit or remain, including the Republic of Macedonia. The busiest western – Balkans route used for arrival in

² <https://hr.wikipedia.org/>

³ Ariel Cohen, Dinu Patriciu Euroasia Center – Atlantic Council, 27 January 2016

⁴ Ariel Cohen, Dinu Patriciu Euroasia Center – Atlantic Council, 27 January 2016

the Schengen zone, especially Germany, Sweden and other western and Nordic countries, brings negative influence visible in the social aspect, genuine threat to the national identity (culture, language, religion) and such endangerment inevitably will lead to an increased incidence of xenophobia, nationalism and racism. At the end, conditions for emergence of social disintegration in the countries, through which the migrants transit or remain, will be created.

The economic stability, being crucial for the social stability but also, for the internal security, will be affected due to the use of additional resources and capacities (accommodation, health, communal services, transport and education) that the affected countries, should allocate and set in function due to the newly arisen situation.

The main reason for the current migration to the EU is the pursuit of prosperity, while the main causes are the following:

- disruption of the security and stability in regions in the Middle East and North Africa,
- the existence of double standards in the international world regime,
- disappearance of prospective for a better tomorrow among the young population in the domicile countries,
- the strong soft power of EU (especially Germany, France, Sweden and Great Britain).

According to the statistics, since the beginning of the wars and instability, around 60 million persons were forced to leave their homes. The refugees and migrants that flee to the EU member countries mainly come from Syria, but also from Afghanistan, Iraq, Somalia, Nigeria, Sudan and Eritrea. In reference to Syria, as a country that has produced the highest number of migrants and refugees in the period from 2011 till present, 4 million people have left the country which amounts to one fifth of its population. The reasons for this are the rule of Bashar Al-Assad as well as the brutality of the terrorist organization ISIS and Jabhat al-Nusra.

The most interesting countries for the refugees are Germany, France and Sweden, mainly due to the developed social care systems. In the first four months of 2015, 242.000 asylum requests were submitted in the EU countries, 80% more than in the same period the year before. The majority of asylum seekers are men between 18 and 34 years of age, but notable is the increase of minors requesting asylum. Syrians and Kosovars represent 40 percent of the total number of asylum seekers in this period.

In terms of how the refugees arrive in the EU countries, the statistics show that around 219.000 persons arrived in Spain and Italy, by crossing the Mediterranean Sea from Turkey. The refugees also move via the western-Balkan countries (Greece, Macedonia and Serbia). Although, seemingly, the migration started spontaneously, it can be concluded that we are talking about a planned and organized transport via the western – Balkan route, including the Republic of Macedonia. The following facts confirm the above:

- telephone guidance (leading) during border crossing,
- multiple appearance of the same persons in charge of the migrants in the trains transporting the migrants on the route Gevgelija – Tabanovce and vice versa,
- marking of crossing paths (plastic bottles and textile),
- the existence of locations in Greece where the migrants pay for false IDs and locations for sale of fake travel documents,
- offering bribery to the members of ARM and the MOI for faster and easier transit through Macedonia,
- there are unconfirmed information that the transport is funded and the funds are obtained at several locations in Turkey and Serbia.

Greece, being the first EU country, directs the refugees and migrants exclusively towards Macedonia, with precise instructions on how to proceed to one of the EU countries. At the beginning of the crisis, 2 to 3 thousand refugees per day were arriving i.e. were brought to the south border of Macedonia. That number is higher now. The average of foreign citizens who are taken and are allowed to pass at border stone 59 is around 4000 persons daily, which totals to 120 thousand per month. Beside the transport of the migrants to Macedonia, Greece is additionally cleaning its territory from the illegal migrants who reside there for a longer period.

In addition to having a wire fence on the border with Turkey, Bulgaria has introduced additional measures by sending Army Forces to help the Border Police, all with aim to establish a better control of the border line. According to the information, from one hand, the authorities in Sofia were optimistic that the refugee crisis will not be directed toward Bulgaria due to the lack of free transit corridor and the well secured borders, as well as the constant checkups in the country. On the other hand, in advance, they rhetorically prepare the ground and warn about the difficulties they face in order for the EU to help them. They also make efforts to dissuade the refugees through different propaganda programs.

Serbia is trying to present itself as the most humane country in the region and in a large measure has succeeded. The success can be seen from the support among the migrants, but also from the western countries media, who criticize the authorities in Serbia the least in the way they are handling the crisis. In support to the Serbian success is also the “failures of the neighbors” presented in the Serbian media and in part of the western media. Peace and order is primarily maintained in Preshevo and Kaljizha camps, as well as the rhythm in transporting of the migrants, while their registration and finding out the identity is a secondary task. The Serbian authorities have unofficially calculated that in the last six month, around 400 thousand persons have transited through their country.

The situation in Croatia escalated after 15th of September, after Hungary closed the border with Serbia. The Croatian police clashed with big groups of migrants that were prevented from entering the newly opened shelter for registration of refugees asking for asylum in Europe. The refugees and migrants arrive in Croatia from Serbia with organized bus transport and as a protection measure from the big wave of migrants, Croatia closed the Batrovci border crossing thus creating additional tensions and countermeasures between Serbia and Croatia. Also, besides on interstate level, in Croatia, visible were the attempts to use the migrant crisis on internal plan, for gaining political points, making the disagreements on how to overcome the crisis between the Supreme Commander and the Prime Minister of Croatia more visible.

Hungary has shown the least understanding for the migrant crisis, demonstrated by building the protection wire wall on the border with Serbia and adopting the law stating that every individual who would damage the fence or try to illegally enter the country would be punished with 3 years imprisonment. Hungary tried to close all rail connections with Germany. First more serious control of the refugees is done in Hungary, where the refugees are obliged to get documents stating their identity and have their fingerprints taken in order to be able to continue on their way. The Hungarian authorities announced that since the beginning of the migrant crisis, over half of a million refugees have entered Hungary and continued to Austria and Germany.

Austria's attitude toward the refugees got tensed by introducing checkups on the borders, which is against the European idea for open borders. Still, the Austrian authorities call this act “act of humanitarian organization”, i.e. a measure for prevention of undesirable accidents. There is confirmed information that

impatience toward the migrants is growing in Austria which will lead to strengthening of the right sector.

Germany, as a desired destination, is a country that has suspended the Dublin declaration and approved submitting of asylum requests. Germany is facing demographic deficit which leads to fall of the productivity and weakening of the economy. At the moment, the category of migrants with high education is useful to Germany. Germany is accomplishing strategic goals through the migrant crisis:

- enlargement of the economic capacity of the country and total economical domination over the continent in the long run,
- demonstration of the political power to the rest of the European countries by not undertaking appropriate measures.

Still, not long ago, Germany, Austria, Holland and Slovakia introduced border checkups, mainly because of the big wave of migrants, which is contrary to the Schengen Agreement.⁵

When it comes to the Republic of Macedonia and the first wave of migrants, currently, these are persons in a better financial situation, mostly young people with finished high school or university. Indicative is the ratio between men and women, 3:1, or 4:1 in favor of men.

2. Migrant crisis, influences on the situation in the Republic of Macedonia

Macedonia is a member state of the Convention from 1951 and its Protocol from 1967. The Law on asylum and temporary protection adopted in 2003 incorporates the provisions of the 1951 Convention and the 1967 Protocol in a national law, including the definition of a refugee, termination provisions, exclusion provisions and the principles of non-*refoulement*.⁶ The 1951 Convention and the 1967 Protocol remain the basis of the international regime for protection and are to be followed completely when “subsidiary” and “complementary” forms of protection are applied. Beside the general principals of the international law on refugees, in light of the current status of the Republic of

⁵ www.telegraf.mk

⁶ Article 33 from the Refugee Convention from 1951: No Contracting State shall expel or return (*refouler*) a refugee in any manner whatsoever to the frontiers of territories where his life or freedom would be threatened on account of his race, religion, nationality, membership of a particular social group or political opinion.

Macedonia as aspirant country for membership in the European Union and its efforts for incorporation of the European legislative instruments in the national legislation, appropriate is the reference to the legislative framework and general principles that embody EU *acquis* for asylum. The numbers show that over 6 500 000 persons are registered as displaced i.e. refugees, with final destination the countries of Western Europe. Republic of Macedonia is on the refugees' route from Syria via Turkey, Bulgaria and Greece to the western European countries. Some of the migrants use Macedonia only as a transit route on their way to the European countries. Besides the undoubted destitution, abandonment and misfortune of the Syrian refugees, if we go back to the moment when the Huns arrived in Europe, the question about the consequences of the refugee wave from Syria arises. To start with, the problem with the refugees would represent additional burden to the economy of our country. Next, it would cause general unpleasantness in the society, thus creating a moment of a growing xenophobia. The growing tensions would also include the fear from crime. The thefts of food, clothing and other necessary living products could not be avoided. In such times one cannot exclude the organized crime such as human trafficking. If we follow the example of the Syrian refugees in Lebanon who manufacture hashish in order to survive, one would not exclude drug trafficking as well. In Syria, thefts of antiquities in 6 museums have been reported, meaning, there is possibility that these persons possess the same and in a case of need, may start with illegal trade of cultural property.⁷

Looking further into the consequences, we can also add the Syrian epidemic of child paralysis. Child paralysis, also known as Polio, is transmitted with contaminated food or water, and in October, an epidemic amongst the children in Syria was confirmed, after 14 years of eradication. The children paralysis is easily transmitted from person to person and is spreading fast among children, especially in unhygienic conditions in which millions live in Syria, a country engaged in war for the past 4 years, as well as in the packed refugee camps in the neighboring countries.

The Government of the Republic of Macedonia believes that it should fulfill the provisions of the Brussels politics, although EU is refusing to give the necessary tools for dealing with the migrant crisis. If this continues, the public opinion on the European integration may change.

⁷ <http://www.utrinski.mk/default.asp?ItemID=0944212C2DD1CA47BFF298BEC6C8E414>

3. The contribution of the Republic of Macedonia in solving the challenges of the migrant-refugee crisis

At the moment, the situation in the Republic of Macedonia is secure and stable. The border crossings with Greece and the Republic of Serbia are open and waiting to cross the border is not longer than the usual. The parts of the border line where transit of illegal migrants has been noticed are under reinforced control of the security forces, enabling optimal and uninterrupted passage, in accordance with the national and international legislative and declarations for protection of the human rights. In coordination with the national Bodies, the Red Cross of the Republic of Macedonia, UNHCR and other numerous organizations, the Republic of Macedonia, in the frame of its capacities, secures humane treatment of the illegal migrants. The reinforced control of the border line with Greece and the Republic of Serbia is result of the decision by the Government of the Republic of Macedonia to declare a crisis situation among these border lines, due to the increased influx of illegal migrants and the need for maintaining the peace and stability on a national basis. The Ministry of Foreign Affairs officially informed Greece and the Republic of Serbia, as well as the rest of the countries in the world, through its diplomatic-consular offices.

Thus far, the Republic of Macedonia has undertaken a series of steps and measures in solving this global problem. It implemented amendments to the Law on asylum and temporary protection, allowing the migrants to decide if they will apply for asylum or leave the territory of the Republic of Macedonia in a period of 72 hours. It created two temporary protection points in Gevgelija and Tabanovce for helping the migrants. Meanwhile, the vulnerable categories of migrants are temporary accommodated in the Shelter for asylum seekers in Vizbegovo, near Skopje. In June, inter-ministerial Body was created, consisting of the Ministers for Foreign Affairs, Defense, Internal Affairs, Local Self-government, Health and Labor and Social Politics. This Body meets regularly, monitors the development of the situation with the migrants and takes appropriate measures. In July, an Action Plan with measures for dealing with the increased influx of refugees was formed. The Macedonian Security Forces are regularly out in the field for providing control and suppression of the groups that carry out illegal activities related to transfer of migrants.

According to the Ministry of Interior data, since the implementation of the amendments to the Law on asylum, 41.414 certificates were issued to foreign citizens. According to their citizenship, the largest number are from Syria –

33.461, then Afghanistan – 2.073, Iraq – 1.947, Pakistan – 1.198, Somalia – 561, Palestine – 560, Congo – 301, Bangladesh – 230, Nigeria – 142, Cameroon – 140, Eritrea – 140, Ethiopia – 109, and others, in smaller number. Since the beginning of 2016, this number is relatively decreasing, due to the period of the year which is not convenient for the refugees. The Republic of Macedonia communicates on a regular basis with the international community about the continuous increase in the number of illegal migrants on its territory, stressing the need for help in improvement of the limited capacities for dealing with the migrant influx and improving the collaboration with the other countries in the area of border politics and border control. We are searching for a solution to deal with the highly increased influx.

4. ARM contribution in handling the migrant/refugee crises

ARM is engaged in handling migrant/refugee crises in support of the police, in accordance with the decision of the President of the Republic of Macedonia since 21.08.2015.

4.1. ARM main task:

- Coordination and cooperation with Mol
- Handling with uncontrolled movement and entering in the territory of the Republic of Macedonia by the migrants and delivering them to the Mol
- Engineer support

To fulfil this task, ARM has engaged over 130.000 ARM representatives through 250 rotations

We put a 33.000 meters safety fence on the state border/South

To this moment we have stopped over 35.000 illegal border crossing

In handling migrant/refugee crises, ARM is coordinating, on permanent basis, with Mol, CMC (Crisis Management Center), representatives from the local government and other government agencies.

CONCLUSION

The migrant crisis represents a trigger which just initiates the debate on how should Europe or the European Union look tomorrow or after 10 years. Will it be a Union in which politicians like Viktor Orban will dominate, politicians that use the migrants to impose their own visions on how Europe or EU should look, or, the same spirit that formed the EU will be the predominant one, the spirit of unity, collaboration between nations and tradition?

Europe, and with that the European Union, has to have a common policy, to find a solution on how to protect its external borders. It is necessary to strengthen FRONTEX, and above all, to undertake appropriate measures for solving the crisis in the source itself, which is in the countries like Syria, Iraq and Afghanistan.

NATO and EU negligence towards the Balkans costs these countries a lot and that cost is increasing constantly. The European safety requires functional institutions, patrolling and monitoring of the border, migration services with biometrical and better capacities against the terrorism. The Balkan countries do not have the necessary capacities and resources. Europe should provide a joint answer to the migrant problem, because no country can solve it only with its own resources. The Republic of Macedonia expects from EU a treatment like a member country. We stress the solidarity and the joint responsibility as essential. Not less important is the need for adopting unified position in solving the challenges with the refugees and urgently addressing the long-standing conflicts as prime cause for the appearance of the migrant-refugee crisis.

In the short term, the USA should work with the EU and the UN to provide technical help for the Balkans. In the long term, Washington and Brussels have to work together to bring Macedonia and the other aspiring countries for EU and NATO membership closer.

The Republic of Macedonia is ready to work closely with the institutions and member states of the European Union in support of further development of the measures for dealing with this global problem. In this situation, the Republic of Macedonia has to be responsible, has to control its own borders, has to perform registration of the migrants due to the national and European regulations and the international law, and has to maintain good foreign policy and diplomatic relations with its neighbors.

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LEADERSHIP IN THE SYSTEM OF PROTECTION AND RESCUE IN CRISIS SITUATIONS

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Abstract: *Functioning in crisis situations requires leaders to implement new procedures in their work that will ensure successful overcoming of the crisis situation. Actually, one of the most important tasks of the leaders of an organization is to be able foresee the crisis and prepare for successful dealing with it.*

This paper presents an efficient model for achieving high scores of leaders that emphasizes the constructive approach and practicing situational leadership which should be solved and successfully exceed crisis in system protection and rescue one of the systems operation in crisis situations and display an the leadership in the Directorate for protection and rescue, local government units and forces for protection and rescue in Republic of Macedonia.

The purpose of the paper is to indicate the importance of effective leadership in dealing with natural and other disasters involving crisis the real lidership in the system of protection and rescue as well as recommendations for detected weaknesses.

Keywords: *leadership, crisis situation, protection and rescue.*

Introduction

Crises are the phenomena affecting natural and social goods and people. Leadership in Crisis situation is better and more efficient strategy for dealing with the crisis if it is determined timely.

Leaders understanding of the crisis, their emotions and competence to guide the organization, or the system in times of crisis is critical to their

successful resolution. Functioning in a crisis requires leaders to implement new procedures in their work that will ensure successful overcoming of the crisis situation. The great crisis experts expressed the opinion that the leader must always make the organization capable of, and to anticipate the crisis to overcome and always be ahead. According to theories of leadership key attributes of leadership are: consideration, initiating structure, participation, crisis management, and relations based on trust with followers.¹ It is important to note that there isn't ideal way to lead in crisis, it depends on the situation. According to some authors style of leadership can easily be changed, because it much depends on the personal characteristics of the leader².

The purpose of the paper is to indicate the importance of effective leadership in dealing with natural disasters and other accidents involving crisis, the real leadership in the system for protection and rescue, as well as recommendations detected weaknesses.

1. The situational leadership in crisis situations

According to the methodology of the Institute for crisis management, there are two basic types of crisis situations: sudden and gradual. At sudden crises there is no control of events, while at the gradual crisis small problems within the organization may become visible to stakeholders and at the end escalate into a crisis.

At sudden crisis are quoted natural disasters: floods, earthquakes, explosion at work, terrorist attacks, the environmental accidents and so on. At gradual crisis situations are indicated: bribery at the workplace, counterfeiting products, sabotaging of more active clients, improper handling of kidnapping, union unrests, technological disruption and so on.

In a crisis conditions it can be identified 5 stages of leadership and each of these stages there are certain requirements that must be met by the leader, as well as adequate leadership style that fits the given stage, ie situation.

The first phase is detection of crisis signals. In this phase certain skills are needed, approaches and preparations by the leaders.

The second phase is preparation or prevention for crisis situation. The successful completion of this phase depends on whether the leader and management has made a plan for dealing with crises put aside adequate resources for prevention of crisis.

¹ Yukl, G, (2002). An evaluative essay on current conceptions of effective leadership. *European Journal of Work and Organizational Psychology*, 8, 33-48.

² Bebek,(2005). *Integrativno vodstvo – leadership*. Zagreb: Sinergija nakladništvo:15.

The third phase is a damage control, and its successful implementation is conditioned by several factors, which include: the strategy of the organization to limit damage during a crisis.

The fourth phase is a phase of regeneration and includes: short-term and long-term plans to rebuild after the crisis, the leadership during the crisis to take into account recovery operations and parameters for performance evaluation.

The fifth phase is detection on what the organization learned from the crisis, that management has a view on the mistakes of behavior and whether the organization will change behavior to prevent future crises.

Of the above, you can identify leadership styles for each of the situations, and key competencies necessary for successful leaders to overcome the crisis situation in all phases.

1. Build trust with followers and creating a new way of thinking - necessary for transformational leadership. Transformational leadership includes exceptional form of influence that will promote the followers to accomplish more than what is usually expected of them. This process often involves a charismatic and visionary leadership.

2. Identification of a new approach to the organization / system, which is not as vulnerable to crises and providing quick decisions, competence for transactional leadership. Transactional leadership is based on upgrading the achieved results. To the commitment of the employees is influenced by setting goals, helping and rewarding positive actions and results.

3. Charismatic leadership assumes followers who are ready for heroic or above-average results that follow their leader, connecting the present with a better future. Charismatic leaders often demand and set new values and new organizational culture. Realization of brave actions is a competence of charismatic leadership.³

2. Competencies of leaders in crisis situations

2.1 General competencies of leaders in crisis situations

Leadership skills and competencies are powerful factors of efficiency in managing the crisis situations. Key competencies of leaders in crisis situations:

1. Possibility of optimizing electoral arrangements;
2. The complexity and ambiguity in strategies;

³ P. G. Northouse (2009) Leadership: Theory and practice. Thousand Oaks: Sage:175.

3. Strategies for new access to resources; and
4. Building of social / structural support.⁴

Crisis leadership mostly contributes to overcome the crisis through the wisdom and knowledge of the leader to combine these competences at the right time and the right way.

2.2 Emotional competencies of leaders in crisis situations

One of the factors that intensify the monitoring of the behavior of the leader is the emotional expression of the leader. Despite the negative emotions such as anger, sadness, it can be seen positive emotions such as optimism, empathy and hope. According to Madera and Smith especially significant is the role of rage ie anger and sadness. Besides these, many researchers have stressed the dangers of excessive worry and anxiety and the effects on others. Employees monitor the behavior of leaders in crisis and on the base of that to evaluate the competence of the leader.⁵

However, Bass and Avolio showed that positive emotions of leaders can inspire and motivate subordinates. On this basis theory of charismatic leadership is based, where leaders use emotions that cause similar feelings among the followers. Thus, using the positive emotions and articulating its vision, leaders develop a positive vision for the future and cause positive emotions among followers. Bono says that charismatic leadership is associated with emotions.⁶

Other theorists argue that transformation leaders also use positive emotions to motivate subordinates. Ekman claims that the expression of emotion on the face of the leaders is a source of information about the causes, understanding the internal state.⁷

To the emotions of the leaders the nature of the crisis has an influence, which determines the emotions. Regardless of the variety of crises, there are some common elements: events that are rare and less probable, a great danger to survival, are sudden and with short time to react, causing dilemmas regarding

⁴ Marta, A, at all. (2005). Influence of vertical migration pattern on retention of crab larvae in a seasonal upwelling system.

⁵ Madera, J., Smith, D. B. (2009). The effects of leader negative emotions on evaluations of leadership in a crisis situation: The role of anger and sadness, *The Leadership Quarterly* 20, 103.

⁶ Bono, J., Illies, R. (2006). Charisma, positive emotions and mood contagion, *The Leadership Quarterly* 17, pg. 317- 334.

⁷ Ekman, P., (, 1997). Should we call it expression or communication? *Innovation in Social Science Research* 10, pg. 333- 344.

possible decision in response to the crisis. According to Goleman's emotional competence helps to generate and control emotions that will positively influence followers and motivate them to overcome the crisis.⁸

According to the Mader and Smith's research, the following results were obtained: the leader who expresses anger and sadness in response to the result of the crisis will be greater than leader who separately expresses these emotions, only anger or only sadness. The effect of emotions for assessing leadership effectiveness is assessed through the effect on the participants. Furthermore, leadership accepting responsibility for mistakes is more appreciated than the non-acceptance of responsibility.⁹

3. Leadership in the system for protection and rescue at crisis situations

Leadership within the System for Protection and Rescue (SPR) as a function of management and a feature of human resources is necessary in all subjects of SPR and all functions of the SPR, but it seems that is particularly expressed in management and command with the forces for protection and rescue. in actions to protect and rescue the population and material goods of natural disasters and other disasters that lead to crises.

In the case of natural and other disasters, state government, local government, trade associations, public enterprises, public institutions and services engage the available forces and means for protection and rescue of people and material goods at the affected area. Proper engaging of available forces and means in actions for dealing with natural and other disasters and the successes they will have in the actions dominantly depend on leadership. In managing protection and rescue responsibility hierarchically from top-down follows in the following order:

The commander of the Headquarters for Protection and Rescue for its work is responsible in front of the government and the commanders of the regional headquarters for protection and rescue are responsible to the commander of the Headquarters for Protection and Rescue or Director of the Directorate for Protection and Rescue. Commanders of units and heads of teams in front of commanders of the regional headquarters for protection and rescue.

⁸ Goleman, D., (1998).The emotional intelligence of leaders. Leader to Leader, 20- 26.

⁹ Madera, J., Smith, D.B..(2009) The effects of leader negative emotions on evaluations of leadership in a crisis situation: The role of anger and sadness., The Leadership Quarterly 20,114

Commanders of municipal staffs for Protection and Rescue and the local headquarters for protection and rescue are responsible to the authority that forms them, and commanders of units in front of the commander of spatial headquarters for protection and rescue.

With units in the field command commanders and commands relevant units in the territory of which are engaged in actions for protection and rescue of people and material goods of natural and other disasters.

According to previous experiences first arrive forces of the owner and are managed by the headquarters of the local forces for protection and rescue of the owner of the territory where the action takes place, and direct actions with command leaders of the mobile teams or commanders of units.

If the action on the ground is engaged also the regional fire brigades with them manages and command commander

Once you engage the citizens and municipal forces for protection and rescue action, that is managed by the municipal headquarters for protection and rescue, command and commanders of units of protection and rescue.

If natural and other disasters exceed the municipality or the forces engaged on the ground are not sufficient, also are engaged the state forces for protection and rescue from the corresponding region. In that case directly on the ground is managed by the regional headquarters for protection and rescue and indirectly by the Headquarters for Protection and Rescue. If Republican forces from several regions are engaged, that directly is managed by the regional headquarters for protection and rescue who will determine Headquarters for Protection and Rescue.

All these chief executives in protection and rescue forces show more leadership competencies according to the theoretical review of leadership in crisis situations, will better motivate members in the forces protection and rescue and will be more effective and efficient actions for protection and rescue.

4. Review of results of the research and analysis of results

In the second half of 2016 a research was carried out about the managerial functions in the SPR including through a number of statements and questions is researched and leadership. The research was performed on employees in the Directorate for Protection and Rescue (DPR), local government units (LGU) in the protection and rescue, territorial firefighting units (TFU) and Forces for protection and rescue.

The research covered 440 respondents of the entire territory of RM. The research in this paper is presented through two statements and one question. In the research for leadership the following statements are concerned:

1. Managers in my organizational unit (OU) have adequate capabilities and skills.

2. My superior has experience as a true leader.

Statements include six answers, namely: 1 disagree, 2 partly agree, 3 agree, 4 significantly agree, 5 completely agree, 0 not participated. In the tables below the same are represented by numbers horizontally.

Table 1. Managers have appropriate capabilities and skills.

Subjects in SPR	Statements												Total	
	1	%	2	%	3	%	4	%	5	%	0	%	No.	%
Employees DPR and LGU	4	5,1	16	20,2	18	22,8	26	32,9	15	19,0	0	0	79	18,0
Employees TFU	31	25,7	39	32,5	21	17,5	6	5,1	24	19,2	0	0	121	27,5
Members of the force PR	0	0	16	6,6	75	31,2	46	19,2	75	31,2	28	11,6	240	54,5
Total	35	7,9	71	16,1	114	25,9	78	17,7	114	25,9	28	6,5	440	100

The table shows that most respondents 306 or 69.5% believe that their superiors in DPR, LGU, TFU and elders have in forces protection and rescue possess the necessary competencies for leadership, as opposed to 106 or 24.0% who do not think so. Respondents 28 or 6,5% did not know their elders, or have not been called in forces protection and rescue.

Table 2. Superior is a true leader.

Subjects in SPR	Statements												Total	
	1	%	2	%	3	%	4	%	5	%	0	%	No	%
Employees DPR and LGU	19	24,1	8	10,1	10	12,6	19	24,1	23	29,1	0	0	79	18,0
Employees TFU	52	42,9	22	18,2	16	13,2	9	7,4	22	18,3	0	0	121	27,5
Members of the force PR	6	2,5	19	7,9	98	40,8	38	15,8	54	22,5	25	10,5	240	54,5
Total	77	17,5	49	11,1	124	28,2	66	15,0	99	22,5	25	5,6	440	100

Possession of relevant skills and abilities are the path to leadership, but true leaders need more, in other words charisma, therefore a smaller percentage of respondents that consider their superiors as true leaders. From 289 respondents or 65,7% perceive their superiors as true leaders.

In the research for leadership the following to question It refers:

1. In your opinion, which features are most important for the person you want to lead you?

Table 3. The most important leadership traits.

Subjects in SPR	Answer												Total	
	knowledge	%	honesty	%	sincerity	%	tea spirit	%	courage	%	vision	%	No.	%
Employees DPR and LGU	21	26,6	21	26,6	15	18,9	10	12,6	2	2,5	10	12,6	79	18,0
Employees TFU	34	28,1	25	20,7	16	13,2	20	16,5	7	5,8	19	15,7	121	27,5
Members of the force PR	64	26,7	54	22,5	46	19,2	29	12,1	25	10,4	22	9,1	240	54,5
Total	119	27,1	100	22,7	77	17,5	59	13,5	34	7,7	51	11,6	440	100

All aforementioned human traits in the table are also leadership traits but participants in the SPR as the most important leadership traits accentuate knowledge and honesty. From 119 respondents or 27,1%, and 100 or 22.7%

believe that their superiors in order to perceive them as true leaders should have the knowledge and to be honest. After that follow the sincerity 77 or 17.5%, team spirit 59 or 13.5%, vision 51 or 11.6%, and the courage with 34 or 7.7%. And individually to all categories of respondents dominate knowledge and honesty.

Conclusion

The Management structures in the responsible entities: DPR, LGU, TFU and protection and rescue forces in SPR in order to be recognized by their employees more as leaders than managers should have appropriate common and emotional competencies. Possession and the combination of these competencies affect how and what leaders will be recognized in the managers by the employees.

Dominant types of leadership in crisis situations are transformational, charismatic and situational leadership. If transformational leadership is more about the redesign of the organizational structure and management of human resources, charismatic and situational leadership is especially important in crisis situations, such as actions for protection and rescue of the population and material goods of natural and other disasters.

SPR research shows that the dominant part of the management has the appropriate skills and competences and therefor from the employees are perceived as true leaders. This in turn results in their management actions protection and rescue to be successful. However there is a significant part of the leadership, about 1/3 which doesn't show leadership skills and competences, especially in the area of knowledge, honesty and sincerity in acting in general and particularly in crisis situations. It affects the quality and timeliness of decisions made in crisis situations brought by the managers and their communication skills.

For overcoming these weaknesses and improving leadership SPR in crisis situations in the future it is necessary to provide competent managers and development and implementation of educational programs for leadership in the SPR.

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MACEDONIAN PRESS FOR REFUGEE CRISIS IN KOSOVO AND THE CONSEQUENCES IN MACEDONIA

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Abstract: *On the press pages, as a mean for communication, information are obtained for different events that happened. From the press in 1999, it was found out for the refugee crisis on Kosovo which caused large distress at the population in Macedonia.*

Image for specific coming of the refugees from Kosovo at the beginning of 1999 in Macedonia filed the pages of Macedonian press. Press reported that due to the refugee crisis on Kosovo, there is constant advanced humanitarian catastrophe in Macedonia and safety and economic state became worse.

Press very really presented the events connected to the refugee crisis on Kosovo. Events are experienced as deeply thought human destiny. Refugee crisis on Kosovo and the consequences from it in Macedonia are symbol of human destiny through time and lessons are learnt from it today. Crisis as social category and moral destiny in Macedonian press was presented as evil, sign of panic to everyone that felt it in front of him. Refugee crisis as estrangement of people from their native land represents fear and notice that life ends everywhere where human step on the ground ends.

Macedonia was ready to accept 20.000 refugees but this limit exceeded very fast, so at the beginning of 1999, Macedonia was in front of humanitarian catastrophe number of refuges reached 360.000 people.

In the press it was stated that the reason for crisis consequences in Macedonia, for all troubles and suffering of people not only in 1999, but in the years that followed as a result of the created opinion, in a form of

strong conclusion, is the refugee crisis on Kosovo caused by the air attacks of NATO on 24th of March 1999 against SR Yugoslavia. On 10th of June 1999 the bombing of NATO to targets on Yugoslavia stopped.

Keywords: Macedonia, crisis, consequences, press, Kosovo

INTRODUCTION

In Macedonian print primarily on the pages of the newspapers “Nova Makedonija” and “Vecer” and other newspapers that were printed in the first half of 1999, articles were published, in some of them it was stated that “Refugee crises’ from Kosovo in 1999 did not only become a sign of disintegration of large and life capable political aims, but also became a synonym for returning towards people’s destiny, due to obsolity, primitivism and barbarian behaviour.

The agents for refugee crisis are described as people who do not want to adjust to the standards of behavior, thought as norms from and for the civilized world.

Issue for the refugee crisis from Kosovo, war on the area of the former SR Yugoslavia and the consequences in Republic of Macedonia united dozen of scientists, analyticities and journalists from every angle or in another way they tried and they still do to answer the question” Why did it have to happen?

Seen from the aspect of Republic of Macedonia, refugee crisis from Kosovo and military actions performed by NATO alliance on he territory of SR Yugoslavia made unwanted and hard consequences in the further socio economical development of R.Macedonia.

Intrest for the newly developed state in Republic of Maceodnia as well as for its future development, beside the USA, showed the other two European and global “players” – European Union and Russia. That gives to the whole situation additional dose of warning and precaution.

POLITICIAL STATE

From individual articles published in the press that was printed in Macedonia during 1998 and 1999 we found out for the situation on Kosovo, for the attack of NATO-alliance to the strategic targets of SRY and the Refugee crisis on Kosovo. So, in the newspaper “Nova Makedonija” from 2 December 1998 an article was published “Negotiations for Kosovo in critical phase” by Tatjana Stankovik, constant reporter from Belgrade who found out for the situation in Kosovo at the end of 1998.¹

¹ Tatjana Stankovik, Negotiations for Kosovo in critical phase, newspaper “Nova Makedonija” 2. 12. 1998, LIV, number 18558, 8.

Tatjana Stankovik in her article "Christopher Hill in Belgrade. Final decision for Kosovo is getting closer", published in newspaper "Nova Makedonija" on 2 December 1998² writes for the attitudes of the official Belgrade and the attitudes of the Albanians who were engaged in the negotiation process for solving of Kosovo issue. After falling apart of Yugoslavia it can be freely said that until the beginning of 1997 for Kosovo issue in Belgrade state and political leadership there was some lull. President Slobodan Milosevic considered that due to Dayton's agreement Western countries would not be interested for Kosovo issue and he will put it under its control.³ In one word Milosevic considered that this issue will be solved according to his recipe.⁴

Kosovo is Serbian territory and according to all international rules president Milosevic considered that he has international power and he did not pay much attention to more frequent international conferences which had unofficial character, which were held on the West and primarily in the USA, but they were of large importance for the future of Kosovo, analogy to the ipso facto and for Serbia itself. That is time when Washington project was active for ethnical relations all who were involved were informed that the same project has large influence to the state administration in Washington when ethnical or similar issues are in question of smaller people on different meridians in the world. On the conferences there were usually representatives of the Western countries and from Kosovo.⁵

On the conferences participation of representatives of the government of SRY was not noticed. By the participants on the conferences from the West messages arrived to the highest state political leadership of SRY among the other it said: "Be careful Kosovo issue is in front of your door you cannot be silent for longer period, it will struck into your head very, very fast".⁶

In the article "Richard Holbrook comes to Kosovo", published in the newspaper "Nova Makedonija" on 15 December 1998 it was revealed that

² It is known that Albanian did not have their middle age state, so most probably is one of the reasons for appearance of their national consciousness and originality, somewhere at the end of XIX century, with the first "Prizren league". After the First World War with Versaille peace treaty from 1919 the territorial and state integrity of Albania was confirmed.

³ Tatjana Stankovik, Christopher Hill in Belgrade. final decision for Kosovo is getting closer, newspaper "Nova Makedonija", 2. 12. 1998., LIV, number. 18560, 1, 6.

⁴ John R. Lampe, Yugoslavia as History Twice There Was a Country, 1996, 10-11.

⁵ Slavko Milosavleski, Ambassador notes, Ljuboten, Skopje, 2006, 48-52.

⁶ Tatjana Stankovik, Sharp exchange of messages between the USA and SRY. Federal Parliament in defense of Miloshevic, newspaper "Nova Makedonija", 6. 12. 1998, rod. LIV, 6p. 18560, 1, 6.

Kosovo issue at that time was a side matter of the overall ruling party of SRY. This can be seen from the opinion of Vlado Stambuk, a professor of political sciences at University in Belgrade, senior official of JZL and close associate of Mira Markovik.⁷ In the head office of JZL professor Stambuk was liable for foreign affairs.⁸ He was convinced in the historical mission for salvation of Serbia. According to him Kosovo issue for Serbia does not exist. Albanians themselves artificially created that issue. Profesor Stambuk considered that Albanians on Kosovo⁹ according to the Constitution from 1992 as well as the other minorities have the same rights which are on higher level than in any other European state. Albanians from Kosovo do not have a reason not to be satisfied from the rights that are guaranteed by the Constitution, by their ignoring of the Constitution of SRY from 1992 they ignore the state where they live.¹⁰

From the article "UCK is present for one side, for the other is not and for the third one it is hiding" published in the newspaper "Vecer", 30, 1, 2, 3 May 1999 it is found out that in Kosovo it was noticed action of significant number of different armed formations of Albanians. Their number increased more and more, especially in 1997 and 1998. They were organized in brigades and higher forms of military organization to supreme commands and headquarters.¹¹

In November 1997 on a mortal ceremony of a murdered teacher in confrontation with the Serbian police, for the first time publicly appeared on the scene Liberation army of Kosovo (UCK).¹²

Involvement of the International community in solving of Kosovo issue by itself reduced the power and authority of the president Milosevic himself. He was strongly convinced that he has the key for Kosovo issue in his hands and that is internal issue of SRY or more precisely Serbia. In Serbian offensive in 1998 UCK

⁷ Richard Holbrook comes to Kosovo, newspaper "Nova Makedonija", 15. 12. 1998, LIV, number 18569, 6.

⁸ Shtambook attends lunch with several ambassadors at Slovak embassy where he was invited by the ambassador Moyzita

⁹ Kosovo Parliament on 2 August 1990 proclaimed "Constitutional declaration" for independence of Kosovo, while on 7 September 1990 in Kachanik, Constitution of Kosovo was proclaimed.

On 26-30 September 1991 Albanians from Kosovo come out for independent and sovereign country. On 24 May 1992 Kosovo had the first parliament elections that were won by the Democratic union of Kosovo led by PhD Ibrahim Rugova who was elected for the first president of independent Kosovo.

¹⁰ Archive of Yugoslavia fund:130, k.8, aj. 32.

¹¹ UCK is present for one side, for the other is not and for the third one it is hiding, n. „Vecer“, 30, 1, 2, 3. 5. 1999, XXXVII, number. 11083, 8.

¹² Archive of Yugoslavia fund:130, k.84, aj. 56.

suffered great loss. Western forces also in their own way crystallized their interest on Kosovo.¹³

After the offensive against UCK, the Government from Belgrade approached to a strategy for negotiations with Kosovo Albanians. They wanted to reach Parliament resolution for Kosovo without International Mediation. At that time situation on Kosovo deteriorated a lot especially after liquidation of Jashari at Srbica. Negotiations were led between Serbia and Kosovo.

In October 1998 a meeting was held between Milosevic and Holbrook. SRY was forced to accept a mission of observers of OSCE which number was about 2000 and after that it increased to more than 3000 people. Their purpose was to monitor the situation on Kosovo that is to conduct the Resolution of the Safety Council at UN.¹⁴

From the article of Tatjana Stankovik titled "Christopher Hill in Belgrade. Final decision for Kosovo is getting closer" published in the newspaper "Nova Makedonija" on 2 December 1998 it was found out for the plan of Christopher Hill for solution of "Kosovo Issue". To the end of November 1998, Christopher Hill, an American ambassador in Macedonia and special mediator of the USA for Kosovo after talking to Ibrahim Rugova and Nikola Shainovik in Prishtina stated that "negotiation process for solution of Kosovo issue is in new, critical phase and a moment is coming when it is necessary to join the different ideas and a draft agreement to be worked on".¹⁵

Christopher Hill after the negotiations from Prishtina left to Belgrade. On 3 December 1998, in Belgrade, Christopher Hill had a meeting with the president of Serbia Milan Milutinovic and handed in the newest document for solution of Kosovo, created after the remarks that Serbian and Albanian side had on the previous version. On the meeting with the president Milan Milutinovic, ambassador Christopher Hill gave positive grade for the remarks which on the previous version gave the Serbian side, but he also evaluated that some of them as well as the comments that he heard in Belgrade surely represent "denial of the part of the peace process in Kosovo." At that time close diplomat of Hill among the other stated: "We are approaching to the final decision of Kosovo issue and we hope that forced international pressure and presence of the international

¹³ Restrain is demanded by both sides ,newspaper "Nova Makedonija", 17. 12. 1998, LIV, number 18571, 1, 5.

¹⁴ Slavko Milosavljevski, Ambassador notes..., 58-63.

¹⁵ Tatjana Stankovik, Christopher Hill in Belgrade..., 1.

community on Kosovo will help to come closer to the decision of the issue on Kosovo“.¹⁶

Hill continued his shuttle diplomacy from Belgrade to Prishtina where he talked to Ibrahim Rugova and to other people participnats in the Albanian negotiation team. Regarding the contacts with UCK Hill stated “Rugova is accepted as main negotiator of Kosovo Albanians but also” UCK was prepared to be included in the process of the political solution of the crisis”.¹⁷

Vice president of the Government of Serbia, Tomislav Nikolik promised to the citizens of Serbia that the Government will announce parallel the plan of Hill and Declaration for Independence of Kosovo where to the Albanians from Kosovo offered all rights and that will not allow widening of the rights of the Albanians on Kosovo from what was written in the Declaration. Government of Serbia considered that “Plan of Hill is unacceptable, because indirectly offered to the Albanians an independence“. It was also confirmed by the mediator from Prishtina vice president of the Federal Government and senior official of SPS, Nikola Shainovik after his returning from Kosovo to Belgrade on 2 December 1998. He publicly criticized the plan of Christopher Hill confirming that what is “offered by the Americans is absolutely unacceptable for SRY and it is out of the frames for Agreement Milosevic-Holbrook”.¹⁸

European diplomatic sources confirmed that Serbian plan for Kosovo and Declaration do not open the way for a dialogue with Albanians from Kosovo. That represented strong signal for Washington that Belgrade will not accept the plan of Hill which from a draft into a draft more and more is distanced from what was agreed between Milosevic and Holbrook.¹⁹

From the article “Sharp exchange of messages between USA and SRY” the Federal Parliament in defense of Milosevic” published in the newspaper “Nova Makedonija” on 5 and 6 December 1998 it was found out that according to the evaluations of the official Belgrade ,the attitudes of the USA for support of Kosovo “are destructive and put in direct function for support and help of the separatism and terrorism and financing of the opponents of the independence stability and progress of SRY”.²⁰ Authorities from Belgrade considered that it is

¹⁶ Ibid

¹⁷ Archive of Yugoslavia fund: 130, к.84, aj. 62.

¹⁸ Archive of Yugoslavia fund: 130, к.82, aj. 59.

¹⁹ Archive of Yugoslavia fund: 130, к.85, aj. 32.

²⁰ Ibid

put into service of "those whose declared aim is redrawing of the international borders, creation of so called Great Albania on the account of the territories of the independent states from the region".²¹ Parliament of SRY and Declaration for decision of the problem on Kosovo judges the contacts and cooperation of the senior American representatives with the Albanian terrorists on Kosovo.

Official Belgrade sent a message to the USA if they really wanted democratic Serbia and SRY then they could manage that by abolition of the economic sanctions and pressures to Serbia and SRY authorities in Belgrade considered that direct interference of the USA in the state order of SRY represented serious violation of the good customs in international relations and the international law.²²

REFUGEE CRISIS AND THE CONSEQUENCES IN MACEDONIA

In December 1998 situation on Kosovo deteriorated more and more. Army of SR Yugoslavia started to be fixed on the border to Republic of Macedonia.

President Gligorov asked help by the Secretary General of UN Kofi Annan to continue their mission in Macedonia. Gligorov in that direction asked help from the USA. The situation in Kosovo became more and more serious. Macedonia started to prepare acceptance of refugees from Kosovo.²³

On 24 March 1999 NATO Alliance started with bombing on different strategic targets on the area of SR Yugoslavia.²⁴

Due to the crisis situation in Kosovo a large number of refugees from Kosovo began to enter in Republic of Macedonia. According to the registration of the Red Cross on 2 March 1999 only in Tetovo 1547 people were registered who largely stayed in families of Macedonian Albanians.²⁵

With the beginning of bombing of NATO on SRY, number of refugees from Kosovo rapidly increased. So, on 26 March 1999 this number reached 13626 people and on 2 April 1999 according to the humanitarian association "El Hilal" number of refugees from Kosovo reached 50000 people, who stayed in

²¹ Ibid

²² Tatjana Stankovic, Sharp exchange of messages between the USA and SRY. Federal Parliament in defense of Miloshevic, newspaper "Nova Makedonija", 5. 12. 1998, LIV, number 18561, 6.

²³ Ibid

²⁴ D.R Detonations by airplanes of NATO shake Macedonia. Horrible explosions in many cities, newspaper, "Nova Makedonija" 30. 4. 1999, . LV, number 18681, 5.

²⁵ V. Tasevska, Number of refugees in Macedonia alarming grew, newspaper "Nova Makedonija", 6. 5. 1999, год. LV, бр. 18684, 5.

Kumanovo, Skopje, Tetovo and Gostivar. According to the data of the Ministry of Internal affairs of Republic of Macedonia on 16 April the same year 122895 refugees entered in Republic of Macedonia from Kosovo.

On 27 April 1999 number of refugees reached to 180000 people. Ministry of Internal Affairs informed that on 3 May 1999 221000 refugees were registered from Kosovo that is to say the total number of refugees reached 224357 people.

From the article "Camps will explode from refugees" published in the newspaper "Vesnik" from 7 May 1999, we found out that the refugees crisis from Kosovo had negative influence to the overall state in Macedonia in order to transform Macedonia into a zone of instability and by that to increase all potential dangers that can endanger each segment of Macedonian national interests.²⁶

Macedonia was ready to accept about 20000 refugees. The number of refugees from Kosovo increased more and more and for a very short time the total number of refugees Albanians who entered in Macedonia from Kosovo in June 1999 reached 379523 people.

Since April 1999 Macedonia was in front of humanitarian catastrophe. The situation on its Northern neighbor deteriorated more and more. Macedonia was in difficult situation due to the announcement of humanitarian catastrophe from the enormous influx of refugees from Kosovo and that is why the president Gligorov in order to find an exit from the crisis of its country from 4 to 9 April 1999 had intensive telephone contacts with Bill Clinton, with Secretary General of NATO Javier Solana, with Chancellor Schroder and other.²⁷

On 8 April 1999 Assembly of Republic of Macedonia discussed the safety state of the country Secretary General of NATO Javier Solana in Brussels on 9 April 1999 talked to the Ministries of Republic of Macedonia Dimitrov and Kljusev and stated that the safety of Republic of Macedonia is direct concern of NATO alliance. At the Summit of EU in Brussels (14-15 April 1999) dedicated to Refugees' crisis, proposals were presented by the Secretary General of UN Kofi Annan. President Gligorov addressed in front of the members of the Summit in Brussels regarding the actual military political situation in Macedonia. He requested NATO alliance to guarantee the safety of Macedonia.²⁸

In Kumanovo on 8 June 1999 negotiations started between NATO and SR Yugoslavia for signing peace treaty. On 9 June 1999 after the adoption of the

²⁶ Camps will explode from refugees, newspaper "Vecer", 7 May 1999, .XXXVII, number 11087, 5.

²⁷ PhD Trajan Gocevski, Crisis in independent republic of Macedonia, Skopje, 2010, 208-209.

²⁸ Ibid.

Resolution of UN for mediation of the international forces in Kosovo under command of NATO, Peace treaty was signed between general Jackson and generals of SRY. By signing of the contract in Kumanovo on 9 June 1999 an end of the war was put in SR Yugoslavia.²⁹ NATO stopped the air attacks to SR Yugoslavia. President of SRY Slobodan Milosevik according to the Contract in Kumanovo gained certain guaranties for protection of the territorial integrity of SR Yugoslavia. According to this contract army and police of SRY started to retreat from Kosovo while the province Kosovo planned to be under protectorate of UN.³⁰

On 26 June 1999 organized returning of the refugees from Macedonia to Kosovo started. Till 29 June 1999 same year more than 160.000 refugees left Macedonia. According to the disposable statistic data more than 55.000 Kosovo refugees remained to live in Macedonia. Refugee's crisis from Kosovo and the war of NATO alliance to SRY surely had negative influence to all spheres of human living in Republic of Macedonia.

CONCLUSION

Undoubtedly, starting from the disintegration of Yugoslavia up till the beginning of the 1997, regarding the "Kosovo issue" there was a standstill among the political leaders. The president Slobodan Miloshevik thought that due to the Dayton Agreement the western countries wouldn't be interested in the "Kosovo issue" and that he would take it under his control.

The authorities in Belgrade were convinced that this was a historic mission, one to save Serbia. According to Serbian authorities, the "Kosovo issue" did not exist. It was an artificial problem created by the Albanians living in Kosovo.

There were sightings of numerous Albanian armed formations operating in Kosovo.

The involvement of the international community in terms of solving the "Kosovo issue" decreased the power and the authority of president Miloshevik. European diplomatic sources claimed that the Serbian plan for Kosovo and the Declaration make no improvement in the dialogue with the Albanians living in Kosovo.

Official Belgrade sends a message to USA that if they are truly interested in democratic Serbia and SRY, then they can accomplish it by revoking economic

²⁹ G.M The war ended,newspser "Vecer", 11.6. 1999, XXXVII, Number 11117, 3.

³⁰ Ahil Tuntev Republic of Macedonia,first decade (1990-1999), MI-AN, Skopje 2005, 59.

sanctions and the pressure on Serbia and SRY. Belgrade authorities consider that direct interference of USA in the state constitution of SRY presents a severe violation of the welfare of the international relations and international law.

It was March 24th 1999, the day when NATO started the bombing of various strategic aims in SR Yugoslavia.

Due to the crisis in Kosovo, a large number of refugees started entering the Republic of Macedonia. The beginning of the bombing rapidly increased the number of refugees from Kosovo. In a short period of time, the total number of Albanian refugees that entered Macedonia reached 379523.

June 9th 1999, after the acceptance of the UN resolution for deployment of international military forces in Kosovo under the leadership of NATO, a peace treaty was signed between general Jackson and generals from SRY. Signing the treaty meant putting an end to the war in SR Yugoslavia. June 26th 1999 started the organized return of the refugees to Kosovo.

Unquestionably, the Kosovo refugee crisis and the war of NATO in SRY had harmful repercussions on every aspect of living in the Republic of Macedonia.

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ROLE OF THE ARMED FORCES OF THE REPUBLIC OF MACEDONIA (ARM) IN THE CRISIS MANAGEMENT SYSTEM

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Abstract: *Considering that modern threats and challenges are highly dynamic, occurring in a short period of time and often surprising, the response to such threats and challenges is one of the most important factors. In order to shorten timeframe and to successfully deal with contemporary threats and challenges the entities responsible for national security, need to be trained for fast and high-quality implementation of the planning and decision making procedures for managing such challenges and threats as a state and on international level. Republic of Macedonia in the past period of eleven year continuously contributing to international operations led by the UN, NATO and the EU, and has a strategic commitment in the future to continue with that contribution and thus promotes peace and protection of its security interests. For efficient and effective realization of these goals is important ability of ARM to work in a multinational environment, especially in the area of operations planning. The research was done with some of the staff of the commands and units of the ARM at the operational level. Canvassing, comparative methods and results used during the study are presented in the paper. During canvassing is seen the level of implementation of planning processes at the operational level in the Army. With this research process are perceived: ability of staff of commands and units of the ARM at the operational level for crisis response operation planning, documents*

governing the planning process which are in use of the ARM and the degree of familiarity with such documents which provides interoperability with the Crisis Response Operations Planning in NATO. Crisis response operations planning trained staff at the operational level provide better interoperability of the Army in frameworks of NATO and thus more successful promotion of peace and protection of the security interests of the Republic of Macedonia.

Keywords : *planning , operational level, security , operations, crises.*

1. Structure and Functioning of the National Security System

The Republic of Macedonia builds its national security system in accordance with the assessment and reality arising from contemporary challenges, threats and risks at a national, regional and international level. Although, according to the estimates, Macedonia's security is not under a direct conventional threat, bearing in mind contemporary living conditions, the Republic of Macedonia should pay special attention to security, at a national as well as global level. Aiming at fully grasping the concept of security of a particular country, this paper provides definitions of security by different experts in this area. Out of numerous definitions, we will list the following "Security is the state of countries in which there is no threat of military attack, political or economic coercion, and they can develop without restriction"¹ or, "security is a state of being protected or not being exposed to danger, as well as the absence of fear, insecurity and suspense"². There are also claims that "security is one of the central factors of social life and work, regarded as one of the existential human issues, which become entirely evident when one finds oneself in critical and dangerous situations".³ There are several authors in the Republic of Macedonia dealing with security issues, who define security as follows: "Security is a structural element of the social system, including all its individual segments, acting in mutual interdependence, and thus regulated, it enables meeting the needs of the entire society."⁴ The following interpretation is also acceptable to a great extent, and it states the following: "security, in the broadest sense, is a state of stability in nature and the country arranged due to preventive protection and defence of various sources and types of threats, so as not to cause imbalance in

¹ Definition provided in a 1995 UN study on this issue

² Zoran N., Ratko N. (2000). *War, Peace and Security*, Makedonska Riznica, Kumnovo, p. 376

³ Ibid

⁴ Ibid

society and nature that would compromise the physical and/or social and spiritual integrity of people”.

Theory defines the concept of security also as organization, which basically indicates the bodies and services dealing with certain aspects of security. The National Security Strategy defines national security as a state which provides protection of core values of society and its institutions, and all security risks are minimized. Having in mind these definitions of security, we can conclude that actions of security can be implemented systematically in a planned and organized manner⁵ - the so-called – security system. Security system is a form of organization and functioning within the society for implementation of specific activities and measures of preventive and repressive nature, taken to preserve sovereignty, constitutional order, fundamental freedoms and civil rights, as well as all other values of all forms and types of threats at all levels⁶. The organization and implementation of the national security system of the Republic of Macedonia best reflects the specific degree of organization of social opportunities to perform important security functions in Macedonia. The Republic of Macedonia coordinates ensuring security of its citizens with the free action of individuals and civil society. The national security system of the Republic of Macedonia is established to provide harmonized relations with the socio-political and legal system of the country, the international-legal basis, and follows modern conditions and trends in the field of national security. The national security system of the Republic of Macedonia is founded on the principles of contemporary developed parliamentary countries, capable of securing external and internal aspects of security, i.e. responding to all forms and types of threats to national security of the Macedonian society. The main function of the national security system is based on the timely detection and prevention of all types of hostile and antisocial actions, endangering vital social values.

The successful functioning of the national security system is based on the complementarities of organization, and functioning of its entities.

Dealing with contemporary security threats should factor in all key aspects of a certain people and society. Military and security aspects cannot be analyzed in isolation. Instruments of national power within the functioning of the society are

⁵ A system is an external (empirical) expression of the organization of certain activity in society, which satisfies a vital need of the entire society

⁶ Mitko K. (2000) *National Security of the Republic of Macedonia*, Book I Macedonian Civilization, Skopje, p. 79

supplemented by internal components, national, and local government, including the rule of law, educational system, commercial sector and the institutions dealing with health protection. These independent components are inseparable from culture and history, on which a nation or society is founded. The identification and understanding of the integral parts is the basis for each operation in this field.

Experience has shown that contemporary risks and threats exceed the resources and capabilities of separate governmental institutions and exceed the limits of individual countries. These threats not only concern the security and defence policy, but also the policies of other departments, such as: external, economic, and social policies, health, and environment policies. The establishing of a security system capable of dealing with these challenges requires efficient coordination at the highest level with all these departments.⁷

A security system regulated in this manner is functionally and structurally connected to military activities, i.e. the armed forces of the Republic of Macedonia (ARM) as one of the basic mechanisms of ensuring national security. Operational elements of society, the basic goal of which is ensuring security, are the main elements of the national security system of the Republic of Macedonia⁸. The common elements, main pillars of national security systems of modern societies, which Macedonia is part of, are shown on Figure 1.

The defence sector (including ARM), as a part of the security structure, is managed by the Assembly of the Republic of Macedonia, the President, the Government, and the Defence Minister.⁹ The ministries and the other bodies of the public administration, as well as the administrative organizations in wartime, monitor the execution of documents on operation in the areas they refer to, and take measures for the execution thereof.¹⁰

The Republic of Macedonia builds its defence as a subsystem of national security, and it consists of the armed forces and the civil defence forces. The defence department, as a part of the integrated security system, takes part in and

⁷ Vlado B. (2005). *Crises Management in the Republic of Macedonia*, Ministry of Defence of the Republic of Macedonia, p.13

⁸ Mitko K. (2000). *National Security of the Republic of Macedonia, Book I* Macedonian Civilization, Skopje

⁹ Assembly of the Republic of Macedonia. (2001). *Law on Defence*, Official Gazette of the Republic of Macedonia №.42/2001, p. 1

¹⁰ Assembly of the Republic of Macedonia. (2001). *Law on Defence*, Official Gazette of the Republic of Macedonia №.42/2001, p.9

collaborates with the other segments of the national security system, especially with the police in fighting terrorism, border security, etc.

The defence system is also a key instrument in protecting and promoting the lasting, vital and important interests of the Republic of Macedonia. The main purpose and role of the armed forces as a unique set of effectively structured, multipurpose, interoperable and deployable forces, primarily refers to fulfilling national and international responsibilities, whereas civil defence provides continuity in the functioning of the country and its political and economic system, supports armed struggle and the armed forces, and participates in protecting the population.

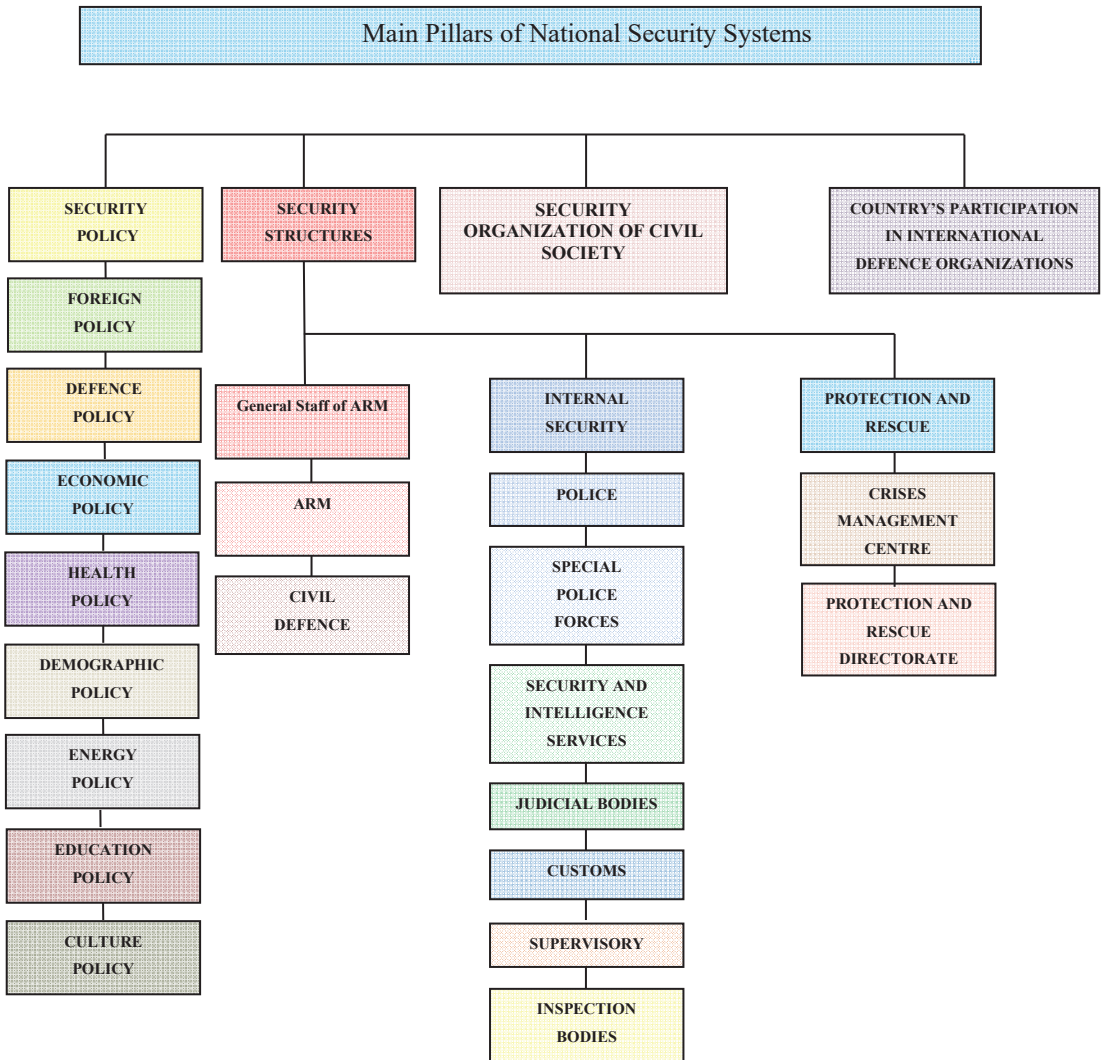


Figure 1. The basic pillars of the system of National Security

Due to the importance of defence to national security, its implementation and the authority of the institutions, as previously mentioned, are laid out in the highest acts, such as the constitution, and specific laws. The development and maintenance of the security and defence system is one of the core tasks of the Government of the Republic of Macedonia, protecting the interests of citizens by enhancing capabilities for the creation and establishing a defence policy; it is

responsible for decision making on collective defence, and the contribution of ARM in international operations.

The Defence Ministry is responsible for the development and maintenance of the national defence system, comprehensive support to ARM, strategic planning, efficient management of defence resources, international defence cooperation, enhancing the capabilities for defence planning with the North Atlantic Treaty Organization NATO, preparation for integration in the political and military NATO structure and continued contribution in international operations.¹¹ The Defence Ministry organizes and implements training activities with the bodies of the public administration, the local government units, trade companies, public companies, institutions and services; organizes and ensures the functioning of an integrated communication-information system, provides professional assistance to the ministries and other bodies of the public administration, and the administrative organizations in the implementation of the preparations in the field of defence¹².

The role of the armed forces of the Republic of Macedonia in support of the police and other public institutions is regulated by the Law on Defence and the Law on Crises Management. Aiming at more successful realization of the cooperation of institutions responsible for national security, it also has drafted and approved several directives and practical operating procedures. The place of the Defence Ministry and ARM in the national defence system can be seen on Figure 2.

¹¹ Ministry of Defence of the Republic of Macedonia. (2012). White paper of Defence, Ministry of Defence, Skopje, p.29

¹² President of the Republic of Macedonia (2010) Defence Strategy, Official Gazette of RM, №. 30, p. 8

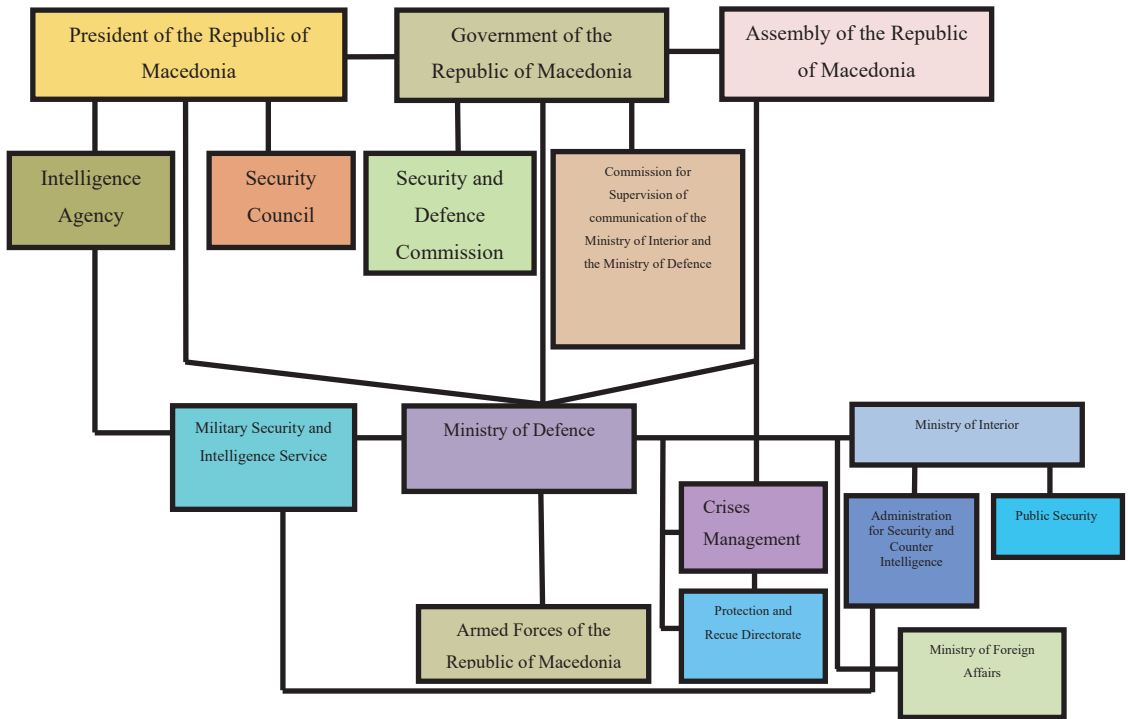


Figure 2. Ministry of Defence and the armed forces in the system of National Security

2. Missions and Tasks of ARM in the National Security System

National defence is aimed at continued enhancing of the defence capabilities and development of the defence system, as well as protection of the lasting interest, participation, assistance, and cooperation in protecting the vital interests of the Republic of Macedonia. This refers to optimal, and in accordance with the possibilities and needs, equipped and prepared armed forces, as well as adequately prepared civil defence employees to respond to the risks and threats to the security of the Republic of Macedonia.

ARM, as an element of national security, is organized, prepared, and trained to conduct armed struggle and combat, as well as other activities, for the realization of its constitutional function to defend the country.¹³

¹³ Assembly of the Republic of Macedonia. (2001). *Law on Defence*, Official Gazette of RM №.42/2001 p.9

ARM is organized so as to perform doctrinal tasks set by the Defence Strategy of the Republic of Macedonia, primarily for the preservation of the territorial integrity and independence of the country.

The armed forces are comprised of branches and services, organized in units, commands, headquarters and institutions¹⁴. In accordance with the capabilities and purpose, they are grouped in combat forces, forces of combat support, and forces of combat-service support. The General Staff of the armed forces of the Republic of Macedonia performs operational and professional tasks in the process of planning, organizing, preparing, and commanding of the armed forces in their entirety or parts of them, in the process of performing tasks arising from strategic defence missions.

ARM, as the armed forces of the citizens of the Republic of Macedonia, with its active duty and reserve forces, is organized, prepared, and trained to conduct armed struggle and combat, as well as other activities for realization of its constitutional role and function to defend the Republic of Macedonia, as well as for participation in missions and tasks for defending and keeping peace and security, and antiterrorist actions in the country and abroad, in collaboration with or as part of the collective security and defence of NATO, EU, the Partnership for Peace.¹⁵

Based on the assessment of future security threats, risks, and challenges to national security of the Republic of Macedonia, the Strategy defines strategic defence missions and guidelines for their implementation, gives a vision for development of the capabilities of the Ministry of Defence and ARM, and identifies the necessary resources for maintenance and development of the defence system.¹⁶ The following priorities, missions and tasks of ARM are planned in accordance with the estimated security threats in the realization of the permanent, vital, and important interests of the Republic of Macedonia:

- 1) Monitoring and anti-aircraft protection of national airspace and connection to the NATO Integrated Air Defence System;
- 2) Participation in international arrangements (multilateral, regional and bilateral) for patrolling the national airspace;

¹⁴ Assembly of the Republic of Macedonia. (2001). *Law on Defence*, Official Gazette of RM №.42/2001

¹⁵ Ministry of Defence of the Republic of Macedonia. (2012). *White paper of Defence*, Ministry of Defence, Skopje, p.35

¹⁶ President of the Republic of Macedonia (2010) *Defence Strategy*, Official Gazette of RM, №. 30, p. 1

- 3) Supporting police and other public institutions in the process of protection of critical national infrastructure, and supporting in coping with consequences in case of terrorist attacks;
- 4) Supporting public institutions in case of natural disasters and epidemics, technological and other crises;
- 5) Rapid deployment of credible forces in multinational joint operations led by NATO, away from national territory, and in NATO collective defence operations;
- 6) Effective command and control in accordance with the requirements of the NATO concept on networking and protected communication and information capabilities;
- 7) Effective military intelligence and reconnaissance in support of ARM expeditionary operations;
- 8) Logistics sustainability of deployed national contingents, including capabilities for joining multinational logistics;
- 9) Role 2 Medical support of deployed contingents;
- 10) Survival and protection of forces in close combat and CBRN threats;
- 11) Defence of forces from improvised explosive devices (IEDs);
- 12) Conducting operations in complex geographical and climate conditions, including extreme hot and dry conditions;
- 13) Operations in an urban environment;
- 14) Training of all units, particularly deployable capabilities in accordance with the NATO doctrine and procedures pertaining to command and control, and joint and combined land operations;
- 15) Developing the capabilities of civil-military cooperation;
- 16) Contributing to the broad spectrum of peace-support operations led by UN, NATO, EU, and coalitions;
- 17) Contributing to the NATO military structures;
- 18) Multilateral and bilateral defence cooperation.¹⁷

¹⁷ Ministry of Defence of the Republic of Macedonia. (2012). *White paper of Defence*, Ministry of Defence, Skopje

3. ARM's Interoperability with National Entities in Crises Response

3.1 Definition of crises

Experts dealing with the issue of emergence and handling modern crisis, as well as official institutions in various countries, provide different definitions of the concept of crisis, such as the following: A crisis is an incident or a situation, which escalates quickly and creates conditions of diplomatic, economic or military significance, for the resolving of which the President or the Secretary of State of USA deems necessary to contribute by the American armed forces, and resources to achieve national objectives.¹⁸ Crisis is an unstable, or an extremely problematic or dangerous period¹⁹. Crisis, regardless of whether it has been previously identified or upon its emergence, usually indicates the point from which events become worse.²⁰ Crisis is the state which threatens basic values, permanent, and vital interests of the country, i.e., the constitutional order and security of the Republic are in danger.²¹ The concept of crisis can also be used to indicate a period of extreme instability; and the crises management (taking the necessary steps to overcome the crisis) to prevent its escalation into a conflict, to end hostility, and up to the point its causes are resolved.

Based on the aforementioned definitions of crises, we can conclude that crises have life characters and their own intensity, and there might be no need for their management or adopting resolutions, whereas the key political priority is to prevent a conflict or any other form of crises that might arise. Crisis management relies on the process of prevention, which refers to resolving crises before they evolve into conflicts, while planning the response to a possible escalation²². Crises in their nature are autonomous regarding their development and probability to mutate, which means their resolving by using any kind of military or

¹⁸ Chairman of the Joint Chiefs of Staff. (2010). *Joint Publication 1-02, Department of Defense Dictionary of Military and Associated Terms*, Publishing Directorate, Washington, DC,

¹⁹ The Development, Concepts and Doctrine Centre.(2008). *Joint Doctrine Publication 0-01 (JDP 0-01) (3rd Edition)*, Shrivenham, UK, p.1-10 available at www.dcdc.dii.r.mil.uk accessed on 20.01.2013

²⁰ Trajan G., Marina M., (2001). *Crisis Management*, Makedonska Riznica, Kumanovo,

²¹ Assembly of the Republic of Macedonia. (2005). *Law on Crises Management*, Official Gazette of RM №.29/05 /2005

²² The Development, Concepts and Doctrine Centre.(2008). *Joint Doctrine Publication 0-01 (JDP 0-01) (3rd Edition)*, Shrivenham, UK, p.1-10 available at www.dcdc.dii.r.mil.uk accessed on 20.01.2013

other intervention cannot be fully equated with resolving of any other previous similar crisis.²³

Having regard to the contemporary concept of crises, we can conclude that successful handling of crises requires well developed crisis management. Crisis management is a process of attempts to resolve crises, before they become armed conflicts. This process may use the plans developed during peacetime planning or may have to commence from the mere beginning. Therefore, crisis management has become very important, and persons dealing with crisis management ought to be good leaders and have good control over the crisis. Moreover, crisis management should also involve experienced people, who along with the scientific findings will create clear instructions and procedures on crises response when they emerge.

3.2 Crises Management System in the Republic of Macedonia

Successful crises management in the Republic of Macedonia requires coordinated actions of the legislative and executive power aimed at realization of the national security policy, continued development of democratic processes, and rule of law, enhancing level of people's trust in the country's institutions. The public administration bodies continually prepare for the realization of their function, and enhance the capabilities for support of the defence system, as an element of the national security system.

The crises management system is implemented by the public administration bodies (the Assembly, the President and the Government), the armed forces, the protection and rescue forces, and the bodies of the municipalities and the city of Skopje.²⁴

The ministries and the other public administration bodies take part in the prevention, early warning, and handling of the crisis situation in accordance with the Law on Crises Management, which regulates their responsibilities. The ministries and the other public administration bodies, municipalities, and the city of Skopje, public companies, public services, as well as trade companies of particular significance to operating in crises situations, defined by the

²³ The Development, Concepts and Doctrine Centre.(2008). *Joint Doctrine Publication 0-01 (JDP 0-01) (3rd Edition)*, Shrivenham, UK, p.1-10 available at www.dcdc.dii.r.mil.uk accessed on 20.01.2013

²⁴ Assembly of the Republic of Macedonia. (2005). *Law on Crisis Management*, Official Gazette of RM №.29/05 /2005

Government of the Republic of Macedonia, are prepared to perform their functions, i.e. prevention and crises management. The main factors of the crises management system in the Republic of Macedonia are the following: the Management Committee, the Assessment Group, and the Crises Management Centre; however, certain activities are also performed by the other bodies of the public administration and the government (the Assembly, the President and the Government), the armed forces ARM, the protection and rescue forces, and the bodies of the municipalities, and the city of Skopje. The basic goal of the crises management system is prevention, early warning, and management of crises, which present a risk to the goods, health and life of people and animals, arising from natural disasters and epidemics, or other risks and dangers directly threatening the constitutional order and security of the Republic of Macedonia or parts of it, and which do suffice for declaring war or emergency.

The coordination of the institutions in crises management in the Republic of Macedonia is shown on Figure 3.

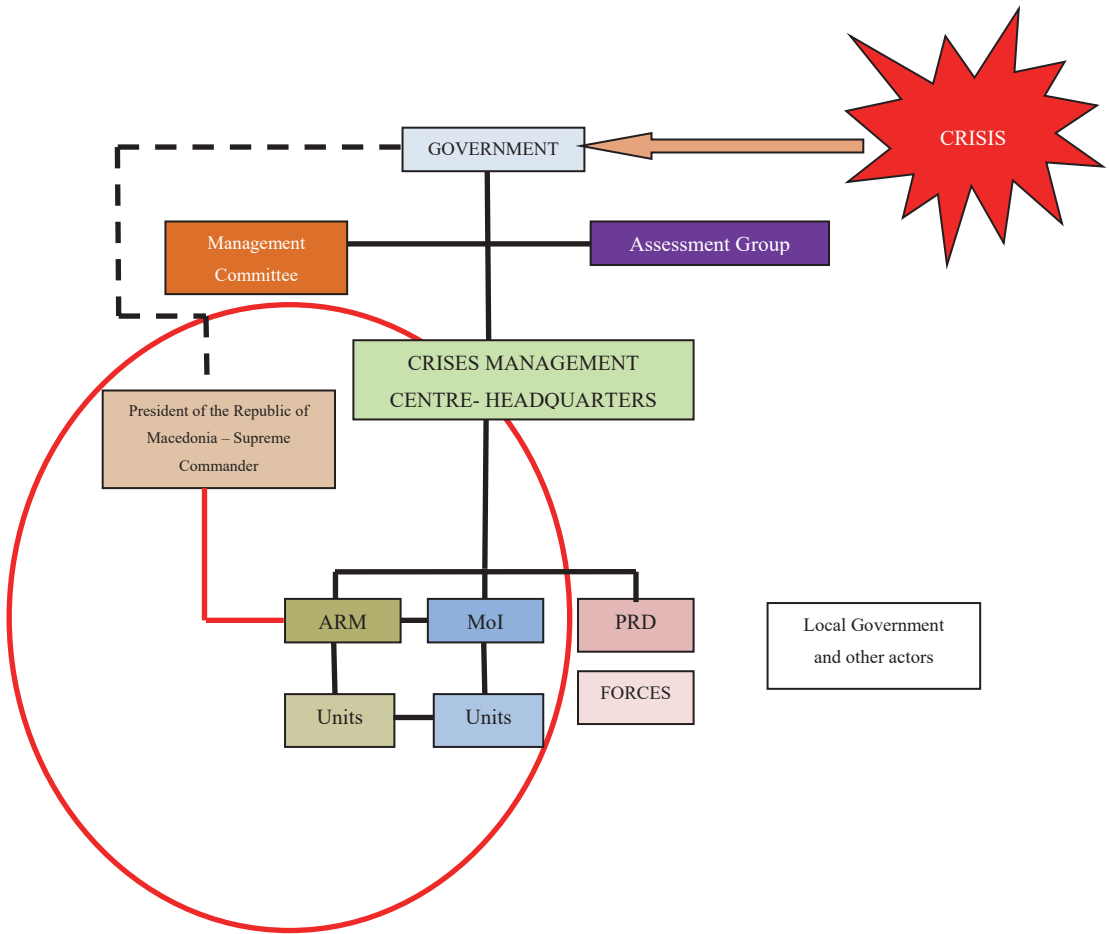


Figure 3. Coordination of the crises management system

The support by the police and the other public institutions involved in the national security system regarding handling crises as part of ARM's tasks is regulated by the Law on Defence and Law on Crises Management. The armed forces can participate in alleviating the consequences of a crisis situation upon the order of the President of the Republic.²⁵ The participation of the armed forces or parts of it in handling crises situations is laid out in the Directive on support of

²⁵ Assembly of the Republic of Macedonia. (1992). *Constitution of the Republic of Macedonia*, Official Gazette of RM №.52 /1992

state authorities, the local government units, and other governmental and nongovernmental organizations and institutions, as well as the citizens in handling natural disasters and epidemics, technological, and other crises, and the Directive on operating and other procedures of ARM in support of the police in the event of crises situations.

The directives on the ARM's involvement define the operating procedures and the procedures of operation of the General Staff of ARM in the event of the necessity for support of state authorities in handling crises situations, natural disasters, and other crises.

The directive defines ARM's missions, tasks arising from the missions and the forces and units of ARM, involved in the event of necessity to support the state authorities in handling crisis situations, natural disasters and other crises. Furthermore, aiming at successful involvement of ARM in handling crisis situations, Standard Operating Procedures are drafted on the cooperation of ARM and other institutions involved in the crises management system. Standard Operating Procedures provide an initial response to crises, and a successful system of command. The directives and Standard Operating Procedures help the relevant institutions at all levels (local, regional, national, and international) coordinate their activities of handling crises. They ensure operation of institutions in accordance with their responsibilities in the event of crises.

3.3 Cooperation of ARM with Mol in Crises Response

A part of ARM is involved in supporting police forces in conditions of crisis conditions, when the Republic's security is endangered, and the state authorities do not possess the necessary resources and means for its prevention and management.

With respect to the magnitude of the crisis, the forces and capabilities involved in supporting police forces and other organizations, the Chief of General Staff of ARM may assign the control over the involved forces to lower-standing units.

In the case of a crisis situation, an operating group is established in the General Staff of ARM responsible for planning, coordination, organization, commanding, and control of a part of the armed forces units involved in handling the crisis situation.

The operating group within the Operations Centre of the General Staff of ARM includes a member from the Ministry of Interior (Mol).

The General Staff of ARM, with respect to the necessity of coordination, assigns its representative – coordinating officer within the Operations Centre of MoI, or in the Operations Centres in the regional units of MoI, depending on the region affected by the crisis.

The security communication and exchange of classified information during the preparation and involvement of a part of the armed forces in times of crisis situations takes place through authorized and other qualified persons in accordance with the Law on Classified Information.²⁶

3.4 Cooperation of ARM with the Crises Management Centre in Crises Response

The cooperation of MoD and ARM with the Crises Management Centre is established in accordance with the procedures and the participation of the representatives of the MoD and ARM in the elements of the crises management system. MoD takes part in the operation of the Management Committee, the Deputy Chief of the General Staff of ARM and the Head of the Department-Service of military security and intelligence. The headquarters of the Crises Management Centre, which is an operational and expert body of the crises management system, and manages the activities of prevention of crises situations, apart from the representatives of other relevant entities responsible of crises management also includes the following ARM representatives:

Head of section of readiness and operations under the Department of combat readiness and operations G-3/GS of ARM,

Head of section of intelligence G-2/GS of ARM, and

Representatives of the operational units involved in crises management²⁷

The involvement of the representative of the operational level unit, involved in crises management is intended for fast familiarization of operational units with the crisis situation, enabling timely preparation of the units for crisis management and minimizing the time of their involvement.

Depending on the risks and dangers, in the resolving of which ARM is involved, the coordination of the activities with the Crises Management Centre and other relevant entities in handling crises situations is conducted through

²⁶ Ministry of Defence. (2006). Directive on operating and other procedures of ARM for support of the police in case of crises situations, Skopje

²⁷ Ministry of Defence. (2006). Directive on the involvement of a part of ARM in crises situations, Skopje

Standard Operating Procedures on communication, coordination, and cooperation of the entities in the crises management system in the event of a crisis situation.

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TERRORISM AS A THREAT AND CHALLENGE OF PEACE AND SECURITY IN 21st CENTURY

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Abstract: *Combining the number of increased states, regions and continents which are affected by security challenges followed by terrorism and extremism, I asses that measures which should be undertaken immediately to respond correctly by determine the right future for next generation. Challenges mentioned are funded by certain states and hidden organizations which are desired to sabotage prosperity and globalization of human rights. Using instrument of making a crisis in certain regions/states to achieve a focus point regarding fighting terrorism and extremism just aggravate the situation on managing this crisis. While some states continue to back international terrorism, groups increasingly finance their own activities through a network of charitable and humanitarian organizations, criminal enterprises, front companies, dark commercial deals, illicit and unregulated banking systems, and the personal wealth of individual so called “militant Islamists”. The reason of increasing flames of terrorism globally and particular in our region when some youth people of our society have become a target person to recruit easily them by attraction of ideologies, using their poverty as weakness, and a result of poverty education is the desirable thing. Stages of becoming a target for terrorist organization are: Indoctrination, selection, financing activities (training, travel), victimization. After being diagnosed reasons for terrorism, we face difficult challenges to deal with combination of factors which terrorist organization use to attract people to join them. Undertaken steps taken by*

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main social media to stop spreading extremism is good but not enough. Large number of accounts have been closed, but the goal is to find some causes of terrorism in order to predict and reduce future incidents. There are different forms of terrorism, and each form has its own causes. Terrorism happens in both poor and rich countries, and regardless of the type of government.

Nowadays financing terrorism is a serious issue. How they organize payments, traveling's? Cash flow of terrorist organization and how it works? We analyze the likely difference between cash flow and transfers, which are taken.

What were the actions of Kosovo government to stop operating in this area? If our society is able to fight such difficult and risky action. There are many examples of successful cases that will fit on best scenarios how to deal with financing terrorism. The final section of the article considers end- game financially and lawfully, and assessing the persons who were part of terrorist organizations and outcome of such complex and uncertain processes.

Keywords: *Terrorism, finance, government, security, ideology.*

1. Old and new Terrorism

Terrorism has no date when begun, terrorism has existed since humans have existed on this planet. Forms and groups during the time has emerged and defined depend on evaluations of society. Term of terrorism is new but actions which are common in human history. The word 'terrorism' first emerged at the end of the eighteenth century in post-revolutionary France when it was used by the Dictionnaire de l'Académie française to describe "a regime of terror". Terrorism could be defined as act of groups, individuals and States. Terrorism is a broad field and it can be thought of as the use or threatened use of force against civilians designed to bring about political or social change.⁴

For the first time word terrorism has been used in 1795 in France to the Reign of Terror accorded by French government against anti government activities. From then every army has chosen "irregular"⁵. The definition of terrorism of LaFree and Ackerman (2009, 348) defined as "the threatened or actual use of illegal force, directed against civilian targets, by non state actors, in order to attain a political goal, through fear, coercion or intimidation"⁶. Terrorism is primarily a political

⁴ Lulu Rumsey "Terrorism: A Historical Context" History today Magazine posted 8th September 2011.

⁵ Ibid.

⁶ This definition appears to be among the most comprehensive (see Dugan 2010, 9).

phenomenon. Terrorism is primarily a political phenomenon therefore the political science theories are the focus in this study. Instrumental, organizational and political communication approaches are taken as the principal representatives of political science theories of terrorism. In addition to those, economic and psychological theories of terrorism are evaluated from the other disciplines. The reason to evaluate economics and psychology literature is simple: these are two of the most developed social sciences⁷. A proliferation of legal measures ensued, with broad-reaching political and legal effect, including Security Council resolutions that imposed a wide range of obligations on states to prevent and suppress terrorism. These include ensuring that 'terrorist acts are established as serious criminal offences in domestic laws and regulations and that the punishment duly reflects the seriousness of such terrorist acts'⁸.

According to both the Department of Defense (DOD) and the FBI, terrorism is *"the unlawful use of force or violence against persons or property to intimidate or coerce a government, the civilian population or any segment thereof, in furtherance of political or social objectives."* The DOD definition adds that a goal of terrorism can be "inculcating fear" (thus the psychological dimension), while the State Department is more elaborate, specifying that terrorism may include the use of biological, chemical or nuclear devices as well as the act of "assassination." Motives of terrorism are political but also could be criminal. Based on the above it can be concluded that terrorism is a form of violent opposition to the authorities, which is present in modern society, not only against the undemocratic totalitarian rule, it is possible vision subversive activities against any, even a democratic government. In fact, terrorism is one of the most brutal ways to achieve the set goals that often do not correspond o reality is not real life. *"Terrorism refutes all moral norms in the wars of choosing and accepting prefer to kill innocent than to find a way to avoid them injury"*⁹. Terrorism is an anxiety-inspired method of repeated violent action, employed by (semi-)clandestine individuals, groups, or state actors, for idiosyncratic, criminal, religious or political reasons, whereby – in contrast to assassination – the direct targets of violence are not the main targets. The immediate human victims of violence are generally chosen randomly (targets of opportunity) or selectively (representative or symbolic

⁷ Özgür ÖZDAMAR "Theorizing Terrorist Behavior: Major Approaches and Their Characteristics" Vol. 1, No. 2, Fall 2008 p.90.

⁸ Hellen Duffy "The war on terror and the frame work on international law" 2005, p, 17.

⁹ Johnson, J. T., "Just War Theory Responding Morally To Global Terrorism", 2003, pp. 224-225.

targets) from a target population, and serve as message generators. Threat and violence-based communication processes between terrorist (organization), (imperilled) victims, and the main targets are used to manipulate the main target (audience(s)), turning it into a target of terror, a target of demands, or a target of attention, depending on whether intimidation, coercion, or propaganda is primarily sought.¹⁰

The acceptance of the term 'new terrorism' will have great influence on the direction and funding of counter-terrorism measures. However, the distinction between old and new terrorism is artificial and some extent dangerous, as it can be used to justify a whole new set of rushed restrictive governmental counter-measures without these being democratically debated, publicly discussed, independently monitored or even necessary¹¹. Defining terrorism is the most ambiguous component in terrorism studies, with no universally accepted definition that differentiates attacks against civilian noncombatants or armed military or takes into account the latest trends in terrorist objectives and warfare. In 1983, the U.S. Department of State (DOS) formulated one of the most widely used definitions of terrorism. According to this definition, terrorism is "*premeditated, politically motivated violence perpetrated against noncombatant targets by subnational groups or clandestine agents, usually intended to influence an audience.*" [1] As part of this definition, the term "noncombatant" includes civilians and military personnel who are unarmed or not on duty. [2] The term 'international terrorism' refers to terrorism "involving citizens or the territory of more than one country," [3] while the term 'terrorist group' refers to "*any group practicing, or that has significant subgroups that practice, international terrorism*"¹².

2. UN and the Threat of peace and Security from terrorism After 9/11

On 11 September 2001 two aero planes with passengers were hijacked by terrorists and crashed deliberately into the World Trade Center in New York. A similar attack was carried out on the Pentagon in Washington at roughly the same

¹⁰ Alex P. Schmid & Albert J. Jongman, *Political Terrorism: A New Guide to Actors, Authors, Concepts, Data Bases, Theories and Literature*, (Amsterdam: North-Holland Publishing Company, 1988), pp. 28.

¹¹ Alexander Spencer, *Questioning the Concept of 'New Terrorism'* *Peace Conflict & Development*, Issue 8, January 2006 p. 5.

¹² United States Department of State, *Patterns of Global Terrorism 2003* (Washington, DC: Office of the Secretary of State, Office of the Coordinator for Counterterrorism, April 2004), p. xii.

time. Between 4,000 and 6,000 people, including the terrorists, died. Amongst these were the people of some 30 nations¹³. In 2001, after 9/11 the UN Security Council stated that: “acts of international terrorism constitute one of the most serious threats to international peace and security in the twenty-first century¹⁴. As a result, the Security Council it reacted swiftly, within hours of the attacks, and with determination¹⁵.

Ad Hoc Committee by the General Assembly of the United Nations set up Resolution 51/210 of 17 December 1996 was tasked to draft a general convention to combat international terrorism. The Commission failed to do the job because of political, ideological and legal problems, it failed to define the crime of international terrorism or to the issue of armed conflict from the standpoint of humanitarian law (Art. 2 and 18 of the draft)¹⁶. The Security Council has adopted many Resolutions on combating terrorism. The Security Council resolution no. 1373¹⁷. This resolution obliges the member states to take a series of measures to prevent terrorist activities and to criminalize various forms of terrorist actions, and to take measures to facilitate and promote cooperation between member states¹⁸. Also, there are a number other resolutions on terrorism, in cooperation of states in fighting terrorism. The increase of the number of terrorist acts in many countries, the United Nations is going to play the role for preventing terrorism.

The US government’s reaction to 9/11 included the concept of a “new paradigm” namely, the proposition that, in a time of perceived threat to national security of the magnitude of the 11 September 2001 attacks, it is legitimate and legal either to interpret certain core norms of international law as not binding or to

¹³ Suman Gupta, “The Replication of Violence- Thoughts on International Terrorism after September 11th 2001”, England 2002.

¹⁴ Reuven Young, *Defining Terrorism: The Evolution of Terrorism as a Legal Concept in International Law and Its Influence on Definitions in Domestic Legislation*, Boston College International and Comparative Law Review, Volume 29 | Issue 1 Article 3, USA, 2006). p. 30.

¹⁵ Chantal DE JONGE OUDRAAT, *The United Nations and the campaign against terrorism, The Washington Quarterly*, vol. 26, no. 4 (Autumn, 2003), pp. 163– 76, and *The Role of the UN Security Council*, in Jane Boulden and Thomas Weiss (eds), *Terrorism and the UN: Before and After September 11th*, Bloomington, Indiana University Press, forthcoming. p. 31.

¹⁶ V. Second progress report to the Sub-Commission on the Promotion and Protection of Human Rights by Kalliopi K. Koufa, Special Rapporteur on terrorism and human rights, E/CN.4/Sub.2/2002/37, p. 9.

¹⁷ UN / Security Council, RES/1373 (2001).

¹⁸ Counter-Terrorism, Implementation Task Force CTITF, Working group on protecting human rights while countering terrorism. Basic Human Rights Reference Guide, Conformity of National Counter-Terrorism Legislation with international Human Rights Law. CTITF Publication Series, United Nations, New York, October 2014, p.2.

consider that the powers of the President under the Constitution to wage a 'war' on terrorism supersede international law. The new paradigm has had a dramatic impact through the doctrine of preventive war and the non-application of certain norms of international humanitarian law and international human rights.¹⁹

3. The Challenges of preventing of financing Terrorism in Europe Especially in the Balkans

Prevention of money laundering and terrorist financing an important task in each jurisdiction and covers all measures and actions that can be taken to benefit illegally earned money in any way or that, regardless of the source, the funds are used for the purposes it was any form of terrorism.

The legal framework consists laws in Balkans, EU regulations and guidelines of the Ministries of the supervisory bodies. The most important is the Law on the Prevention of Money Laundering and Financing of Terrorism in each state and its regulations in connection with the parties' slight risk, cash and suspicious transactions and indulging depth analysis of third parties. EU Regulation lays down the information on the payer accompanying the transfers of funds. EU Directive on the prevention of the use of the financial system for the purpose of money laundering clearly showing the definition of the concept of development path of suspicious transactions. Structuring the basis of preventive strategy in the fight against money laundering, the Directive imposes the need for harmonization and adapting national legislation. Terrorist financing is insurance or raise funds on legal or illegal any way. Directly or indirectly, with the intent that it be used or knowing that they it is used, in whole or in deed, for starting terrorist offense terrorist or by a terrorist organization regulations relating to charitable institutions further add to the problem.

In Saudi Arabia, zakat taxes are collected and controlled by the Directorate General of Zakat and Income Tax (DZIT) of the Saudi Ministry of Finance and National Economy²⁰ DZIT donations usually take the form of bank transfers to more than 240 charities. There is also evidence that zakat is abused by al-Qaeda to finance terrorism. According to Brisard the al-Qaeda network extensively utilized

¹⁹ Stephen P Marks, "International Law and the 'War on Terrorism': Post 9/11 Responses by the United States and Asia Pacific Countries", ASIA PACIFIC LAW REVIEW, Vol 14 No 1, 2006.

²⁰ Ministry of Finance, Saudi Arabia, 'A technical assessment of certain Saudi Arabia laws, regulations and institutions'. [Online]. Available at: http://www.mof.gov.sa/e_alzakah.html [accessed: 23 January 2010].

the weakness of legislation to rely on funds diverted from zakat and other direct donations through Islamic banks. Furthermore, bin Laden had made regular calls for Muslims to donate through the zakat system to his organization²¹ Poverty can lead to terrorism, but terrorism can be huge parts of the world thrown into poverty. the document says: "Poverty is dangerous as the weapon of mass destruction"²².

How is the network of terrorist organizations (primarily Al-Qaeda and ISIS) was stretched over all over the planet, is one part of it covered and western Balkan. In order to properly address the problem terrorism in western Balkan, it must be viewed in two different, yet closely related context:

- Humanitarian Organizations
- Legal education institutions

In Kosovo, a part of them continues to work, even though some are not registered as an NGO or as businesses. Most of these organizations come from Middle east (Saudi Arabia, Qatar and Turkey). Organization of Islamic Relief Worldwide (IRW), Foundation Holy Land Relief and Development (HLF), the International Islamic Relief (Iiro) Commission Saudi Joint Relief of Kosovo and Chechnya (SJRC) Initiative International Humanitarian Law (IHH), "Al-Waqf Al-Islami", and Peace TV Channel are just some of the organizations in Kosovo are presented as humanitarian organizations, but that the state documents of many countries recognized as organizations that fund terrorism²³ and either intentionally creating so called "Islamic states". It is estimated that goal may be terrorist elements use Balkans as transit or logistics, but not attacking also should be considered as an option. A report of the US State Department estimates that extremists in Kosovo and Balkans have continued to maintain links with organized crime, but notes that Islamic non-governmental organizations are conducting suspicious terrorist actions.

Blocking of funding for these organizations consolidated with the legal basis would be the first shot for the termination of ideology and funding for the recruitment of new people from Balkans. prevent the indoctrination of youth from suspicious organizations funds should be the second step. And then threat of becoming

²¹ Threat finance: disconnecting the lifeline of organised crime and terrorism / by Shima D. Keene (see pg 102)

²² Gerhard Staguahn, Knjiga o ratu: zašto ljudi ne mogu živjeti u miru?, Mozaik knjiga, Zagreb, 2007. P. 198.

²³ Ardian Kastrati, "The relationship between Islam and democracy in Kosovo The roles and contributions of the religious leaders in the democratization process" European Scientific Journal October 2015 p 571.

battlefield or transit corridor for terrorist should be avoided by any cost. Society should be helpful to institutions which are part of war against such activities and without their help it would weaken state and be advantage for terrorist organizations.

4. Evaluation of future Instruments and Mechanisms to Prevent the Rise of terrorism in 21st Century

It is obviously clear, that it would be big mistake to focus exclusively on so called "jihadism" in terms of future terrorist threats. Rather, it is important to understand the wider context within which terrorist threats emerge.

Potential instruments should be:

An international court for terrorism - Each year bills are introduced urging that an international court be established, perhaps under the U.N., to sit in permanent session to adjudicate cases against persons accused of international terrorist crimes. The court would have broad powers to sentence and punish anyone convicted of such crimes. Critics point out many administrative and procedural problems associated with establishing such a court and making it work, including jurisdictional and enforcement issues. An International Court of Justice in The Hague exists, but it deals with disputes between states and lacks compulsory jurisdiction and enforcement powers²⁴.

Distribution of Information - The sharing of information on terrorism is clearly different than the sharing of information regarding other potentially catastrophic events. For example, there are large historical databases and scientific studies in the public domain for natural hazards: insurers, property owners, businesses and public sector agencies all have access to this information. Data on terrorist groups' activities and current threats are normally kept secret by federal agencies for national security purposes. For example, the public still has no idea who manufactured and disseminated anthrax in U.S. mailings during the fall of 2001.²⁵

Respects for human rights - The World Summit Outcome, adopted by the General Assembly in 2005, also considered the question of respect for human rights while countering terrorism and concluded that international cooperation to

²⁴ Raphael F. Perl, Foreign Affairs, Defense, and Trade Division, Terrorism, the Future, and U.S. Foreign Policy, CRS Issue Brief for Congress, p. 12.

²⁵ Howard C. Kunreuther Erwann O. Michel-Kerjan, "Evaluating the effectiveness of terrorism risk financing solutions" 13359 p 12.

fight terrorism must be conducted in conformity with international law, including the Charter of the United Nations and relevant international conventions and protocols. The General Assembly and the Commission on Human Rights have emphasized that States must ensure that any measures taken to combat terrorism comply with their obligations under international human rights law, refugee law and international humanitarian law²⁶

Rule of law - Before exploring the link between the rule of law and terrorism, these two concepts must be clarified, as their definitions remain controversial. Like the concept of terrorism, the rule of law is also “subject to various definitional and normative disputes” (O’Donnell 2004, 34). It is then not hard to imagine why ordinary people in democratic countries would be less likely to become perpetrators of domestic terrorism than those in nondemocratic countries, where the legal system is suited mainly for the rich and powerful: a nonarbitrary creation of law and a dispassionate legal system that metes out appropriate punishment make extralegal violence untenable and/or undesirable ²⁷.

CONCLUSION

As we have seen, different phases have been attributed to terrorism and protections from the dangerous phenomena. As a part internationally problems of defining terrorism also problems of conclude that it may understate the true of the problematic definition. Only when we move beyond our present penchant for permissive factors will we begin to provide a blueprint for how best to challenge terrorism (Crenshaw 1981).

The existence of a real and serious terrorist threat, it is a reasonable public policy goal to focus on preventing attacks before they occur this should be a main goal for each country and international institutions how to achieve it.

As we have seen, there are clear rational and pragmatic reasons for questioning a shift to the concept affiancing terrorism and which steps should be undertaken.

Therefore, avoiding the creation of artificial distinctions, which ignore the evolutionary development of terrorism throughout history, as well as accepting that there are a variety of different forms of terrorism in the world at any one time. As a final thought, one should consider the connection between many of the

²⁶ “Human Rights, Terrorism and Counter-terrorism”, Office of the United Nations High Commissioner for Human Rights United Nations Office at Geneva, Office of the United Nations High Commissioner for Human Rights page 20.

²⁷ Seung-Whan Choi “Fighting Terrorism through the Rule of Law? Journal of Conflict Resolution 54, p. 945

characteristics of 'new terrorism' mentioned above and the current counter-terrorism measures implemented and planned since 9/11.

In this century, the UN and states itself should spend more and work together in order to have success in facing the spread of terrorism around the world. This is the concern also about the legal infrastructure to combat the new terrorism.

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PLACE AND ROLE OF HACKERS AND TROLLS IN THE INDUCTION OF CRISES IN THE WEB

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Abstract: *The developed thesis in the research paper presents the modern interactions with an emphasis on their web nature and defines hackers and trolls as a major factor in the induction of crises by falsifying and destroying information from the modern communication cycle.*

After the invention of Internet the potential of the non- desired interventions in the web of social interactions is amplified significantly. Raised to a new level are the instruments for inducing alterations in the perception of the socially active formation. The result is the establishment of specific performers who are the centre of the current evaluation. Hackers are the collective image of the inductors of the crashes in the communicational technology in the web, whereas the trolls are the ones that alter the ideology and guide the socially active formation in a desired direction.

With globalisation and the introduction of new media in a significant part of the social dimensions of today's environment, the crisis threat of hackers and trolls becomes bigger in size and range. The raised domination of the information and the web correlations of interaction nowadays define the subject as an active part of both the everyday lives of Internet users and the work of specialists from different scientific and practical interdisciplinary fields: crisis management, social psychology, persuasive communication, etc.

The aim of the project is to present the contradicting aspects of the transition of the web character of the everyday interaction in the blurred dimensions of the web communication, in addition to the mechanism for induction of crises via stopping, altering or replacing the communicational interactions in Internet. As highly dependent on the communication, the reputation and management crises are subjected to a scientific evaluation. Made is a distinction between the types of infringement in the distinction of

the circumstances in which decisions are taken and the organisation management is realised. In the dimension of the hackers' and trolls' actions in the web correlations, are evaluated the specific potential threat on the institutions and the big public companies and the effect of the quick multiplication of the crisis demonstration.

The reached result allows for the precise outlining of the mechanism of the crisis actions of the presented type allows for an effective approach to both prevention and management of extreme situations induced by crashes in the web.

Keywords: *trolls, hackers, web, crisis.*

Introduction

The obstructed ability to emit messages blocks, hampers or changes the public perception and expectations regarding the image of companies, institutions and people. This way the existence of organisations is endangered, due to the severe hit their reputations experience. A crisis develops. Today Internet is an important factor in a wide range of social planes and a great part of the communication occurs in the web space. In these circumstances the realisation of such crises becomes increasingly easier and is present more and more often, and the main inductors are hackers and trolls. Their actions distort the public opinion which is dependent on the shared communal perception of the information in sites, social online platforms and blogs. A matter of such public negotiation is the reputation of the organisations which is a feature of the anticipated image, i.e. behaviour, identity, mission and future vision of companies, institutions and people.

1. Definition of hackers and trolls

According to John Arquilla and David Ronfeld (**Arquilla**, John and David Ronfeldt.1996, 51-52), the network in the modern society is divided in four levels: organisational, technological (which defines the infrastructure), doctrinal and social. A disruption in each levels compromises the social interaction. A critical view on the current situation in Internet shows that by violating the technological level of the public interactions, hackers are both intruders in the communication process and information thieves. The induced conflict quickly turns into a crisis which can be overcome by rebuilding the infrastructure or recovering the missing data. The damage done by trolls, however, is much greater. Trolls execute someone else's orders and change the idea around which the network is built, i.e. they distort or at least alter the digital level of the network. The attacked

organisation is presented as publicly uncalled-for. The activity of the organisation is either discontinued or altered, depending on the public opinion and expectations, both of which are driven according to the endorser's intentions. As far as the structure of the network is concerned, hackers discontinue or hamper the communication in the particular segment of the network, while trolls deliberately alter the role of the same segment. The differences define the following definitions:

Hackers: Hackers block, hamper the functioning of a segment of the network, without changing its role. Hackers do not propose a solution to the problem in the network structure, their actions mainly concern the organisational management.

Trolls: Trolls are quasi-present participants in the web communication who alter major segments of the network. Contrary to hackers, trolls are "armed" with a pre-prepared- most often by the endorser- "solution" which does not induce destabilisation in the system when exchanged with the unwanted network segment. Trolls aim for a general ideological change of the whole network.

2. Specifics of the hackers` actions

In the crisis aspect of the situation, hackers` actions are outlined in the following possible expressions:

- Obtaining material resources: Such as violation of bank accounts. The company "Kaspersky Lab" gives the example that in 2013 one hacker group has managed to misappropriate more than one billion US dollars (Хакери откраднали близо 1 млрд. долара от банки по целия свят (Hackers stole more than one billion US dollars worldwide). 2015.);

- Pulverisation or change in the organisational management: by damaging the corporate site, the e-mail, or the social online platform profile, hackers manage to hamper the communication both with the stakeholders and between the different sectors of the organisation. Increased is the ambiguity at times of making a decision. Often these actions are an intermedia to trolling;

- Change of property of the organisation: utilised by alteration of the electronic data bases;

- Expression of their dissatisfaction as citizens: usually hackers take control of the corporate site, which is the company`s (the institution`s) main communication channel. Such hacks lead to minor mistakes and unreasonable demands, both of which reach an impressive number of users. Distinguishing the

meaningful exhortations from the disinformation, the insinuations and the slander is anything but easy;

- Hacking to promote democratic moral values and against destructive terrorist groupings: such example is the group New World Hacking which on 31 December 2015 hacked BBC's site so as to showcase their skills (Хакери борещи се срещу ИДИЛ в мрежата, атакували сайта на Би Би Си. (Hackers fighting against ISIS in the web attacked BBC's site) 2016); another example is the Anonymous group which took offline more than 5000 Twitter accounts which were popularising radical Islam (Хакери свалиха 5000 акаунта с радикален. ислям в Туитър. (Hackers took offline more than 5000 Twitter accounts popularising radical Islam) 2015), etc. so long as the matter concerns blocking communication channels, i.e. disruption of e technological level of the net, and not the doctrinal, the actions are considered hackers`.

The list is open, as the anticipated dynamic development of Internet allows for new displays of hacker intervention. In all of the discussed examples, such actions induce conflicts, endanger the reputation and the management of the organisation and have a great potential to turn into a crisis. Specific for the hackers` intervention is that the subject to attacks are usually big companies and institutions. Institutions are meant to execute socially useful tasks (Джери, Д., Д. Джери (Jary, D., J. Jary). 1999). Blocking their corporate sites or the web-portals discontinues the services for citizens and enterprises. Sometimes, it even ceases totally the activity of the companies dependent on the functioning of the institutions: obtaining information, registering deals, regular submission of declarations within the set deadlines, etc. Hacking the institutional portal- for example via distributed denial of service (DDoS)- facilitates the transition from conflict to crisis. Sometimes endangered of discontinuing functionality are whole sectors of the business.

3. Specifics of the trolls` actions

The initial phase of trolling is hard to be spotted both by society and the organisation. Whether the deviation of the public opinion is a consequence of the anticipated development, or other factors are responsible for it, is a hard problem to solve. That is why the intense communication in the web space faces organisations with the ever more pressing need for monitoring and precise reaction to every spotted attempt for unreasonable alteration of the public perception in an unwanted direction. Today this activity has turned into an

uniform part of the crisis management.

There is one additional peculiarity: the counteractions to attempts for deviation of the public opinion are mainly pointed towards socially proving how unreasonable the replacement doctrine is. The identification of the trolling group, the endorser, or stopping the rolling activity does not provide a solution to the conflict and crisis situation. Due to the comfort conformism provides, once initiated the failure grows autonomously. However, does not continue forever. The intended idea, with which trolls aim to change the original one, is also in need of social approval. Sooner or later society realises the mistake and is dissatisfied- naturally, converts that energy into powerful displeasure and easy- trigger aggression. The endorser and the trolls are not indifferent to such development of the situation. They steer away from the unpleasant result via the appalling of fear and mystics- a step that buys them time. Then, they introduce the new doctrine and guide the public activity in another direction. The mass behaviour is altered. The action is a derivative of the described by Chavdar Hristov "Simplified model of the mass behaviour" (Христов, Чавдар (Hristov, Chavdar). 2008, 59), but in a shape where a subject of realisation is a mechanism for periodic recurrence and gradual increase of the induced failure. For purposes of depicting, the following model is proposed:

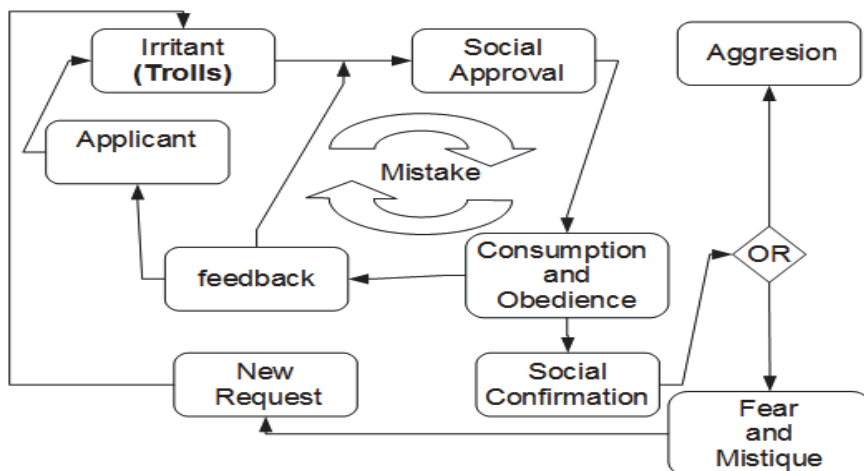


Figure 1. General model of the troll-induced mass behaviour and possibility into escalating into aggression.

Trolls' actions concern the reputation and in the event of success they lead even to alteration of the organisation's management. When trolling takes place without complications, the crisis in the particular organisation is often unspotted, as the alteration in the social perception is mostly finished by the time of changing the image. Such "temporal misfit" is easily achieved in the web space- there time has a new, wider dimension and the addresses, defined by the identification protocol (*IP*) contain a lot of data, none of which gives information about the ideological proximity between an organisation and the surrounding environment.

In the modern communication environment trolling becomes more popular and obtains an increasingly velocity of action:

On 14 June 2014 the Austrian newspaper "Der Standard" published an article "Paid Pro-Russian trolls try to manipulate the social networks and forums" ("Bezahlte prorussische Trollen versuchen soziale Netzwerke und Foren manipulieren.".2014). The article discusses the presence of an "Agency for analyses in Internet" in which work 600 cooperatives. They publish opinions and commentaries that "saturate" the news platforms.

On the subject of Pro-Russian trolls are devoted a number of articles in the Swiss "Neue Züricher Zeitung" in which a Russian media team is described as a master of automatically generated Twitter accounts and uses all available ways to sneak "around" the rules (**Fichter**, Adrienne, 2015). One of the latest publications on the subject is the work of the expert in the field of politics and social media Martin Fuchs from September 2016 (**Fuchs** Martin, 2016). It features the results from a research that shows that behind 15 – 40% of the posts on the social platforms concerning political parties in Switzerland are actually non-existent virtual users. Evidently, trolling is even more active and more obviously applied to the political debate. Nowadays the term "digital diplomacy" is used for guiding the public opinion.

Conclusion

The advanced processes of globalisation, development of the communication in Internet and mediatisation of an increasing number of social aspects define hackers and trolls as a new and developing crisis threat. In the coming years Internet is anticipated to become the epicentre for crises even greater in number and magnitude. While hackers bring down the infrastructure of the network and do not propose solutions for its rebuilt, trolls alter the ideology which is a challenge for both modern crisis management and modern companies,

institutions and citizen organisations.

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THE VALUES OF COUNCIL OF EUROPE - THE STARTING POINT FOR THE PREVENTION OF THE EMERGENCE OF CRISIS IN THE SOCIETY

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Abstract: *The emergence of crises in various forms is a serious challenge for modern societies. For these reasons crisis management has emerged as an unavoidable and inevitable element in the functioning of each country. The biggest concern for every citizen derives from the fact of the emergence of new forms of crises. Globalization, rapid transfer of information, easier way of traveling and other contemporary factors allow mixing people from different cultures, religions and languages. Thus carry positive benefits, but at the same time negative ones which present a reason for causing various forms of crises. This paper aims to highlight the need for a preventive approach to crisis management. Strengthening of political socialization and building a political culture based on the values established by the Council of Europe considerably can positively contribute in reducing the causes of contemporary forms of crises, such as migration, xenophobia, racism, hate speech, terrorism and last but not least the emergence of political crisis and conflicts between and within the member states of the Council of Europe. The paper is based on theoretical grounds with the intent to encourage a different approach in the management of crises, particularly in direction of conducting parallel activities aimed at suppressing the effects and preventing the causes of the crises.*

Keywords: *Political socialization, Political culture, Council of Europe, Democracy, Human rights.*

1. The myth of a united Europe

The end of the Second World War inevitably necessitated the establishment of a stable system on the European continent, which would aim to ensure peace, stability and prosperity. Europe and the world had faced serious

challenges considering the repairing of the devastating and catastrophic consequences of the war. There was a common feeling that the creation of a new European organization which would enable a new way of life based on the principles of democracy, rule of law and protection of human rights was a necessity at that time. At the same time, such organization would aim to create political conditions that will not allow totalitarianism to have another chance in Europe. The continent was faced with a serious challenge, as serious as the challenge of dealing with the military ideology of fascism and the totalitarian way of governance and social order. Despite the fact that the fascism was defeated by military force, Europe was enforced to disarm and defeat this evil at its fundament, to defeat the mythology upon which it relied and which created millions of followers and supporters. The process of military armament of Germany and other fascist countries, during the thirties of the last century, was clearly perceived and caused disturbance and negative reactions. But the untimely recognition of "mental armament" of the masses, through the birth and rise of the mythology of superiority of certain nations, had the effect of inevitable confrontation in Europe with all its vigor, and unprecedented shapes and sizes. Dealing with this type of "mental weaponry" was the main task of the new European organization.

Tackling the mythic dimensions of fascism created a need to develop a counterpoint which would elevate the myth of a united Europe. The complexity of the European continent, which throughout history has undergone numerous ordeals and which is inhabited by different peoples with their own identity, tradition, culture and political mythology, additionally complicated the realization of the idea of creating an organization that can meet the desired goals. The creation of a new philosophy and a new way of thinking, which would essentially have mutual respect, equality, tolerance, cooperation and other values that are completely contrary to the values created by fascism, was the harder part of the task, compared to the structuring itself and the establishment of the new organization.

2. Movements leading to the formation of the organization

Motivated and inspired, but more precisely said, pressed by the need to take quick steps towards finding an appropriate response to the challenges ahead, some European politicians took an individual and group initiatives and started the process of creation of a political organization which would satisfy the

imposed requirements. Even before the end of the war, politicians such as Winston Churchill, idealists such as Richard Kaudenhov-Kalergi, writers such as Salvador de Madariaga, as well as former members of the French resistance movement Henry Frank and Albert Camus traced the direction of the political movement in post-war Europe. In 1946, in his inspiring speech in Zurich, Winston Churchill promoted the idea of a Franco-German reconciliation and a European unification. The establishing of "The International Committee of the Movements for European Unity"¹ in 1947 was the first step that put the idea of a United Europe in an organized form of a political movement. The next step was taken in 1948 in The Hague, Netherlands, where numerous pro-European movements organized a Congress² with huge presence of politicians, government representatives and supporters of a United Europe. The next and crucial step in the process of the European unification was the creation of the Council of Europe as an international organization, based on intergovernmental cooperation.

The Council of Europe is the oldest and largest European political organization. It was formally established in London on May 5th 1949 with the signing of the "Treaty of London" by the ten states: France, Belgium, Ireland, Italy, Denmark, Luxembourg, Sweden, Norway, Netherlands and the United Kingdom. On the first meeting of the Committee of Ministers held in Strasbourg on the 8th of August of the same year, Greece, Turkey and Iceland were invited to join the organization. Between 1949 and 1969 the Federal Republic of Germany, Austria, Switzerland, Cyprus and Malta joined the Council. In the seventies of the last century Portugal, Spain and Liechtenstein joined the Council, and in the next decade San Marino and Finland become members. The biggest influx of new members occurs during the last decade of the twentieth century, when former communist countries of Central and Southeastern Europe, the countries of the former Soviet Union and former Yugoslavia join the organization. The Republic of Macedonia acquired full membership on November 9th, 1995.

Today, the Council of Europe is an organization with 47 member countries, one candidate country (Belarus) and five countries with an observer status (USA, Canada, Japan, the Holy See and Mexico). The headquarters of the

¹ The International Committee of the Movements for European Unity, http://www.cvce.eu/content/publication/2008/4/2/7f755781-133b-4738-b04f-918204c2810b/publishable_en.pdf

² The Congress of Europe in The Hague, <http://www.cvce.eu/en/education/unit-content/-/unit/7b137b71-6010-4621-83b4-b0ca06a6b2cb/4b311dc0-cbe6-421d-9f9a-3bc8b1b155f6>

Council of Europe are located in the "Palais de l'Europe" in Strasbourg, France, a city on the border with Germany, which represents a symbol of European unification and connection in response to the devastating effects of the two world wars. In his letter to the War Cabinet in October 1942, one of the fathers of the Council of Europe, the British Prime Minister Winston Churchill said: "I trust that the European family can act unitedly as one under a Council of Europe"³. The organization was established to create a united Europe based on freedom, democracy, human rights and the rule of law. "Our first duty is not to forget the slogan of the founding fathers of European integration, 'Never again!'"⁴, was said on the occasion of the sixty anniversary of the Council of Europe in April 2009 by Lluís Maria de Puig, President of the Parliamentary Assembly of the Council of Europe.

The idea of a united Europe itself contained two main components that determine its severity. The first component is concerning to the past, and one of the objectives for the establishment of the Council of Europe was to create a system of values by which totalitarianism, as was already pointed out, would never get a second chance in Europe. The second component is concerning the future and aims at establishing standards that are widely accepted and will enable cooperation and prosperity on the European continent. Created on trauma and devastating consequences of World War II, the Council of Europe soared into an organization that would unite all European countries and establish a series of values and standards that would provide a solid basis for the three pillars that underpin the organization, democracy, protection of human rights and the rule of law.

Why the city of Strasbourg was designated as the seat of the organization? Throughout the history, (on several occasions at different times) Strasbourg alternately fell under the rule of France and Germany. Only in the twentieth century, Strasbourg was "forced" to "change country" three times. This historical context of the city of Strasbourg was used as a platform from which a strong symbolic message of the Franco-German reconciliation as a basis for the overall European reconciliation and mutual integration would be sent.

At the beginning there were two approaches to how should the functioning of the Council of Europe be organized and how relevant decisions of the

³ Aline Royer, *The Council of Europe* (Strasbourg: Council of Europe Publishing, 2010), 4.

⁴ Royer, *The Council of Europe*, 3.

Organization should be made. The Franco-Belgian approach went in the direction of creating a "federal Europe", whereby decisions would be adopted by the Parliamentary Assembly of the Council of Europe. This approach was not acceptable to the United Kingdom which advocated the Council of Europe to be based on intergovernmental cooperation between the member states. The model of decision-making on the principle of being outvoted in the Parliamentary Assembly in perspective would lead to the emergence of adverse effects from desired ones and what was the main idea of the establishment of the Council of Europe. Instead of the strengthening of the cohesion, cooperation and integration, the Franco-Belgian approach would lead to the appearance of outvoted, as well as emergence of winners and losers. In order to avoid the possibility of appearance of such effects, British approach, which was based on consensual adoption of the decisions, was accepted. As a result of the strength of the British argument, it was defined that the decisions will be made by the Committee of Ministers, as the highest organ of the Council of Europe, composed of representatives of the member states.

3. The Citizen in the focus of Council of Europe and its standards

The citizen, as a fundamental part of a civil and democratic society is the main focus of to the Council of Europe. Human rights are clearly defined in the European Convention on Human Rights⁵ which is accepted, signed and ratified by all member states of the Council of Europe. The Convention is a legal act which regulates the issues in the area of the protection of human rights with legal force which exceeds the force of national law. In this regard, the Convention is a guarantee of respect and protection of individual and collective rights of every European citizen.

The process of acquisition of civil and human rights, throughout history, was long and followed by many evolutionary changes. Ever since the antiquity, there was a concept of civil society and an existence of the status of a citizen, but at the same time there was existence of slaves who were not even considered as a human beings. During the time, the scope of the population, who has acquired a civilstatus, comes to an expansion and inclusion of a wider circle of members of a society. Thus, in the year 212 AD, during the ruling of the Roman emperor

⁵ European Convention on Human Rights,
http://www.echr.coe.int/Documents/Convention_ENG.pdf

Caracalla, an act named *Constitutio Antoniana* was enacted, stating that all free people in the Roman Empire, including women, were given a civil status⁶.

The acquisition of the rights and freedoms was not realized exclusively in an evolutionary way. There were numerous examples of revolts, uprisings and revolutions with civic nature, which aimed to improve the rights of the citizens. That struggle is constant and is not given once and for all. The fight for human rights and freedoms is a continuous process and is always exposed to attacks and violations. The French Revolution's slogan "Equality, liberty, fraternity" officially declared the end of feudalism and feudal relations. By the adoption of the "Declaration of Rights of the Man and of the Citizen"⁷ by the France's National Constituted Assembly in 1789 were clearly proclaimed the equality and rights of the citizens as a cornerstone of a new social order. Nevertheless, only with the next step, the adoption of the Constitution⁸ of 1791 was established an electoral system according to which the citizens were grouped into two groups: the active with the right to vote and passive who had no right to vote. This is a clear illustration and confirmation of the conclusion that the fight for human rights and freedoms is a process which is under permanent attack and there is a need of a constant struggle.

The concept of "National States", which appeared in the XVIII and XIX century, played a significant role in the further development of the concept of civil society. In particular, the creation of sufficiently strong and organized "neutral" state, able to "supervise" the rights and freedoms⁹, is considered as the foundation of the concept of modern citizenship. The main core of which the principle of modern citizenship has developed are the so-called personal or civil rights. These rights are considered to be a product of revolutionary ideas and present a natural rights realized in large civil revolutions. The political rights are part of the second generation of civil rights, while the third generation includes social and economic rights¹⁰. In recent decades it comes to an "expansion" of the

⁶ Milan Matić, "Građanin" in *Enciklopedija političke kulture*, Milan Matić i Milan Podunavac (Beograd: Savremena administracija, 1993), 346.

⁷ Déclaration des Droits de l'Homme et du Citoyen de 1789, <http://www.conseil-constitutionnel.fr/conseil-constitutionnel/francais/la-constitution/la-constitution-du-4-octobre-1958/declaration-des-droits-de-l-homme-et-du-citoyen-de-1789.5076.html>

⁸ Constitution de 1791,

<http://www.conseil-constitutionnel.fr/conseil-constitutionnel/francais/la-constitution/les-constitutions-de-la-france/constitution-de-1791.5082.html>

⁹ Matić, "Građanin", 348.

¹⁰ Matić, "Građanin", 349.

scope of human rights and freedoms on many grounds. Especially discrimination as an issue and the fight against it on several grounds becomes an integral part of the Convention on Human Rights through Protocol No.12 to the Convention¹¹. The general prohibition of discrimination on any ground such as race, gender, color, religion, language, political or other opinion, property, national or social origin, association with a national minority, birth or other status, the reproductive rights of women, the right of truthful information, environmental and other rights constitute the fourth generation of civil rights and freedoms.

Considering the abovementioned, it can be said that the member states of the Council of Europe in its basis have the concept of national states, supplemented and upgraded with the civil concept. The Council of Europe and the member states guarantee the protection of full range of human rights in accordance with the European Convention on Human Rights and its additional protocols.

The citizen as an individual is a fundament of a democratic society and democracy as a model of political order. Democracy, along with the protection of human rights and the rule of law is one of the three pillars that underpin the Council of Europe. Democracy as a social order in all member states of the Council of Europe relies on the principle of "majority" in decision-making at all levels as a key necessity of any democratic society¹². The Council of Europe, as an organization that aims to create a system of values that will fully oppose "the values and benefits" of fascism, fully respects and implements the democratic principles and the principle of rule of the majority. But at the same time, the Council of Europe has developed such mechanisms and standards that aim to prevent the so-called "Tyranny of the majority" on minority groups. There are also standards and mechanisms established to prevent abuse of the rights and legal norms by minority groups and the emergence of the so-called "Tyranny of the minority."

The right to freedom of peaceful assembly and association, including the right to protest is regulated by Article 11 of the Convention. Article 11 clearly lists the considerations on which this right relies. This right is a qualified right and in some cases it may be restricted by law, including:

- Protection of national security or public safety,

¹¹ Protocol No.12 to the Convention for the Protection of Human Rights and Fundamental Freedoms, http://www.echr.coe.int/Documents/Library_Collection_P12_ETS177E_ENG.pdf

¹² Matic, "Gradanin", 350.

- Prevention of disorder and crime,
- Protection of health or morals, or
- Protection of the rights and freedoms of others.

In each developed democracy, this right is considered as "the right of all rights" and "the mother of all other rights." It allows the citizens constantly and actively to participate in democratic processes, but also represents a corrective to all governing structures that exceeds the frame of their power and neglect the principle of good governance. This right, as a part of the whole system of values established by the Council of Europe and adopted by its member states, aims at early prevention of the emergence of totalitarian tendencies and their eradication.

4. The new political socialization and political culture as a product of the standards established by the Council of Europe

The system of values of the Council of Europe was the basis on which was established the postwar political socialization and political culture among European citizens. Nazism, fascism and militarism created a political culture that was a reflection of the values, beliefs, attitudes, symbols and behavior from the period before and during the war. These "values" were defeated and replaced by values such as democracy, the rule of law and protection of human rights. These values have become universally accepted by the European countries in the period after the war. They represent the three main pillars on which the Council of Europe relies as an organization. Also, we must not forget and neglect the education as an important part of the process of acceptance of the fundamental values of the Council of Europe and in the process of political socialization of European citizens. Thoroughly education of European citizens is carried out from the youngest age through the educational process and on this issue the Council of Europe pays great attention.

Democracy, as a system of governance and as a fundamental value on which the Council of Europe relies, aims to provide conditions for the smooth implementation of all other values created by the Council of Europe, above all, respect and protection of the rights and freedoms of every citizen. The political parties that make up the political spectrum in a democratic society should provide a political offer which will contain the value system created by the Council of Europe. This should be an integral segment of the political agenda of the political parties and which will be accepted as a standard and as an indispensable element by the citizens. Such approach and way of functioning will allow the

political parties to contribute in the process of political socialization. Thus will prove that they are not only holders of political power because of articulation of personal and group interest and present them as participants in the process of political education and political socialization¹³.

It is inevitable for the rule of law to be one of the main pillars of the Council of Europe. The European Convention on Human Rights is "the European bible" in the area of human rights. Consequently, over the years, the Council has created a complex system of conventions, protocols, treaties and other legal acts aimed at establishing precise "rules of the game" for all participants, the member states of the Council of Europe. It is this system of conventions and other legal acts that give a specific dimension of the Council of Europe, an organization that deals not only with political, but also legal issues. Nowadays the controversy about whether the current role of the Council of Europe is more political or more legal is increasingly expressed. Differences in political interests that exist between the member states often lead to opposed interpretations by the Member States when some issues, which represent an obligation undertaken by acceptance of the legal acts of the organization, are contrary to the policies and interests of certain member states. The functioning of the European Court of Human Rights gives strong support to the legal dimension of the Council of Europe.

The existence of the dilemma whether the Council of Europe is more legal or more political organization is a subject of debate which is in line with the post-war values accepted as a political culture. It is much better to have a permanent debate about such matters than to discuss the topics that were the reason which caused World War II. This debate creates conflicts of opinions, but in the same time the ultimate goal of such debate is to create conditions that will go in the direction of common acceptance of the established standards. The conflict that exists, as a tendency for harmonization of general interest, in this case the interest of the Council of Europe as a union of member states, with the particular interests of every single country as well as the tendency for harmonization of the interest of the states with the interests of the citizens within each member state, should result in the creation of such common values that will be exclusively aimed to the every single person and its individual rights and freedoms.

¹³ Milan Matić, "Socijalizacija" in Enciklopedija političke kulture, Milan Matić i Milan Podunavac (Beograd: Savremena administracija, 1993), 1096.

The theory of political culture makes it clear that since antiquity it was determined that the rule of law must be respected. "Tradition is the father of all things"¹⁴ and disregard the laws inevitably leads to crisis and conflicts. This intertwining of politics and law is imminent. The balance between them is inevitable condition in order to move the processes in the desired direction. Therefore, we can say that the Council of Europe essentially fulfills the basic idea and fruition of the fathers of a united Europe. The victory over the "fascist values", the establishing of the new political socialization and the revival of the political culture of a united Europe, is most important and largest contribution of the founders of the Council of Europe. The Council of Europe is the organization that is the embodiment of the idea of a united Europe, an organization that creates and nurtures modern European political culture.

Conclusion

Taking into account the historical context of the development of human society we can conclude that the emergence of social crisis is a cyclical process that is constantly repeated. The reasons for their occurrence are different, but the ultimate effects are very similar. Wars, sufferings and disasters caused by humans are crises that are different from the crises caused by nature¹⁵. There is very unlikely that natural disasters and crises, which are mostly caused by nature, could be predicted and prevented. Adequate preparedness of a society and its relevant institutions with proper management can significantly accelerate the process of overcoming the crisis.

Unlike them, the crises in the society are caused by man. These crises could efficiently be prevented in case of existence of respect of the social values that are achieved throughout the development of the human society. Ignoring and putting aside these values inevitably leads to the emergence of new crises. This is unexpected phenomena, especially in 21 century which is considered as a period of peace, stability and prosperity. But only if we take a look around us we can see that we are far from the imagined peace and stability. We can see that we are surrounded by wars¹⁶, terrorist attacks¹⁷, emergence of refugees and migrants, closing of borders, blockades of the integration processes¹⁸, occurrence

¹⁴ Pindar of Thebes "Nomos pater panton".

¹⁵ It is a fact that natural disasters can be placed in the category of crises caused by "force majeure" (Vis Major), but it is also a fact that the man with his irresponsible behavior significantly contributes to creating conditions for the occurrence of natural disasters (pollution, global warming etc.).

¹⁶ The wars in Ukraine, Iraq and Syria.

¹⁷ The attacks in Paris, Nice, Berlin, Istanbul, Kumanovo and elsewhere.

¹⁸ Permanent blockades by Greece on Macedonia's European and Euro-Atlantic integration.

of disintegrative processes¹⁹, political crises²⁰, etc. The question is whether the values established by the Council of Europe are neglected and whether their disregard is a reason for the emergence of various forms of crises in the society?

The conclusion is obvious and derives per se. Tolerance and mutual respect has fallen to very low level. There is a crisis of values and lack of political culture. The domination of the principle of the protection of national interests of each country brings Europe to the point of self blocking and creation of crises in its own backyard.

Dealing with these phenomena is a very complex process. There is a need of determination of the causes that lead to crises and their proper prevention. Protection of human rights, rule of law (national and international) and strengthening democracy and democratic principles are only starting points that should lead to appropriate prevention of the occurrence of crises. Managing the existing crises requires broad mobilization of the societies, much broader than the frame in which the specialized institutions for crisis management are placed. The cooperation at regional and international level as well as global interdependence related to this problem is more than necessary.

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IMPLEMENTATION OF THE TECHNOLOGY AND METHODOLOGY FOR MODELING AND SIMULATIONS IN CRISIS MANAGEMENT

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Abstract: *Information Age brings technologies that provide unparalleled opportunities for military and security force, including crisis management system, in developing and adopting new operational concepts for training and experimentation that may radically enhance their competitive edge. Advantages of simulations lay in ensuring of a safe training environment, where users are able to play, test and probe while avoiding the hazard of serious consequences.*

There is a growing need for preparedness for emergency response both for man-made and natural disaster events. One major challenge is the lack of opportunities to train the emergency responders and the decision makers in dealing with the emergencies. The agencies have tried to meet the need through conducting live exercises, but such events are hard to organize and expensive. Modeling, simulation and visualization techniques can help address many of the crisis management system's preparedness challenges.

The purpose of this paper is to give a brief inspection of modeling and simulations methodologies and technologies, including computer gaming

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and serious games, and in line with that to emphasize the new approaching to training and education of the personnel in the crisis management system.

Keywords: *Modeling, Simulations, Computer Gaming, Serious games, Education, Training.*

Introduction

Modeling, simulation and visualization techniques can help address many of the challenges brought forth by the need for emergency response preparedness. A relevant survey (Jain and McLean 2003) indicates that a number of modeling and simulation applications for analyzing various disaster events exist, which can be brought together for a comprehensive examination of the impact of disaster events.

The role of modeling and simulation (MS) for emergency response has been recognized for decades (see for example, Sullivan 1985). While the earlier literature focused on modeling of the major disaster event itself, current technological developments allow us to envision a systems approach that includes modeling of all major aspects of the disaster event, its impact on population and resources and the response by involved agencies.

The available MS tools for emergency response applications are meant mostly for standalone use. Addressing an emergency incident requires addressing multiple interdependent aspects of the situation. Therefore, the applied MS tools need to be integrated in order to provide the whole picture for planners, trainers, and responders. Furthermore, a framework is required to ensure that these tools can be systematically integrated together to address the overall response (Jain and McLean 2003).⁴

During emergency training, simulations are used to describe the event, its short-term impact and to prepare the trainees in planning their actions accordingly. If the outputs of modeling and emergency response simulation tools could be brought together to address all aspects of one emergency incident, their value would be enhanced many times.

Use of game technology in simulations for crisis management

Gaming is the use of computer-based interactive simulations to engage in games that use highly realistic scenes and allow the player to earn rewards through winning under defined rules. One of the existing definitions of computer

⁴ Jain, S. and C.R. McLean.2003. *A framework for modeling and simulation for emergency response*, Proceedings of the 2003 Winter Simulation Conference S. Chick, P. J. Sánchez, D. Ferrin, and D. J. Morrice, eds.

gaming quotes: "Reduced to its formal essence, a game is an activity among two or more independent decision-makers seeking to achieve their objectives in some limiting context. A more conventional definition would say that a game is a context with rules among adversaries trying to win objectives." (according to Abt, C. 1970)

Simulation and gaming-based technologies can together provide highly effective means for incident management training, if integrated correctly using an appropriate architecture. What is simulation? In the "Handbook of Simulation", Jerry Banks (1998) defines simulation as: "... the imitation of the operation of a real-world process or system over time. Simulation involves the generation of an artificial history to draw inferences concerning the operational characteristics of the real-system that is represented. Simulation is an indispensable problem-solving methodology for the solution of many real-world problems. Simulation is used to describe and analyze the behavior of a system, ask what-if questions about the real system, and aid in the design of the real system. Both existing and conceptual systems can be modeled with simulation."

The limitations of live exercises can be overcome to a large extent through use of integrated gaming and simulation models, that allow emergency response personnel across multiple levels in multiple agencies to get exposed to the same scenario. Use of simulations instead of live exercises for training can reduce the training costs. Also, use of integrated gaming and simulation over a distributed network can allow people to participate from different locations and thus provide some flexibility in scheduling the resources. Most importantly, use of simulation will allow providing the responders with experience of a wide range of response scenarios and thus significantly improve the emergency preparedness.

The use of entertainment technology is not a new phenomenon in the military, medicine, and other areas of human living. What is different today is the emergence of a culture that accepts computer games as powerful tools for learning, socialization, and training" (see more in Herz J.C. and Michael R. M. 2002). In many fields, training and learning activities are cost and time intensive, and often fail to answer specific knowledge needs in the workplace (Cross J. 2007). In domains such as military, surgery and crisis management a simulation or simulation game can help to increase effectiveness of training by providing a flexible, safe and realistic environment (Macedonia M. 2002, p. 32-37; Bonk, C. J. & Dennen, V. P. 2005; Zyda M. 2005, p. 25-32). According to Gwenda F. "Such simulations or simulation games support the training of particular behavior and

strategies. Learning such a behavior or strategy from a game, in order to adopt it to the 'real' world, makes the game for the player a meaningful experience" (see more in Gwenda, F. 2006).

There are many benefits from the use of computer gaming technology for disaster response training. *First*, there is a low level of risk and low cost of using commercial off-the-shelf software. In developing a game for commercial release, the developers would no doubt have allocated a significant budget toward research and development of a robust game engine with leading edge technology. We are thus able to leverage the sophisticated game technology already in place, at a fraction of the cost, by creating custom game content to serve as proxy worlds for the exploration of different concepts. *Second*, the game-development toolkits released by the game developers provide a layer of abstraction from the underlying code, allowing experienced mod makers to create game content with a relatively short turnaround time on the order of days to weeks. *Third*, the ease and responsiveness of modifying an in-game mission greatly facilitates timely probes into any interesting behavior observed as the simulation is being run. This may be achieved by tweaking a scenario offline to introduce new or unexpected events in order to elicit an adaptive response from the participants in subsequent simulation runs. *At last*, games serve as effective vehicles to reach out to this technology-savvy generation of soldiers, first responders or others involved in actions. Unlike traditional simulators, little user training is required when games are used, as most people are already familiar with the standard game controls and are very comfortable playing in networked gaming environments (see more in Gwenda, F. 2006).

Gaming relies on a trainee's actions for determining the course of events under defined rules and probabilities. In the context of incident management, simulations are suitable for training emergency managers and decision makers of involved agencies. Gaming is also suitable for training first responders.

Possible applications of modeling and simulation tools in crisis management

The capability of the needed MS tools will differ based on the application for which they are designed. An application for understanding the impact of the disaster event will have capabilities somewhat different from those aimed at training emergency response personnel. Training applications will have more interactive features and ability to unfold alternate simulated event sequences

based on the response of the trainees. Similarly, applications for identification and detection of threat will have capabilities for pattern matching against a number of historical scenarios, in order to determine the likelihood of threat development (Jain and McLean 2003). Various possibilities of applications for the emergency response domain are briefly described below.

First area of application of modeling and simulation tools in crisis management is **planning**. Emergency response planning tools allow evaluation of alternative strategies to respond to a disaster event. They may allow input of disaster event impact data that are estimated by experts, or they may actually model the disaster impact. An example of tools in this category is the map analysis software provided by Innovative GIS / Berry & Associates / Spatial Information Systems (BASIS) that can be used for planning responses to such events as forest fires (Innovative GIS 2003)⁵.

The planning application would include tools for determining the impact of a disaster event and the tools for aiding development of the response action plans and strategies. The planning applications can range from those for long term issues such as location of emergency response facilities and manpower or for focused issues such as aiding development of specific response procedures. Examples of planning applications include: location of police and fire stations and hospitals; development of evacuation procedures; setting up of a communication infrastructure; etc.

Second area of application of modeling and simulation tools in crisis management is **vulnerability analysis**. Systems analysis and modeling tools are required for threat assessment, identification of infrastructure vulnerabilities and interdependencies, and planning and decision making (particularly for threat detection, identification and response coordination). MS also have great value for training first responders and supporting research on preparing for, and responding to, biological, chemical and other terrorist attacks.

The vulnerability analysis application is focused on evaluation and assessment of emergency response preparedness plans and strategies. MS tools can be used to create a number of disaster event scenarios and evaluate the performance of action plans and strategies. Examples of vulnerability analysis

⁵ Innovative GIS. 2003. Applying MacpCalc Map Analysis Software: Mapping Wildfire Response [online]. Available online via <http://www.innovativegis.com/basis/Senarios/Fire_response_senario.htm> [accessed on January 17, 2017].

applications include: evaluation of security plans and procedures at a nuclear plant; evaluation of city emergency response plans; etc.

Third area of application of MS tools in crisis management is **identification & detection**. Simulation tools for identification and detection of disaster events can be used for detailed analysis and developing techniques for identifying the possibility of occurrence prior to the event. The identification of factors that provide an early warning of impending disaster events can provide a valuable means to mitigate or even prevent the occurrence.

The identification and detection application will include use of tools that study given scenarios and determine the possibility of the occurrence of a disaster event. It is anticipated that such tools will use pattern matching logic and past history databases to identify and detect potential threats. Examples of identification and detection applications include: selecting security sweep targets in areas with majority of inhabitants from a target background, identifying the potential of tornado occurrence given the weather conditions, etc.

The most important area of application of MS tools in crisis management is **training**. Simulation tools for emergency response training mimic and present situations created by occurrence of a disaster event to human training subjects with the intent to improve their capabilities for emergency response. These tools extend from those targeted at decision makers to those targeted at first responders.

There is a growing need for preparedness for emergency response both for man-made and natural disaster events. The man-made disaster risk has increased due to a rise in possibility of terrorist attacks. Effective emergency response presents a number of challenges to the responsible agencies. One major challenge is the lack of opportunities to effectively train the emergency responders and the decision makers in dealing with the emergencies. On top of this, a real-event training approach is not appropriate, given the relatively infrequent occurrence of such events. The responsible agencies have tried to meet the need through organization of live exercises, but such events are hard to organize and expensive.

The integrated set of simulation tools should be used for training the emergency responders at all levels. It is important that first responders and emergency managers go through training experiences on the same scenarios to effectively work as a team. Human beings can make good decisions under a stressful situation if they can recognize the pattern as similar to something they

have experienced in the past (Klein 1989). If they have not experienced a similar situation in the past, their capability to make right decisions is impaired as there isn't enough time to evaluate all the possible options and select the right one.

The last area of application of MS tools in crisis management is **real-time response support**. Disaster impact modeling tools focus on studying and projecting the impact of a disaster event. The projections can then be used for planning the response to the disaster event. In fact, a number of such tools exist. Mazzola et al. (1995) surveyed 94 tools for modeling of atmospheric dispersion.

The response application includes tools that evaluate the impact of a disaster through real-time updates on the situation, and uses available information to project current and future impact of the disaster. It also includes tools for evaluating alternative response actions and strategies based on the current and projected impact. The evaluations are then used to direct the response actions on the ground. Examples of response applications include: antidote deployment sequence; evacuation management; etc.

Specifics of mathematical models used in crisis management simulations

Simulations are based on mathematical models. Although it seems that the notions of mathematical model and that of mathematical modeling are interchangeable, these two concepts have different implications. Modeling is a delicate process, the product of which is the actual model. Both of these concepts intend to represent some segment of reality, by using certain symbols that are written in a specific way, together with significant simplifications of the real processes.

In modeling, we move constantly between reality and mathematical theory. The process starts with observation of a (complex) real situation, and gradually develops towards its description through a set of relations. These are combined together with certain restrictions defining the observational domain. When this is done, we have a model of the given situation, i.e. a set of equations, functions and graphs that are combined together through implementation of mathematical skills and algorithms. Some of these algorithms already exist, and new ones may emerge during the analysis of the problem.

Simplification is an important part of the modeling process, since real phenomena tend to be too complicated for an in-depth analysis. Therefore, the key elements must be extracted and the non-important elements should be

disregarded. When determining variables, the known should be separated from the unknown in the context of the information sought. The analysis must answer questions such as: What can we learn from the model? Is it compatible with the reality? Does it make sense? Does it answer the question? Among the problems that may surface are: non-reference to our aims, non-suitability of the problem for mathematical modeling, over-simplification, over-complexity, over-sensitivity to the initial conditions, results are too technical or cannot be implemented, the resources are not adequate for implementation of the suggested solution.

The model establishes dependence between several variables that are deemed important for the observed problem/phenomenon. At the end of the modeling process, we actually have a mathematical representation of a (nonmathematical) real situation. A new challenge follows: finding a solution to the model, i.e. an answer to the triggering question. The solution is then interpreted within the observed context. If it fails in matching the reality, some of the modeling phases will be additionally investigated and if needed, the whole process may be repeated from start. Table 1 below summarizes the modeling activities.

Table 1. Modeling phases and their respective activities.

<i>Modeling phases</i>	<i>Activities</i>
Variables definition	Definition of the problem Extraction of important elements Definition of input and output variables
Model definition	Formulation Relations among variables Conjectures and initial conditions
Solution	Mathematical tools' application Analysis of dependencies
Model interpretation	Solution analysis Evaluation of the model
Validation	Comparison to real data Improvements of the model Revision of obtained solutions
Presentation	Summary of the results Solution interpretation Comments

In crisis management, mathematical models can enable decision makers and crisis managers to:⁶

- model possible multi-sectoral crisis scenarios and assess the consequences of an incident;
- simulate possible impacts resulting from alternative actions;
- support strategic decisions on capabilities, related investments, reserves, inventories;
- optimize the deployment of resources dedicated to crisis response in-line with the evolvement of a crisis, and
- improve action plans for preparedness and response phases of the crisis management.

Within the process of producing scenarios, models can provide decision-making support in defining explicit and efficient strategies and subsequently, in comparing and ranking of scenarios. Having in mind the organizational specifics of crisis management structures as Multi-Agent Systems (MAS), it is important that the participating groups and their roles are clearly identified, as well as the coordination of the interaction patterns between agents, together with the interaction between agents and the changing environment.

In this sense, most current MS systems provide coordination and planning capabilities for *teams* of agents, often assuming the emergence of group behavior. The highly formalized organization processes defined by governments and aid agencies define a strict frame for action where the objectives are achieved through efficient coordinated actions of agents (*the right agent is doing the right thing*), and this specifics should make an integral part of the simulation model.

Conclusion

The need for improved emergency response can be met by extensive use of MS tools. A number of individual M&S efforts for emergency response are already in progress; however, each individually can address only a small part of the problem. Effective use of MS requires study and analysis of all aspects of a disaster event occurrence and its follow through. Modeling and simulation of all aspects can be achieved by integrating the individual tools that model complementary aspects of the disaster event.

The capability to train responders and commanders together on a wide range of scenarios will enable development of effective emergency response

⁶ CRISMA Integration Project, European Project FP7-SECURITY-284552

teams. Simulation and gaming-based technologies can together provide highly effective means for incident management training, if integrated correctly using an appropriate architecture.

The usefulness of a mathematical model does not consist only in obtaining a solution to an issue. It also helps in prioritizing the facts and determining the focal point of our observations. In crisis management, mathematical models can enable decision makers and crisis managers to model possible multi-sectoral crisis scenarios, assess the consequences of an incident and optimize the deployment of resources dedicated to crisis response in-line with the involvement of a crisis.

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PREPARATION OF INTEGRATED ASSESSMENT FROM ALL RISKS AND HAZARDS WITHIN THE NATIONAL CRISIS MANAGEMENT SYSTEM

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Abstract: *The economy of the Republic of Macedonia, population, and environment are highly exposed and vulnerable to natural hazards, causing major risk in terms of consequences – human losses and material damages. In order to establish an effective and efficient system of prevention, early warning and response to present risks, it is necessary to understand the relations between hazards, exposure, vulnerability and coping capacities of the system. Accordingly, the inclusive risk assessment that will take into consideration not only these elements of risk, but will also assess the likelihood and scope of possible losses and their impacts, is a foundation of a proper and sustainable preparation of Integrated assessment from all risks and hazards in the country. Recognizing the afforested, the Crisis Management Center provides comprehensive approach for strengthening national and local capacities for inclusive and multi risk assessment. This is done through applying of a comprehensive Disaster Risk Assessment, supported by IT innovation tools such as web-based software applications for inventorization of the elements exposed to risk, resources data base, preparation of disaster risk maps by using GIS applications. In parallel activities were conducted at both levels, locally and nationally, in order to reduce risk of disaster and and to increase the resilience of natural and other types of risks.*

Keywords: *Crisis Management, Disaster Risk Reduction, Risk Assessment, Natural hazards, Capacity Building.*

1. BACKGROUND

Modern life characterizes not only with rapid development and changes in all spheres of life, but also with increased number of occurrences of different risks and hazards that as seriously influencing all segments of the society (e.g. economies, environment, nature, infrastructure and facilities, public order, law enforcement, everyday life of citizens, etc.). In addition, they are influencing both the health of the population and animals, educational, social and other systems. Also, there are more and more untypical risks and security connected events, as well as there is overlapping of risks in several different areas, beyond security (e.g. environment, health), where new and practical solutions and approaches should be used for assessment and prevention. Characteristics and features of the new risks and challenges of modern life emphasized the need for establishment and strengthening of national and global systems for their early identification, timely assessment and forecasting of their development, with aim competent entities to implement necessary preventive and operational measures and activities.

The Republic of Macedonia continually is following these global changes and takes all necessary measures and activities, varying from conceptual and strategic consideration, legal regulation, as well as establishment of organizational – institutional system with precisely defined competences and functions.

Among the others, one of the main activities was establishment of the Macedonian Crisis Management System which main objective is to ensure continuous level of consultation and coordination among all relevant institutions in the country and decision making on highest level. In order to ensure successful management with actual and predicted risks, a systematic process of use of legal mechanisms, organizational and operational activities and capacities for implementation of strategies, policies, as well as concrete actions and measures for prevention and early warning aimed to decreasing of the negative influences of risks and hazards and not allowing them to transform to crisis or crisis conditions.

2. DEVELOPMENT OF INTEGRATED ASSESSMENT OF ALL RISKS AND HAZARDS AS A BASIS FOR EFFECTIVE AND EFFICIENT CRISIS MANAGEMENT

2.1 Legal frameworks for the process of preparation of the Assessment of All Risks and Hazards

The national Crisis Management System (CMS) is designed to manage preparedness for emergencies and response in times of crisis. It is implemented by state administration and state authorities (Parliament, Presidency and

Government), armed forces, protection and rescue forces (including the PRD), municipal and the City of Skopje authorities, public enterprises, companies, civil associations, Macedonian Red Cross, charitable organizations and the media.

The national CMS framework consists of a **Steering Committee**, an **Assessment Group**, both governmental bodies, and a **Crisis Management Centre** (an independent state administrative body and separate legal entity). The role of these bodies is to facilitate and coordinate the proposal of decisions, internal and international coordination and consultation in crisis management, timely response, efficiency and the adequate use of available resources in times of crisis as well as to provide a timely quality and realistic assessment of the threats, risks and hazards that endanger the security of the country.

Furthermore, for provision of essential administrative, expert and organizational support to these governmental bodies, as well as for improved coordination in the identification of all phenomena and processes which threaten state security and or may lead to crisis, dissemination of information to the CMS entities and population, issuing early warning alerts, monitoring situations, exchanging data and information and proposing crisis management and assessment measures, an independent governmental institution was established – Crisis Management Centre (CMC) of the Republic of Macedonia.

Alongside the other competences of the CMS, the regular monitoring and assessment of security risks and hazards was introduced, in a legally organized and coordinated process. The assessment procedure is realized in multi-risk, multi-hazard and multi-sector approach with inclusion and cooperation with every relevant and competent institutions. Accordingly, the output of this integrated risk and hazard assessment is the Assessment of the Republic from all risks and hazards.

The Law on crisis management (2005) lays down the provisions the establishment and functioning of the CMS. Main functions are provision of continuity of the multi- sectoral, inter-agencies and international cooperation; consultations and coordination of the crisis management; preparation and updating the assessment of all risks to the security of the country (providing of multi risk, multi hazard and multi sector approach), as well as proposing measures and activities for reducing identified risks and resolving a crisis situation. The area of risk and hazard assessment is regulated with two articles (45 and 46), whether the detailed regulation of the integrated risk and hazard assessment process is stipulated in the by-law adopted by the Government of the

Republic of Macedonia from 2011 - "Regulation on the Methodology for Preparation of the Assessment of the Endangerment of the Republic of Macedonia from all risks and hazards, its content and structure, modality of storage and update, as well as definition of entities that are receiving whole Assessment or part of it". This regulation has been adopted in organized and broadly coordinated inter – sector cooperation between the Crisis Management Centre and institutions from the Crisis Management System and it is adjusted to best international standards and practices from the area of disaster risk reduction, adopted by the European Union, United Nations and its organizations and International Standard Organization.

For the first time in the country contemporary approach to risk and hazard assessment, as well as disaster risk management is introduced and implemented. Main contributors to this are following aspects: understanding of the risk as a function of hazard, exposure, vulnerability and coping capacity of the system; definitions of key elements and terminology used, structure of the legal act and the assessment process, as well as procedures for preparation, adoption and update, and use of innovative ICT techniques and tools including GIS. The Regulation is defining the spatial dimensions of the preparation of the assessment, as a national assessment – assessment of the endangerment of the country, and as a local assessment – assessment of the endangerment of the territories of the municipalities and the City of Skopje.

Having this in mind, it is important to additionally emphasize that within the structure of the Assessment, there is general and specific parts. The General Part is more related to detailed description of the territory for which the assessment is valid and is containing static or unchangeable elements, whether the Specific Part is making a correlation with the changeable elements that are related to the characteristic hazards, built environment - specific exposure of the infrastructure, facilities, population, level of vulnerability etc.

2.2 Organizational and Technical aspects of the process of preparation of the Assessment of All Risks and Hazards

The overall assessment of security risks within the CMS in the country is defined as a planned, organized, comprehensive and methodologically established procedure through which different processes are implemented and certain awareness, attitudes, judgments and conclusions important for the life, health and property of the citizens, natural, material and cultural assets and

security of the state are considered. Within this assessment framework, the competent institutions are implementing following activities divided in four areas: (1) Identification of the hazards and their ranking (based on intensity, frequency, possible consequences etc.), (2) Prediction of the object that can be endangered (exposed), (3) Analysis of its specifics and characteristics – resilience/vulnerability; and (4) Analysis and assessment of the coping capacities of the Crisis Management System.

As mentioned above and for the purposes of supporting the integrated risk and hazard assessment process (especially the Specific part of the Assessment), the CMC in partnership with the United Nations Development Programme (UNDP) promoted use of innovative ICT techniques and tools. Accordingly, the assessment process was improved through establishment of electronic platform for assessment (procena.cuk.gov.mk). The web applications and databases are connected with the definition of exposure, vulnerability and coping capacity of the crisis management system:

- Web Application and Database for support of the information-recording function of the CMC (historical events database);
- Web Application and Database for inventorization of infrastructure objects, and
- Web Application and Database for inventorization and presentation of resources.

2.2.1 Web Application and Database for support of the information-recording function of the CMC (historical events database)

Web Application and Database for support of the information-recording function of the CMC (historical events database) aims to present all relevant information and data related to disastrous events that have happened in the past 50 years. This is a precondition for preparation of analysis and assessments for the needs of the Crisis Management Centre and one of the main inputs for proper risk and hazard assessment. The main objective of this application is to strengthen the capacities and responsibilities of the CMC for qualitative documenting of all happened natural and human -made disasters and accidents that had been caused by different risks and ensuring preconditions for their better investigation, analysis and evaluation. Events are listed chronologically and are grouped per regions/municipalities. The attributes are related to the main characteristics of the events, information and available data.

This database is of great significance for the process of assessment of future expectations, because the fact that through it can be determines whether certain area is subject or exposed to certain hazards. In addition, this application is providing the scope of the consequences and damages resulting from different disaster and accidents that were documented, as well as review of the approach and response of the system to those disaster and accidents. This is very important to produce lessons – learnt and best practices to improve the planning documents.

2.2.2 Web Application and Database for inventORIZATION of infrastructure objects

Important dimension for risk and hazard assessment is to understand what is the built environment on the territory that is to be analyzed. Therefore, this application presents systematized database of all available information and data about the exposure of the critical infrastructure in the country.

Regional Offices of CMC are collecting and uploading data on the built environment (infrastructure, facilities etc.) that is on their territory and for which the assessment of all risk and hazards will be prepared. The main objective of this application is to establish a database that will be a basis for definition of the exposure of the built environment for certain area, to concrete hazard profile, that is being defined in the above-mentioned procedure.

The Web Application is developed in a way to follow the Nomenclature on the facilities (part of Single Methodology for assessment of damages caused by natural disasters-2001), objects and other assets that are presenting the element of exposure of the risk with pre-defined categorization and classification. In addition, viewer of the required attributes was developed, through which all the necessary indicators for the exposure of the selected infrastructure facility and its characteristics will be presented to define the vulnerability or the resilient of the facility. Below several screen shots from the Web Application are presented for purposes of better understanding of its purpose.

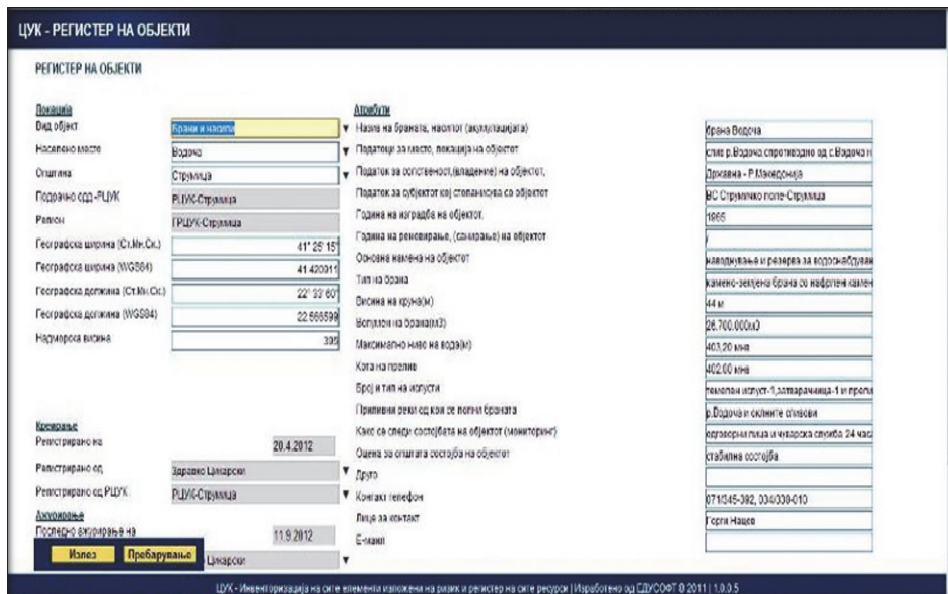


Image 1. Registry of Infrastructure Objects – Attributes for Vodoca Dam near Strumica

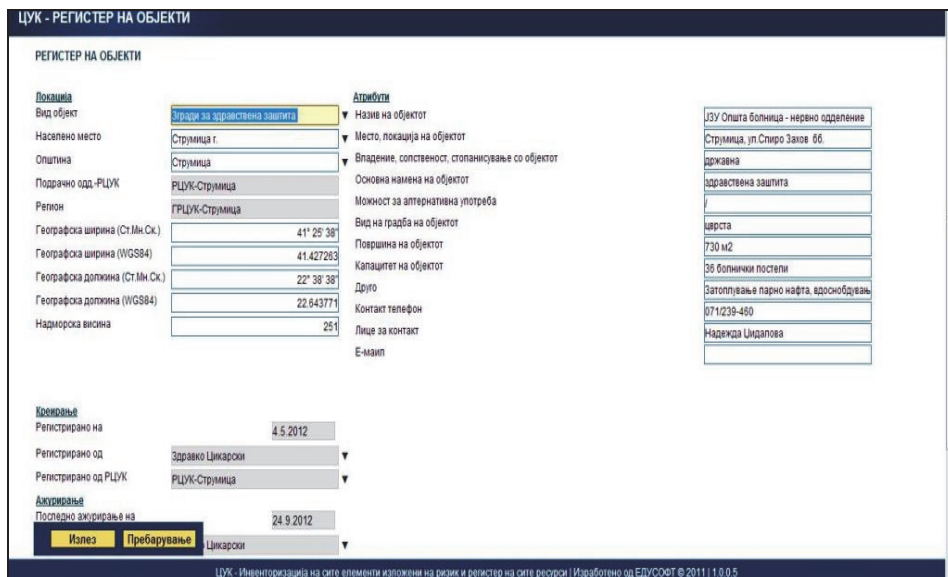


Image 2. Registry of Infrastructure Objects – Attributes for the General Hospital in Strumica

2.2.3 Web Application and Database for inventorization and presentation of all resources

Coping capacities of the Crisis Management System for prevention, early warning, response and recovery to the assessed risks are a separate item in the Specific Part of the Assessment of all risks and hazards. In order to ensure systematic evidence of all available resources that are property of the entities from the Crisis Management System with good quality, a separate Web Application for registry of all resources was created. This application is open to all Regional Offices of the CMC to enter their data on the resources (human, material, technical) that are present on their territory.

With this a central database of resources is created with information and data for the capacities, characteristics and features of the resources, geographical location and the condition of the resources. Similar like in above mentioned web application, the basis of this one is in the Nomenclature on the facilities, objects and other assets with defined attributes for comprehensive description and documentation of the entered resources in the database.

This web application has analytical and operational use and values, both for the purposes of preparation of the assessment and other planning documents, as well as for the needs of operational coordination during response to disaster and accidents caused by different risks and hazards.

2.2.4 E-Assessment Platform

In addition, for the purposes of support of the risk and hazard assessment process through simplification of the preparation, increased use of the assessments as planning tools and operational tools, an electronic platform of the risk and hazard assessments was designed and developed (procena.cuk.gov.mk).

This platform supports the regional offices of CMC to prepare the assessments in simplified and uniform way, as well as to use them in a more practical and efficient manner. Also, the process of preparation of the assessments is done through this platform and different responsible stakeholders have different roles and responsibilities and actively participate in the process of preparation of the assessment. Additionally, it is a repository of all prepared and adopted assessments.

CONCLUSION

The Crisis Management System of the Republic of Macedonia is established for the purposes of provision of continuous monitoring of the risks and hazards that are endangering the security of the country, analysis of data and information for the changes, assessment of the actual and expected trends and development of systems for prevention and early warning ensuring efficient and effective functioning of the system itself.

The above-mentioned activities and actions implicit design and implementation of standardized working procedures and processes that promotes the needs of identical approach and methodology in assessment of risks and hazards, aimed for ensuring the optimal preparedness and rational and economical use of the national resources that are distributed in different state institutions.

For the first time in the country contemporary approach to risk and hazard assessment, as well as disaster risk management is introduced and implemented. Main contributors to this are following aspects: understanding of the risk as a function of hazard, exposure, vulnerability and coping capacity of the system; definitions of key elements and terminology used, structure of the legal act and the assessment process, as well as procedures for preparation, adoption and update, and use of innovative ICT techniques and tools including GIS. Benefit from this kind of document is comprehensive with many different aspects taken into consideration:

- Strategic value – basis for long term activities, strategies, policies, plans etc.;
- Support to the system in decision making, both on national and local level;
- Tactical and operational value – activation of the system or its parts;
- Cooperative value – Information and data sharing among the entities in the Crisis Management System;
- Informative value – Information and awareness of different categories of the population;
- Partnership value – Fulfilment of the own interests and respect to the interests of other institutions, as partners and collaborators.

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CRISIS MANAGEMENT SYSTEM IN THE REPUBLIC OF MACEDONIA, FROM IDEA, THROUGH IMPLEMENTATION AND CURRENTLY PRACTICING

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Abstract: *After the end of the Cold War, countries worldwide have changed key elements of national security and defense strategies. The starting point for these changes was the fact that the threat of classical military conflicts not only between countries of the two former opposing blocs, but also among other countries, was unlikely.*

The international security environment in this period became uncertain and less predictable, and core features of newly emerging complexity of the threat to security were:

- *connectivity, interweaving and common effect caused by the military and non-military risks and threats to security,*
- *transformation of national security as an international, and vice versa, international into national,*
- *instruments and mechanisms to ensure security, inevitably had to become more complex and linked in a complex security system, both at national and supranational level.*

The relevance of conflicts and crises in such a constellation of international relations, imposed need of implementation an effective Crisis management, by including all sectors of the country, such as economic, diplomatic, defense, military, internal security, social, environmental and other.

The Republic of Macedonia, continuously followed these global conditions through appropriate activities and adapting its national security system of the contemporary security environment. In such circumstances, in 2005 was passed the Crisis management law, and in the period until today it is being implemented and practiced.

Keywords: risks, threats, crisis management, security, implementation.

1. Crisis Management, a new approach towards building security

All analyzes regarding possibilities to resolve certain tensions, conflicts and crises in the second half of the last century, were connected with the relation of during that time Military and Political blocs and actual mutual confrontations that were during that time. Since the beginning of this century and onwards, in the condition of new and changed global situation, besides the military, there are also many other conflicting interests that can lead to mutual tensions and crisis situations or causes that lead to local, regional and wider confrontations and conflicts are constantly changing, and non-state actors grow into a significant challenge for modern security systems.

The effective overcoming of new security threats, was conditioned by constant cooperation and coordination at both, national and international level, as between the allies within NATO and the EU, as well as outside of them. The question and the need for finding new security concept, which will have enough mechanisms, forces and resources to face the modern and difficult to predict threats and security risks in the broadest sense of the word are becoming increasingly actual.

From the nature of new security risks and threats, and their even more pronounced internationalization and mutual global connectivity and activity appeared need to strengthen the national security systems with opportunities for early identification, prevention, and effective elimination of security threats and risks, but and the need for joint action by countries such as internal and externally in the form of cooperation, connectivity and integration of relevant institutions and adequate capacity.

New global security challenges in this period were continuously monitored by our country and were undertaken all necessary steps in terms of conceptual, strategic, legal and practical implementation of required measures and activities. One of the novelties that result from the new security building approach has been the establishment of an effective crisis management which is organized and conducted for prevention, early warning and coping with all risks that may cause emergencies and crises in the country.

The establishment of a such system was designed to provide a constant level of consultation among all relevant entities, decision-making at the highest level, maximum coordination, timely response, efficiency and appropriate use of available capabilities and resources in the event of a crisis or crisis situation of certain parts or of the whole territory of the country.

2. Defining the crisis management

The defining of Crisis management, in different authors can be found in various forms. Thus, the famous British author David Robertson, the crisis management defines as good diplomacy that seeks to resolve certain unstable condition by avoiding tensions¹.

According to the American Heritage Dictionary², the Crisis management is a complex of special measures taken under pressure to resolve problems that are caused by certain crisis. Also under crisis management is understood well and in advance planning of the actions of the competent entity, undertaken in order to prevent the start of the crisis or efficiently and effectively manage the crisis that have already occurred.

If we want to set up a general definition of crisis management, then it would be that Crisis management is a complex of comprehensive measures and activities, from preventive and reactive character, through which the competent institutions seek potential and actual risks and threats to the security of the country, to eliminate or to reduce their negative effect of an acceptable level.

In general can be concluded that, crisis management represents a new security concept and a different approach to the prevention of conflicts and crises. Because of this complex global situation, the crisis management have been found in a very high position on the security agenda of NATO and the EU.

¹ Robertson D. A Dictionary of Modern Defense and Strategy, London, 1987

² American Heritage Dictionary, New York, 1990, pg. 486.

Also, the Republic of Macedonia strives to maintain up with them and to take all necessary measures for the implementation of crisis management strategies and policies into the national security system.

3. Tasks of the Crisis management

In the broadest sense of the word the fundamental task of the crisis management is a response to a potential crisis or dealing with phenomena and events (risks) that can generate crisis. But in this way is covered only a part of the tasks of crisis management, or just highlight only the activities which are aimed at response and dealing with the crisis. While the endeavor to build a "proactive" crisis management more attention is paid to prevention and early warning function, whose role is to act in order to prevent the causes that lead to crises. Therefore, the full range of tasks of modern crisis management is much broader and more complex.

During the determination of the tasks of crisis management, it should start from the entirely different nature of the challenges which are actual today. Namely, the risks and threats that facing the modern international community, by their nature are unpredictable, their manifestations are hardly recognizable, and it greatly affects the prediction of appropriate measures (tasks) for dealing with them. When we talk about the tasks of our national system of crisis management, they do not differ much from its general tasks. Specifically, the tasks of crisis management in the Republic of Macedonia are directed to fulfilling the following objectives³:

- general contribution to the peace and stability in the country, the region and beyond,
- efficient management of crises and prevent their transformation into a higher phase of of conflict or disaster,
- the provision of civilian and military preparedness of the country,
- timely and appropriate response in the event of crisis,
- civilian control of the use of force in the event of a crisis in the country, and
- ensuring rapid de-escalation of the crisis and restore all activities in the country in normal condition.

³ Mitrevska M. Crisis Management, "Makedonska Riznica", Kumanovo 2005, p. 37th

4. Needs for establishing a Crisis management system in the Republic of Macedonia

Generally speaking, in recent years, crisis management is a priority topic of the security agenda of all countries and international security organizations. The challenges of the contemporary security environment, filled with non conventional security threats only contributed these activities to receive in importance.

Namely, The Republic of Macedonia was able to directly perceive the nature of new threats and to face the consequences of the lack of coordination and absence of pre-planned activities of state bodies and security structures. Experiences have shown that contemporary risks and threats act between sectoral competencies exceed the resources and capabilities of different governmental institutions, whose mandate was classical security and defense function.

In order to eliminate the identified deficiencies in the national security system, which are practically confirmed in 2001, and achieving compatibility and interoperability with security systems of NATO members and the fulfilling the norms and standards of the European Defense and Security Policy, Macedonia has been focused on the fundamental and comprehensive reform of the security and defense sector.

One of the novelties that result from the new approach of security building and in order to take comprehensive measures to deal with all types of risks and hazards, was to establish a National crisis management system in the Republic of Macedonia.

5. Normative and legal basis

Baseline for regulating this field is the National Concept for Security and Defense, which among other, Chapter III is committed to the national security policy, in a special section presents the views and gives basic recommendations related to the way of crisis management system regulation in the Republic Macedonia.

The reasons that contributed to necessity of introduction the mechanisms of crisis management in Macedonia and the needs of completely normative regulation of this area are essentially covered by following items:

- the existence of diversity in the regulation of this subject matter with various laws and regulations and lack of special or single law,

- lack of a separate state (governmental) body whose primary function and responsibility will be the implementation of activities related to crisis management,

- existence of a sectoral or partial approach to assessing the situation and lack of single integrated assessment of all risks, threats and hazards,

- raising the level of coordination for efficient and effective use of resources of all institutions, aimed at prevention, crisis management and elimination of consequences of crises.

In order to fully regulate this area, establishing of institutional system and achieve the required standards in the legal solutions with the NATO Member States and the EU, the Republic of Macedonia adopted a law on Crisis management, on April 22nd, 2005⁴.

5.1 Law on Crisis Management

Law on crisis management from both, normative and legal aspect is the basis for construction of the National crisis management system. The main objectives that should be achieved by the law are related to following tasks:

- improvement of coordination between the state institutions, and consequently the quality of information used for assessing the risk and threats to the security of the Republic of Macedonia;

- building a crisis management system that will provide timely, fast and efficient prevention and response in case of threat to the safety of people, their property and life and security of the state of all risks and hazards;

- coordinated, rational and efficient use of resources in case of crisis situations.

The law is structured in ten thematic sections (chapters) in itself provides basis for preparation of a number of bylaws regulations.

5.2 Organizational and functional structure of the Crisis management system in Macedonia

Because of the the smooth functioning of the crisis management in the country, proposing decisions and providing of continuous consultations, coordination, timely response, efficiency and appropriate use of available resources in the event of crisis, and providing timely, quality and realistic risk

⁴ Law on Crisis Management ("Official Gazette") no. 29/2005.

assessment for the security of the country, within the Crisis management system are established the Steering Committee, Assessment Group and Crisis management Center.

- **The Steering Committee (SC)**, is a body of Government to which entrusted the coordination and management of the Crisis management system. In the operation of SC participates Ministers of: Internal Affairs, Health, Transport, Defense, Foreign Affairs and the Head of the Assessment Group (Article 13 and 14 of the Crisis Management).

- **Assessment Group (AG)**, is also a Governmental body which are assessing the risks and threats to the security of the state and proposes measures and activities for their prevention, early warning and handling of crisis situations. The Assessment Group consists of the directors of the Public Safety Bureau, the Security and Counter-Intelligence Agency, Directors and Deputy Directors of the Crisis Management Center and the Directorate for Protection and Rescue, the Deputy Chief of Army HQ, and Head of the security and Intelligence from Ministry of Defense.

- **Directorate for Crisis Management**, in the Crisis management system was established as an independent state administration body in position and function of the Directorate, as a legal entity. The name of the independent state administration bodies Crisis Management Center (CMC). The main responsibilities of the CMC are:

- providing continuity in the inter-departmental and international cooperation, consultation and coordination in crisis management;
- preparation and updating of a unified assessment for the risks and hazards to the security of the Republic;
- proposing measures and activities for resolving the crisis;
- performs other duties prescribed by law.

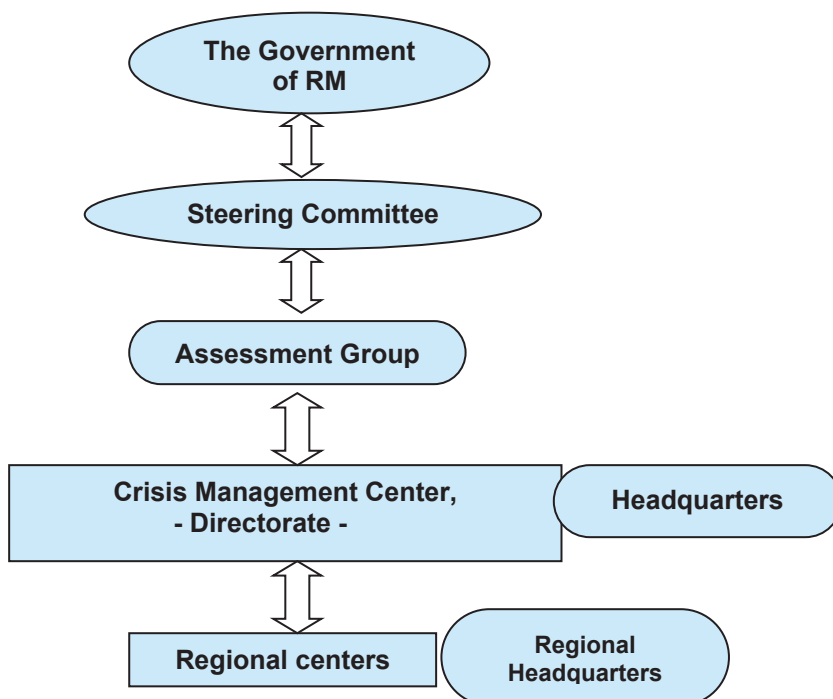
The Crisis Management Center is responsible for the professional, organizational and administrative support to the Steering Committee and the Assessment Group.

- **Headquarters**, at CMC is formed Headquarters as operational and expert body that manages the activities of prevention and management of crisis situations. Director of CMC manages the Headquarters activities.

- **Regional crisis management centers (RCMCs)**, for the purpose of information, monitoring the situation, exchange of data, giving suggestions for managing crisis situations and making the assessment at the local level are

formed regional crisis management centers. In accordance with Article 23 of the law, in total, there are 35 RCMCs, including the city of Skopje.

Organizational and functional structure of the Crisis management system, is presented in the following scheme:



Scheme 1. Organizational and functional structure of the Crisis management system in the Republic of Macedonia

Conclusion

From the previously said it can be concluded that such a setup of functional organization of the Crisis management system in the country is aimed to achieve more aspects of the national security system, with maximum involvement of all entities that perform special tasks in the field of defense, security, economic, social, environmental and other sectors.

Full implementation of this model of crisis management provides a high level of coordination, ongoing communication and exchange of information

between key state institutions as well as rational and efficient use of resources in case of crisis situation and and state of crisis.

The process of decision making, which in application may be of a preventive or reactive character passes through the Governmental bodies that manage the Crisis management system (Assessment Group and Steering Committee), involving representatives from various sectors, which ensures a high degree of transparency and inclusiveness in crisis management in the Republic Macedonia.

In addition, in this way established crisis management system provides mechanisms and bodies for permanent analysis and assessment of all phenomena that pose risks, threats and hazards to the lives and health of people, material goods and security of the state.

Compared to the previous existing system of partial assessment of the risks within the different institutions, through the crisis management system are provided all the bases of legal, organizational and institutional aspects for the implementation of multi-agency and multirisk approach in the analysis and assessment of security matters.

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ARAB-ISRAELI CONFLICT AND ITS IMPLICATIONS IN ACHIEVING PEACE IN MIDDLE EAST

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Abstract: *Chronological elements of contemporary conflicts between Israelites and Palestinians has experienced different tracks with a lot of disagreement and tension throughout history of Twentieth Century. Historical mutual claims regarding authenticity of two nations in Palestine.*

Regarding these controversial claims, Jews trace their roots from Isaac, while Arabs from the other son of Ibrahim(Abraham), Ismail (Ishmael) born of Hagar, maid of Sarai (Sarah). Nowadays, Palestinians emphasize that they are a distinguished nation from the rest of Arabs, because according to them, their roots dating back even before those ancient Jews.

Most of the time during the next 1600 years, Jews were ruled by Assyrian, Babylonians, Greeks, Egyptians and Romans.

Having heard the arguments of both sides, the UN decided to adopt Resolution 181 in 1947, which consisted of: creating two separated states, who had a common economy. One was in the Gaza Strip and west bank of the river Jordan, and Israel would possess the rest of the Palestinian territory. Such a decision didn't took into account either the fact that the Arab-Palestinian population was two times greater than the Israelite one, while the separated territory from the UN resolution was 1/3 comparing the other part projected for the Jewish state. While Jerusalem was given international status. In the days of withdrawal of last British forces from the port of Haifa, Israel leaders headed by David Ben Gurion and Kaim Vaizman announced the creation of the state of Israel. The intervention of the United Nations presented two ways out:

- a) *The establishment of a joint multi-ethnic state for Arabs and Jewish.*
- b) *Creating two separated, sovereign and independent states, one Jewish and one Arab in the territory of Palestine.*

The second option was a satisfactory alternative for Jews, while for Arabs none of these options would lead to a proper solution, so the Arab states joined in an alliance and fought against Israel in defense of their cause. Their armies went to Palestine, but were defeated by the Jewish troops, who were commanded by skilled officers. In the Arab alliance camp was noticed a confusion of the army, a lack of unification and poor strategy, which was combined with an armament of poor quality. This led to a loss, which was a great shock for the Arabs. Israel won and its territory was expanded by 5500 square miles signed for the Jewish state in the partition plan, in 8000 square miles.

Keywords: *East, Lobbying, Conflict, Way out, Diplomacy, Arabs, Israel.*

1. Historical mutual claims regarding the authenticity of two nations in Palestine

Chronology of contemporary confrontations between Israelis and Palestinians has experienced different tracks with a lot of tensions and disagreements throughout the history of the twentieth century. The main cause of the continuing hostility between Arab countries and Israel lies in their mutual claims regarding the exclusion of the Palestinian territories¹. Regarding the contradictory claims of Jews trace their roots from Isaac and Arabs from other son of Ibrahim (Abraham), Isma'il (Ishmael) born of Hagar, Sarah's maidservant.

Palestinians today claim that they are a distinct nation from the rest of the Arabs, as to them, their roots date back even before the ancient Hebrews. They trace their heritage from the Canaanites, who lived there Mesopotamia and built cities of Megiddo, Hatzor, and Jerusalem, in the third millennium before Christ.²

The Philistines, who came from Crete and other islands of the Mediterranean, managed the establishment of settlements in the southern part of the coast of Canaanites. It is because of these people, Philistines, that gave the name to Palestine.

Arabs themselves claim that this land is sacred and belongs to them, because in here happened the "Night of the Israa and mirage" in which Prophet Muhammad met God.

¹ Peter Fotheringham, International Relations, pg. 3

² Janet & John Wallach, Arafat, in the eyes of the beholder, pg. 4

2. Birth of Zionism, lobbying and the creation of the state of Israel

Against historical odds, important for this conflict remains the consolidation of Jewish nationalist spirit in the 19th century led by Austrian journalist Theodor Herzl. He said: "Space! From the Nile to Euphrat, we need a transitional period under our jurisdiction and a Jewish ruler to leadIn the moment that the proportion of the population will be Jewish **in its two-thirds**, it will automatically go under Jewish political domination."³

Jewish settlers around the world said "We will ask what we need. The more immigrants we have, the more area of land we need."⁴ The establishment of the World Zionist Organization under the leadership of Theodore Herzl and the first conference held by the organization from 27th to 29th of August in Switzerland. Herzl undertook an active diplomatic offensive to gain the support of the majority of world powers regarding the Jewish claims⁵.

In the following of this major effort, would be the political conjuncture, after the First World War, that will bring lobbying intensification of OBZ.

"The British, in an attempt to gain the support of Jews and Arabs against Germany, appeared making promises about the political status of Palestine on both sides, Arabs in Agreement Sykes-Picot in 1916 and Jews in the Declaration of Balfour in 1917)."⁶ At the end of World War II, the UN's had the duty to resolve the issue about Palestinian and Arab-Israeli conflict.

The persistence of Palestine about the territories, claimed they were Arab lands for thousands of years, about the Jews that weren't persecuted by the Arabs and that it wasn't right that Jewish problem to be resolved by damaging the Arab population was a constant rhetorical.

3. The first Arab-Israeli war

Having heard the arguments of both sides, the UN decided to adopt Resolution 181 in 1947, which consisted of: creating two separated states, that were economically united. One would be in the Gaza Strip and the West Bank of the River Jordan and Israel which would possess all the rest of the Palestinian territory. Such a decision does not take into account either the fact that the Arab-

³ Muhsin Muhammed Salih, Palestinian Case, pg. 139

⁴ Muhsin Muhammed Salih, Palestinian Case, pg. 139

⁵ Muhsin Muhammed Salih, Palestinian Case, pg. 29

⁶ Peter Fotheringham, International Relations, pg. 4

Palestinian population was 2 times greater than Israeli one's while the decided territory from the UN resolution was 1/3 in comparison with the rest of Jewish state.

While Jerusalem was given international status. "The intervention of the United Nations presented two choices: a) the establishment of a joint multi-ethnic state for Arabs and Jews b) creating two separated state entities, one Arab and the other Jewish, both independent and sovereign in the divided territory of Palestine."⁷

The second option for Jews represented a satisfactory solution, but for the Arabs these options would never be accepted. So the Arab states joined in an alliance and fought against Israel. "Their armies went to Palestine, but they lost. Even though the Jewish troops were less in number, their commands were better trained and skilled."⁸ In the camp of the Arabic alliance, there was a confusion of the army, a lack of cooperation and poor strategy, which combined with an armament of poor quality, resulted in a loss and that was a great shock for the Arab world. "The war resulted in a victory for Israel, whose territory was expanded by 5,500 square miles signed to the Jewish state in the partition plan in 8000 square miles."⁹

4. The Suez Canal Conflict

In the following years 1952-1960, the situation in the Middle East was very tense. Arab states did not recognize Israel and refused to establish diplomatic relations with it. These hostilities led to several wars. In November 1956, General Assembly, in majority requested the end of the fights.

The territorial claims and the tense relations between Israel and Arab countries would bring the fighting in the so-called "Six Days War". Six-Day War represents a culminating point in the longest conflict in modern times: the Arab-Israeli.

"The roots of this conflict are found in the statement of Balfour made by Britain, which on the one hand declared its availability to allow and favor the creation of an Jewish ethnicity in Palestine, on the other hand it stated that this

⁷ Sofokli Meksi, Political Story of Middle East, pg. 89

⁸ Amin Malouf, Disorientating of the world, pg. 91

⁹ Peter Fotheringham, International Relations, pg. 15

Jewish entity would mean a violation the rights of the Arab population that lived in the holy Land."¹⁰

Meanwhile, the theme of Arab nationalism continued to inflame the mass, making them to forget the poverty and the lack of political perspective.

The state of war was a phenomenon that continued since 1949. It created a constant sense of insecurity in the whole region. Palestine had created the Palestine Liberation Organization.

5. The Six Days War and Israel's Supremacy

The first step to the second battle of Arab-Israeli happened in Moscow. Soviets sent secret messages to Cairo saying that Israel was preparing a fast military attack against Arab countries. This brought the situation out of control. Egypt stopped the marine traffic in Aqaba Bay, cutting in this way Israeli's maritime communication with the Indian Ocean. This gesture, not only that it was against national law but also isolated the foreign trade of Israel. On the other hand, the leader of Egypt, Nasser was in a dilemma whether they should attack first or if they should expect the reaction of the opponent to gain political credo. "His right arm, Marshal Abdul Hakim Amer, was sure that if all Israeli bombers would attack at the same time, Egypt would lose 10-15% of its aircraft, which would bring to their replacement in a few days by the Soviet. What Nasser had not foreseen at all, was that the Israelis since the first attack would annihilate all of the Egyptian aviation ".¹¹

All these reasons caused the Israeli air force attacked powerful military structures of Egypt, Syria, and Jordan, without a formal declaration of war, in 5th of June 1967. Israeli air strikes continued while Arab and Egyptian soldiers were retreating. "In less than 48 hours the Israeli army managed to take the Sinai Peninsula, East Jerusalem, the West Bank and Golan Heights. These invasions caused great panic even in Moscow, after the fall of socialist regimes to the few countries that had supported. So under the continuous pressure of the United Nations cease-fire was reached in June 1967. "¹²

The Six Days War shocked the politics and many Arab countries power, but those who felt more the defeat were: Egypt and its leader Nasser. Nasser had

¹⁰ Michael B. Oren, Six days of War, pg. 137

¹¹ Amin Malouf, Disorientation of the world, pg. 122

¹² Sofokli Meksi, The political story of Middle East, pg. 103

promised the Arabs that he would end the Israeli state but was totally disappointed after this political failure.

War on one side affirms the State of Israel as a military and political factor that exceeded its modest territory and its relatively small population. Military triumph in 1967, would produce two long-term consequences on long-term policy of Israel:

- a) taking control of the Arab
- b) occupation of territories with a predominately Palestinian Arab population would create endemic internal problems in Israel.

Watching the favorable situation in which was found, Israel put conditions to Arab countries, that if they wanted the occupied territories, must recognize Israel as a state. "On 22nd November, the Security Council adopted resolution 242 demanding the establishment of a fair peace and lasting situation through the implementation of two principles: a) the withdrawal of Israeli armed forces from occupied territories in the last conflict. b) putting an end to every claim or war condition, respecting and recognizing the sovereignty, terrestrial integrity and political independence of every nation in the region."¹³ The resolution called for resolving the refugee problem, which was necessary to ensure freedom of navigation in international waters. This resolution was rejected by Syria as well as by the PLO, because they did not deserve to be treated as refugees. While Israel refused, because it would lose the position gained during that period. This war also humiliated the Arabs and the Soviets, because weapons used by Arabs were Soviet.

Egyptian leader , in 1969, launched the so-called 'War of Attrition' which consisted of constant bombardment of Egyptian artillery, against Jewish positions on the eastern bank of Suez. But this plan did not work as thought, because the government of Tel Aviv replied with bombing against Egypt. This war ended with the signing of a cease-fire demanded by the Security Council of the UN through the Resolution 338 "where it was required by the combined forces to control ceasefire". After a year of war, the Israeli side had suffered major destruction and a lot of victims, while Egypt suffered a destroyed economy and infrastructure. All this led to the resignation of Nasser.

¹³ Michael B. Oren, Six days of war, pg. 127

6. Sadat's new political spirit and peace in Camp David

Egypt's new leader decided to change the policy toward the state of Israel. He acted in two major ways: "to make an alliance with America to be closer to closer to Tel Aviv and to force Israel to withdraw from Sinai. Both of these steps were demanding the interference of Washington to enter into a deal with Israel."¹⁴ Jewish were asked through Americans a withdrawal from Sinai, which would show a sign of negotiation. But Israel refused to give up of the territories without reaching an initial peace agreement. No solution was reached with the diplomatic way, so in 1973, happens what it is called the third Arab – Israeli war, or Ramadan's War, or Yom Kippur War.

The beginning of this war was considered as flashback of the Six Days War. USA gave a major contribution, by helping Israel with military weapon.

In November 1973 the parties agreed resolution of the Security Council of the United Nations which called for the immediate termination of military operations and the withdrawal of Israel, a few kilometers from the demilitarized zone where the observers of the UN were placed. The situation did not change radically, because Israel, again, did not give up from the occupied territories during 1967. But what had changed was the psychological condition between Arabs and Jews. Egyptian's president visit to Israel during 1974, improved the situation, especially when it was called for peace."Both sides agreed to negotiate. They were held in Camp David. After the continuous and often tense discussions, they agreed to a deal which stipulated:

- a) withdrawal of Jewish corps within three years from the Sinai peninsula, also guaranteeing the autonomy and self-governing authority for the Arab-Palestinian population in the Gaza Strip and the West Bank.
- b) recognizing from Egypt the existence of Israel state and creating diplomatic relations with it, as well as the guarantee of Israeli's trade's fleet in the Suez Canal.
- c) the USA commitment to help Egypt and Israel with military supplies and equipment.¹⁵ US was the greatest intermediate in the written negotiations between countries at that time. The peace written in Camp David, brought a normalization of relations creating in this way a buffer zone between Israel and Egypt. The peace agreement was accompanied by massive protests in the Arab

¹⁴ Sofokli Meksi, The political story of Middle East, pg. 95

¹⁵ Camp David Agreement, www.campdavidagreement.com, pg. 7

world. Egypt became diplomatically isolated by all Arab states and was expelled from the Arab League.

In 1975, in Lebanon, a fierce civil war broke out between paramilitary Christian forces, the Phalange and the Palestinian. Tel Aviv took advantage of this situation to strike the PLO. In June 1982, under the leadership of the Minister of Defense, Ariel Sharon, Israeli troops invaded the half of Lebanon and besieged its capital, Beirut. In alliance with the Christian militias headed by Bachir Gemayel, Jewish not only hit the Palestinians battalion, but also the Palestinians refugee camps, causing thousands of victims among Palestinian refugees. International forces interfered by forcing, on the one hand, the withdrawal of the Zionist army, while on the other hand, forced Arafat and the leading headquarters of PLO to leave Lebanon. The PLO center moved to Tunisia and they would stay there until 1993. In 1977, in Israel came in power the right parties which represented the right Zionism or Zionist revisionism. The right side had continuously promoted moving into invaded Palestinian lands since the year 1967 by Jewish colonists, which would have been a provocation to the Palestinian people who were under Tel Aviv's invasion. In the years 1970-1980, the situation the Palestinian lands of the Gaza Strip and West Bank was extremely aggravated, while in Tel-Aviv was dominating the conservator and nationalist side. Israel had close ties with the Reagan administration and the Americans were back in the dominating power of the region. The lack of a way out and the despair caused by twenty-year-long Zionist invasion, encouraged in the West Bank and then in Gaza in a massive Arab - Palestinian population revolt. Israelites, faced with this unexpected attack, answered with bullets and all the international opinion was a witness of the murder of thousands of Palestinian adolescents, that's how the first Intifada was born. With increasing pressure on dialogue, in 1988, Arafat in the name of PLO accepted the legitimacy of Jewish state with the borders decided in 1967, but this would happen with the condition that Tel-Aviv would allow the creation of Palestinian state in Gaza and the West Bank. This step consisted in the acceptance of Resolute 242 of United Nations.

7. Oslo's Accord and delays cavalcade of diplomatic peace process

In November 1988, the PLO, unilaterally, announced the birth of the Palestinian State, which was immediately recognized by more than 100 countries. After the Gulf War, in 31st of October 1991, with the US and soviet's union

organization in Madrid, Spain were opened the multilateral talks between Israel, Syria, Lebanon and Jordan, where the Palestinian delegation was not recognized party status immediately. The Madrid Conference intended to lay the diplomatic groundwork for the beginning of bilateral rounds of talks between Israel and the Arab border states. The talks were based on the spirit of Resolution 242: "land in exchange for peace", as with Egypt in 1978. This conference marked the first steps towards a lasting peace in this region, under American diplomatic presence.

With the victory of the Left Labourist Party, in Israel began the development of the talks, that were secret in first and then became public with the representatives of the PLO, which culminated with the signing of the "Declaration of Principles" or otherwise known as "Oslo Accords" signed in 1993. To this agreement stipulated:

1. gradual and partial withdrawal of Jewish army from the Gaza Strip and the West Bank,
2. instead of administration of Israeli military, would be established a Palestinian autonomous governing authority, Palestinian National Authority, which would govern the areas, which according to the agreement were set up in formation, after further negotiations to a future Palestinian state ,
3. Palestinian areas under occupation were divided in 3 sections: A, where control was left the Palestinian Authority; SECTION B, where temporary control would be common; Sector C, which will remain under the temporary control of the army of Tel Aviv
4. both sides, Israel and the PLO, recognized each other's authority.
5. Special topics, where a mutual understanding was not reached, as the issue of the status of Jerusalem and Jewish settlers in the Palestinian territories of after 1967, were left to be discussed in a second moment of negotiations. "¹⁶

However, full implementation of the Oslo Accords were never achieved, because of the impact of a number of factors such as: the murder by a Jewish extremist of **the Prime Minister Rabin**, moreover the continuing of the status of Jerusalem impasse. In July of 2000, a conference was organized by President Clinton precisely at Camp David and aimed to reach a final definition of a

¹⁶ Oslo Agreement, 1993; www.osloagreement.com, pg. 2

territorial and political status of the future Palestinian state. But even this time the agreement was not reached. The causes of this failure are found mostly because the Palestinians had an intransigent attitude, because Israel offered 90% of the West Bank territory and the control over Gaza Strip.

International approval sponsorship of a applicable formula to co-existence of Israel and Palestine, would not solve the extensive and numerous conflicts in the region, but would have the a triple benefit: peace in the region, easier access to energy resources from Western countries and a bridge of dialogue between civilizations.

Solving the Arab-Israeli conflict, shall also facilitate US efforts to help democratize progressive neighboring countries Arab without noticing in front of Arabs that US is using the issue of democratization, as another excuse for delaying an agreement on Israeli-Palestinian case.

8. Geostrategic and economic interests of superpowers in the Middle East

In the case we try make a geopolitics analysis for the region in general we would see a lot of properties underground wealth such as oil and natural gas, that are the reason that European and American industry hasn't survive.

Among other things, our journal former dictator in the Middle East said: "US imperialism has consolidated its strategic economic position in this area and has divided Arab nations. The most populated, economically and militarily powerful places are in his side having also at the same time also own side of Israel, his Kaburen in time of war."¹⁷

Finally, it seems that the solution of this issue will be far, perhaps it is hidden in the dark recesses of history. But we can cite several reasons that keep the current achievements of this worrisome problem.

- **Firstly**, the attitude of both sides in opposite positions reduces the ability to an agreement and increases constantly the tensions.
- **Secondly**, the opposite claims by religious base as two indigenous nations in these territories play an extraordinary catalytic emotional and spiritual role.
- **Thirdly**, the lack of political unity of the Arab countries on the Palestinian issue and the establishment of national interests over the

¹⁷ Enver Hoxha, Political notes for Middle East, pg. 154

desire of resolving this crisis has brought down the Israeli collective pressure.

- **Fourth**, the Israel's military and political organization provides a strong feeling of internal cooperation which is absent from the Arabs side.
- **Fifth**, significant disproportion in alliance with the big powers where Israel has always stayed close to (the US, Britain and France).

This creates a superiority in the international arena and an increase of its diplomatic flexibility. On the other hand, the existence of right-wing political features Zionist nationalist, represented by Likud in power and Netanyahu, complicates the agreement, because this political spectrum did not recognize the PLO as the legitimate and West Coast considers as native Jewish settlements respectively Judea and Samara. Against hardship and suffering of the Palestinian ordeal, a part of the fault remains to the corrupt government and secret collaborators newly rediscovered of Israel and the United States.

9. The Arab Spring and attempts to dissolve the Palestinian "winter"

The current phenomenon of radical political changes in the Middle East or the Arab Spring will also bring greater cohesion associated with the close cooperation and union bargaining approaches to this issue. The signals are still strong, when in most of these countries the elections were won by Islamist parties. However, self-test of accumulated votes from Palestine as a member of the UN observers was a sign of loss and fading international support of Israel and its colonial policies. Recently France and Britain have openly criticized Israel's policy of new settlement expansion as a serious attempt to undermine the peace process and the two-state solution.

On the other hand, the deepening and expansion of geopolitical, strategic and economic interests of China and Turkey in the region, creates the premises of a larger international support to Palestine thus conditioning the attitude of oilfield countries, also to shifting international economic balances given the fact that the economic global gravity trend is directed towards Asia and China has become the largest energy consumer in the world.

Finally the settlement of the Palestinian and Arab-Palestinian conflict is at a point where the sufferer's own lack of resolution in their power to cast cards in historic global diplomatic game in order to win the Palestinian state and peace in the region as a whole.

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INFORMING AND EXCHANGE OF INFORMATION IN A CRISIS SITUATION RESULTING FROM INTENSIFIED ENTRANCE AND TRANSITING OF MIGRANTS THROUGH THE TERRITORY OF THE REPUBLIC OF MACEDONIA

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Abstract: *One of the crucial segments for a successful management of a situation in conditions of a declared crisis resulting from intensified entrance and transiting of migrants through the territory of the country is informing and exchange of information. Management in conditions of crisis situation would not be possible without ongoing exchange of information between the organizational units in the Police competent for taking action in a crisis situation. What is especially significant is informing and exchange of information between the Police and the remaining subjects of the crisis management system.*

The successful management of crisis situation is possible only through good and efficient guidance, through permanent promotion of policing, especially in the area of informing and exchange of information.

Keywords: *informing, exchange of information, police and crisis situations.*

INTRODUCTION

The Police, being one of the subjects in the system for crisis management, whose task is to ensure internal security of the country, is a significant factor for management of the arisen crisis situations. The successful management of the set tasks in conditions of a crisis situation resulting from intensified entrance and transiting of migrants through the territory of the country is clearly influenced by the Police's training, equipment and the support by adequate normative and legal instruments, especially in the area of informing and exchange of information.

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Building the capacities in the area of informing and exchange of information of police heads will largely contribute to a higher success of the Macedonian Police in management with the arisen crisis situations. Therefore the Police needs to build high-quality human resources, which are necessary for successful management in conditions of a crisis situation.

Along these lines, it is noteworthy to mention that informing and exchange of information is a crucial tool used by the Police for accomplishment of the appointed tasks. If informing and exchange of information is not at an appropriate level, then successful performance of the appointed tasks is jeopardized.

This means that good-quality informing and exchange of information will largely depend on the Police's success in performance of the appointed tasks in regular, as well as in crisis situations.

1. DEFINITION AND CONTENT OF INFORMATION AND EXCHANGE OF INFORMATION

In conditions of a declared crisis situation resulting from intensification of entrance and transiting of migrants throughout the territory of the country, informing and exchange of information is exceptionally important for management of crisis situation.

Informing the Police encompasses a number of procedures intended for collection, processing, keeping, use and sending security notifications, information, reports and data referring to security conditions and events, the work and the results of work of police units and the situation in a police unit². Informing and exchange of information entails a procedure of recording, documenting, or keeping of security data.

1.1 Informing and Exchange of Information in the Police

Informing the Police in conditions of a declared crisis situation may be *internal* and *external*, *urgent*, on a *daily* basis or *in periods*, *written*, *oral* or *combined*, and exchange of information may be *internal* and *external*, *vertical* and *horizontal*.

Lower organisational units inform the higher ones regularly or at pre-defined periods about the territory or about the area of their competence, about

² Stevanović, O. "Police Management", second, revised and upgraded edition, Police Academy, Belgrade, 2003, p. 219

(Стевановић, О. „Руковођење у полицији“ друго, измењено и допуњено издање, Полицијска академија, Београд, 2003, стр.219)

the measures and results from the taken measures, as well as about the situation of the organisational unit they are managing.

If urgent information is obtained in the crisis area, the higher management level should be informed thereof immediately. The manner of informing may be: personal through immediate contact with the head of organisation, on the phone (landline and mobile phone), in written, via telegrams, reports, events bulletin, security assessment, via telefax, through the intranet, through the radio communication system etc. This form of information is called *referring*.

On the other hand, the heads of higher organizational units are obliged to *present* the upcoming tasks, the work plans, the planned measures and activities, the current measures and activities and the manners for their solving to the heads of lower organizational units. The manner of presentation depends on the features and nature of content that should be presented to the heads of lower organizational units.

In the area of exchange of information, what is especially significant is the exchange of information to be conducted in a planned manner. This helps build the institutional and national mechanisms for exchange of information, planning and operational coordination that supports security in the country, protection from risks and reducing of risks and dangers that may lead to crises. The exchange of information between the organisational units of Police in the light of the arisen crisis situation resulting from intensified entrance and transiting of migrants through the country's territory (places of entrance of migrants, transiting routes through the territory of the country, the places where the migrants stay longer and the places of leaving the territory of the country, the number of migrants that have entered, exchange of information on transport and other information, mostly referring to security).

Informing and exchange of information within the framework of Police is regulated with Rulebooks, guidelines, regulations and other bylaws that regulate:

- a) The manner of communication, coordination and mutual informing of the organizational units;
- b) Information on security phenomena, events and cases and
- c) Type of information, documents, reports, data and other acts, which pursuant to Law have a determined degree of classification, measures and activities for their administrative physical and information security, security of persons that are users of classified information and exchange of classified information.

Taking into consideration the nature of policing, swift and efficient transfer of data is key for managing the crisis situation, which is why there is an arising need for protection of sensitive and confidential data so that information may reach the user protected and unchanged³.

2. INFORMING AND COMMUNICATING WITH THE PUBLIC IN A CRISIS SITUATION

The process of informing the public is regulated by a series of legal regulations and bylaws, such as: *1.Law on Internal Affairs*, *2.Law on Police*, *3.Rulebook on the Manner of Policing* (police provides information, data and notifications on issues from its scope of work, upon request by citizens, state bodies, public enterprises and other legal entities). Also, *4.Guidelines on Crisis Communication*⁴ – these guidelines consist of two parts, the first one is *Guidelines on Communicating with the Public* and the second *Guidelines on Crisis Communication*. These are practical to use and easy to apply in everyday work, especially when it comes to proper planning and controlling the steps of communicating with the public. In order to achieve effective and successful communication, successively completing each of the given steps in the given order is necessary. The Guidelines on crisis communication lay down the procedures in regard to the coordination of communication, both at internal and external level in case of a crisis. They also define the roles, responsibilities and the Protocol on Communicating with all target groups during a crisis.

The aim of crisis communication is to collect and understand the most relevant facts and implications from a given situation, and then they should be shared with the public in the most consistent and proper way possible.

2.1 Communication with the Public in a Crisis Situation

Communication with the public in a crisis situation is conditioned by the need for a quick and precise informing and it is the strongest during a serious

³ Станковски, Т. „Менаџирање на полицијата во справување со кризи состојби во Република Македонија“, необјавена докторска дисертација, Скопје 2016, стр.139

⁴ „Упатство за кризна комуникација со насоки за комуникација на Министерството за внатрешни работи со јавноста“, ОБСЕ, Висока школа за новинарство и односи со јавноста, МВР, Скопје, 2014; Види повеќе кај: Steve Wilson, „*Real people, real crises: an inside look at corporate crisis communications*“, Oakhill Press, Winchester VA, 2002

crisis situation⁵ (crisis situation due to an increased number of migrants entering and transiting through the territory of the country). Proper handling of a certain crisis is possible if there is good work preparation and a well-planned communication strategy⁶.

Communication in crisis situations may be defined as exchange of information between the authorities and organisations, the media and interested individuals and groups, prior to, during and after the crisis has ended. There are three important dimensions during a crisis: the mere crisis, the manner in which the authorities and organisations handle the crisis and the consequences emerging from the crisis. The principal problems most often do not originate from the crisis itself, but instead they originate from the manner in which measures are undertaken by different factors for providing assistance in a crisis situation. Most often, this happens because of insufficient preparation for such events, difficulties occurring because of improvisation, partial awareness about what had happened and problems arising as a result of misunderstandings about the roles, responsibilities, and functions of responsible institutions.

Competent authorities must be well-informed of all organisations acting in times of crisis, their views and knowledge on various processes and situations. This need was confirmed to be necessary in police actions in the Temporary Transit Centre "Vinojug" in Gevgelija established to accept, record and issue certificates for a declared intent for asylum and readiness of the migrants for their further transportation to the Temporary Assistance and Support Point "Tabanovce", in the area of the municipality of Kumanovo near the border crossing point "Tabanovce", formed for assistance and support for the migrants transiting through the country with an intention to cross the state border towards the Republic of Serbia. The state institutions, Red Cross teams of the Republic of Macedonia and other NGOs provide medical assistance; give food and water, blankets, clothes and personal hygiene product at the Assistance and Support Point.

Stakeholders involved in a declared crisis situation resulting from intensified entrance and transiting of migrants through the territory of the state

⁵ „Прирачник за комуникации во кризни состојби“, Црвен крст на Република Македонија <http://star.ckrm.org.mk>, пристапено на 25.1.2016 година; Види повеќе кај: Кешетовиќ, Ж. „Кризни Менаџмент“, Факултет безбедности, Јавно предузеће „Службени гласник“, Београд, 2008, стр.165

⁶ Кеџетовиќ, Ж., Toth, I. „Problemi kriynog menadžmenta“, *Veleučilište Velika Gorica, Velika Gorica, 2012, str.111-113*

territory are: persons affected by the crisis and their immediate families, state institutions, local, national and international resources for informing and volunteers. A successful communication in a crisis situation is based on the presupposition that there is an already established professionally informative system. Also, various technical resources are necessary for providing and receiving information, through which information will be quickly transferred regardless of the time and place of their origin.

In times of crisis, the public should be informed about the places for evacuation, places where assistance could be provided, condition of the roads leading to these places, manner of obtaining necessary information for their immediate family members and similar.

The cultural diversity and international exchange nowadays require the Department to be competent for multicultural work⁷. The communication of the institution with different interested parties starts with the delivery of information to certain recipient. The information which should be provided will depend on what this single institution or individual would like to obtain as information, what are its expectations, specifications that should be taken into account and the availability of the information to the media. This does not refer only to the information required, collected and used by citizens, organisations and companies, but to the used channels and establishing which pieces of information are credible and which pieces of information will be kept due to its significance or interest.

2.2 Informing Different Groups

According to the Handbook on Communications in Crisis⁸ there are two main types of participants in the crisis – some are appointed by the institution, and others have defined themselves as participants in a specific context. The first group is composed of employees in the institutions and other organizations, persons affected by crisis and their immediate relatives, media and volunteers. The second group is composed of individuals, groups, organisations, associations, temporarily formed groups, interested partners and others that in some manner act independently.

⁷ See: Kešetović, Ž., Toth, I. „Problemi krijnog menadžmenta“, Veleučilište Velika Gorica, Velika Gorica, 2012, str.113-119

⁸ „Прирачник за комуникации во кризни состојби“, Црвен крст на Република Македонија <http://star.ckrm.org.mk>, accessed on 25.01.2016

Information needs for most of these groups are very specific and the institution must be able to conduct direct dialogue with them. This increases the efficiency of informing. Recipients obtain the information directly without having to constantly follow the media and the institution may address these persons in this manner without having to rely on the fact that the media will communicate this message. Therefore, during crisis the institution should establish groups which it would like to be responsible for and to pay special attention to the information needs of more such groups. The aim of both cases must be the use of channels as selective as possible. There are more groups with special information needs which require information via special channels and which are structured on the basis of the following preconditions:

- For example, visual and voice information to be communicated by means of addressing to newspapers, TV-stations or telephone voice services.
- Some of the groups in the society can be informed only in their mother tongue or within the frames of their social and religious groups. This means that the information team must have access to translators and interpreters.
- During crisis the information team must take into consideration that some people are temporarily staying in the country, for example tourist and business guests and they do not know where to turn for information.
- There are also situations where the differences in culture, religion, and opinions about gender equality demand special adjustments, for example when choosing who will provide the information and in what case this information is formulated.

Well informed employees are the best indicator for the capacity of the institution to face the crisis.

3. MANNER AND PROCEDURE FOR SUBMITTING DATA AND INFORMATION TO THE CRISIS MANAGEMENT CENTRE

The data and information on events which may lead to the occurrence of crisis, as well as the manner and procedure for their submission to the Crisis

Management Centre by the entities participating in the Crisis Management System are regulated by a bylaw⁹ covering the following events:

1. For possible manifestations of nationalism, religious intolerance and hatred, forms and activities connected to international terrorism, organised crime, illicit trafficking in drugs, weapons and people, possession of large quantities of illegal weapons, corruption, urban terrorism, serious crime, including blackmail, murder and attacks against citizens and their property and consequences of the use of means for massive destruction;
2. In terms of the activities of foreign police services and other activities directed towards deterioration of the security, entities participating in the Crisis Management System submit data and information to the Crisis Management Centre regarding: violation of the airspace of the Republic of Macedonia, incidents on the border of the Republic of Macedonia, terrorist activities, diversions and sabotages, demonstrations, strikes and large scale riots jeopardizing public peace and order, unauthorised release, disclosure and violation of the safety of information and communications;
3. For consequences from conflict of interests for use of sources and roads of strategic energetic materials, as well as prevention and blocking of their import in the Republic of Macedonia;
4. For natural and other types of disasters, the subjects participating in the System for Crisis Management submit to the Centre data and information on earthquakes, floods, intense snowing, snow drifts and snowslide and freezing of river beds and lakes; other natural disasters (thunders, strong winds, thick fogs, extremely low or high temperatures, torrential rains, droughts, white frost, hail and other); large fires;
5. For technical-technological disaster, the subjects participating in the Crisis Management System submit to the Centre data and information on: explosive demolition; disasters in mines or production capacities; cracks, collapse and other damaging of dams that jeopardize the population and material goods; radiological, chemical or biological contamination and air pollution, pollution of rivers and environment;

⁹ „Уредба за видот на податоците и информациите и за начинот и постапката на нивно доставување до центарот за управување со кризи“, Службен весник на Република Македонија, бр.09/07

failure and larger breakdowns; traffic accidents in road, railway, water and air traffic; mass poisoning with food, chemicals or poisonous matters;

6. For epidemics of quarantine or other infectious diseases in people, animals and plants, the subjects participating in the Crisis Management System submit to the Centre data and information on: infectious diseases of people (epidemics); infectious diseases of animals (epizootics); infectious diseases of plants (epiphytotic);
7. For large scale degradation and destroying of environment;
8. When finding unexploded explosive ordnance;
9. In disruption of regular conditions of communal sphere, traffic and in case of problems of obtaining food and material goods;
10. Subjects participating in the System for Crisis Management, having at their disposal data and information for events of regional or international character posing risk and danger of crisis situation in the Republic of Macedonia, submit these data to the Centre.

The data and information are regularly and extraordinarily submitted in oral and written form on the part of the subjects participating in the Crisis Management System. **Regular** submitting of data and of information is performed on a daily basis for the events occurred within the previous period. **Extraordinary** submitting of data and information is performed immediately after the occurred event. Submitting data and information is performed regularly until elimination of the consequences of the arisen phenomenon and its bringing into normal state. Upon previous request of the Centre, the subjects participating in the Crisis Management System should submit additional data and information.

Submitting of data and information in oral form is performed through telecommunication-information devices (telephone, radio devices and similar). Submitting of data and of information in written form is performed through telecommunication-information devices (telefax, information devices and similar) and through personal submission of information and of data in written form.

The subjects participating in the Crisis Management System submit data and information referring to occurrences that could potentially cause crisis situations to the authorised persons for reception of information in the Centre. Submission of data and information that are classified is performed pursuant to the regulations for classified information.

CONCLUSION

Based on the above mentioned, we may state that informing and exchange of information is an important function of police management, that has an enormous impact on the successful management of crisis situations. Informing and exchange of information in the police is regulated with a series of laws and bylaws abided by the competent organizational units.

For boosting efficiency in management with a crisis situation resulting from the increased proportion of entrance and transiting of migrants through the territory of the country, it is requisite to further build the police capacities, especially in the area of informing and exchange of information between the police and the remaining subjects of the crisis management system.

The above mentioned results point out to the conclusion that there is information and exchange of information both in the organizational units of Police, but also between the Police and the remaining subjects in the crisis management system in conditions of crisis situation. Informing and exchange of information is a crucial function in the process of management of police which largely determines the success of police in prevention, early detection and crisis situation management.

Taking into consideration the above mentioned, we can rightfully conclude that efficient and effective police management in conditions of crisis situation depends on the theoretical and practical knowledge of informing and exchange of information as one of the functions of police management in conditions of crisis situation.

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INFANT AND YOUNG CHILD FEEDING IN EMERGENCIES SUPPORT IN THE TRANSIT REFUGEE CENTERS IN REPUBLIC OF MACEDONIA

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Abstract: *In emergencies, the poor water and hygiene situation, including limited options for cleaning bottles, poses a significant risk for illness and inadequate nutrition in the vulnerable age group of infants under 12 months and young children under 24 months. Actions that need to be taken is to support, promote and protect breastfeeding and identify formula-dependent infants; provide skilled advice and practical support to caregivers to minimize the risk in the emergency context; provide good technical leadership and support coordination of actors in infant and young child feeding. System of active and early identification of sick children and referral for provision of basic or specialized care is needed. Capacity of all implementers on IYCF optimal practices, including early detection of child's illness for referral need to be strengthened. While being in the first phase of emergency, the process of need assessment is very important to identify all gaps and possibilities in order to introduce a good support for the infant and young child feeding in emergencies.*

Within the Child Protection sector, additionally, an integration of quality IYCFE support is needed in establishing well-structured Mother and Baby Area; strengthen the referral system within the transit centers and external stakeholders, along with sensitization of all actors directed in providing assistance to children, lactating mothers and pregnant women. As crucial segment of the humanitarian response is promoting breastfeeding as life savior as well as coordinating the response on the ground in that direction by ensuring all donor awareness in powder infant formula donations and coordination. Shaping the humanitarian response where mothers and infants under 6 months, who are formula depended, are protected and supported in providing safe preparation and consumption of infant formula along with educational activities for ensuring feeds are prepared in the safest way possible, needs constant monitoring of the quality of services provided.

The monitoring process must be in compliance with the International Code of Marketing of Breast Milk Substitutes and subsequent relevant World Health Assembly Resolutions (The Code), the Operational Guidance for Infant and Young Child Feeding in Emergencies, Standard Operating Procedures for the Handling of Breastmilk Substitutes in Refugee Situations for children 0-23 months, and the Interim Operational Considerations for the feeding support of Infants and Young Children under 2 years of age in refugee and migrant transit settings in Europe. All mentioned documents, if implemented fully, ensures high quality of services provided to infants and mothers with high percentage of lives saved during an emergency.

Keywords: *infants, children, feeding, support, emergency.*

Introduction

In the 2015, thousands of people desperate to flee war, terrorism and suffering crossed the Greece-Macedonia-Serbia borders in search of safety in Europe. According to the official statistic information from the Ministry of Interior, until March 2016, total of 850,000 people in 10 months, transited through Macedonia. The EU/Turkey deal, later, affected the government policies on the so called Balkan route by establishing new regulations. Following this deal, Macedonia officially declare border closure in March 2016 which resulted with people being stranded in the country in TCs and in between countries.

In emergencies, feeding practices can be undermined by issues such as displacement, insecurity, lack of privacy and poor access to adequate nutrition for both mother and child. Adequate nutrition and care of infants and young children are key factors in ensuring health and survival and appropriate IYCF-E support has consequently become a major strategy in preventing and reducing child morbidity and mortality during humanitarian emergency response.

As leading international organization in child protection Save the Children is actively responding to the needs on the ground by endorsing programs to save and protect children's lives in emergencies. Taking the leading role of IYCFE support in the Transit Refugee Centers in Macedonia, Save the Children with its strong partner on the ground Association of Nurses, Technicians and Midwives, ensured to lower the risk of deaths, diseases (diarrhea, dehydration) and malnutrition of infant and young children in the TCs.

Supporting the refugees in Macedonia, Save the Children and the Association of Nurses, Technicians and Midwives took a leading role on the ground in identifying at-risk children and providing essential support in nutrition. The most important part of the support was to fully implement the Standard Operating Pro-

cedures (SOPs) on IYCFE in both TCs, to coordinate and sensitise with all stakeholders responding to the needs on the ground and strengthen the capacities of the local staff working in Mother Baby Areas.

The (SOPs) is describing the operating principles, key steps and standards recommended for setting up and operating MBAs in transit centres in Macedonia.

Starting July 2016, in both transit refugees centres in a coordinative, cooperative and joint approach the leading organizations established high quality level IYCFE support delivering services to babies, young children and their caregivers.

Operation plan for June – September 2016

Protect, promote and support optimal IYCF practices in transit refugee centres in Macedonia.

Location:

- Gevgelija – Southern border – entry point from Greece;
- Tabanovce – Norther border – exit point to Serbia.

Target population

Stranded refugees in transit refugees centres:

- 0-5 months;
- 6-11 months;
- 12-24 months;
- 2-5 years of age children and their caregivers.

Targeted beneficiaries – 200 babies, young children and their caregivers.

Methodology

Save the Children in cooperation with two local NGOs (LaStrada – Open Gate and SOS Children’s Village) who previously established CFS and MBA in both TCs started operations on IYCFE support. In a coordination process on a national level, Ministry for Labour and Social Policy fully supported the implementation process and took a coordinative approach to sensitize all agencies responding on the ground within the SOPs.

The Association of Nurses, Technicians and Midwives are the direct implementation organization on the ground by engaging the patronage nurses as IYCFE counsellors and responsible party for SOPs implementing on the ground.

As a first step in introducing the SOPs to the stakeholders was the training of all front line workers in the MBAs along with the patronage nurses. Furthermore, the patronage nurses attended additional trainings to strengthen their capacities

and skills to transfer their expertise, professionalism and experience to the local staff already engaged in the MBA by local partner organizations.

All needed supplies, equipment and loose items for the MBA and in line with the SOPs were provided by Save the Children. PIF and cow milk supply was provided by Save the Children in coordination with the Macedonian Red Cross, the only agency mandated by the Government to distribute food.

MNP for pregnant and lactating mother and small children along with the complementary and supplemental food for small children above 2 years, were provided by UNICEF.

Reporting

Save the Children introduced the KoBo online data collection tool for IYCF reporting and ensured all staff have the knowledge and skills use it. The collected data was disseminated to partner organizations.

Results

Layout of Mother& Baby Areas

MBA in both transit centres were already established by LaStrada – Open Gate in Gevgelija and SOS Children’s Village in Tabanovce. The infrastructure of the MBAs was a solid and well located in the transit centre. The interior was slightly changed so it provided safe, warm and hygienic space. The IYCF counsellors (patronage nurses) rearranged the area by providing area for breastfeeding/child feeding; private space for mothers who prefer to breastfeed with privacy; semi/private space for preparation and feeding Breastfeeding Milk Substitute (BMS).

The local staff and the patronage nurses ensured there was an access to water and soap (hand sanitizing gel) for handwashing; maintaining the hygienic standards within the MBA; regularly disinfection of tables and bating tubs; store the Powder Infant Formula (PIF) in a closed area no visible to mothers along with the equipment for sterilization of cups, spoons, bottles.

Personnel

All engaged nurses had the needed knowledge on infant and young child care and feeding practices, followed by patience and empathy, good listening and communication skills.

As a main role the counsellors have is providing breastfeeding support, safe preparation of BMS and complementary foods. All the above mentioned services are supported by 3 interpreters.

Regular capacity building activities were delivered for updated guidance and materials and followed by on-the-job support (technical supervision) twice per month; this was done by the Nutrition Coordinator from Save the Children and Project coordinator by the Association of Nurses, Technicians and Midwives.

Coordination with partner organizations on the ground was ensured for all partner sensitisation in SOPs for IYCFE in both TCs by organizing trainings and workshops for practical implementation. In the implementation process it was ensured that all frontline staff are aware to enable access women/mothers/children are able to access required IYCF support.

All partner organizations are in accordance with the procedures and ensuring information on content and use is provided in a way that is understandable by recipients. This information was made clear and available; also ensure that mothers requesting milk, breastmilk substitutes, bottles and teats at the food distribution point are referred to the MBA.

Related to food distribution, all stakeholders were detail informed about the procedures within the SOPs on IYCFE support. Meaning, frontline workers were informed to ask about children's age when distributing complementary foods and ensure that infants under 6 months do not receive any foods; refer mothers with children under 2 years to the MBA for support on infant young child feeding, especially mothers with infants under 6 months of age.

Following the International Code for Breastmilk substitutes, Save the Children's Nutrition Coordinator monitored that all foods distribution are in comply with the Code: commercial baby foods (6-24 month) are labelled suitable and in line with Code regulations.

Outreach activities

The Patronage nurses engaged in the IYCFE support in both TCs regularly conducted outreach activities and:

- All women with children under 2 are referred to the MBA;
- Pregnant women are referred to the MBA to receive advice on their nutrition and on infant feeding. Health services includes support of micronutrient supplementation for pregnant women;

- All mothers with infants and young children are referred to the MBA and receiving infant feeding counselling and support based on the simple rapid assessment;
- All risk identified children are refer to the MBA.

Providing Supportive Care, Education & Counselling

Following the developed and adopted SOPs on IYCFE support it was ensured that suitable key messages and breastfeeding promotion were disseminated. Emphasizing how important is supportive care for all breastfeeding women, for ensuring effective suckling, good milk flow and confidence, adequate milk production and age-appropriate feeding. Key messages and actions are directed towards adequate nutrition meaning provide extra small, nutritious snack to breastfeeding women; access to clean drinking water; listening and building confidence (encourage women to talk about their worries; reassure the mother and praise what she is doing right; reassure the mother that breastmilk will not stop even in an emergency setting and that all breastfeeding difficulties can be overcome with support); providing key messages on breastfeeding – also providing leaflets containing the messages.

Partner organizations (Save the Children, UNICEF and Association of Nurses, Technicians and Midwives) developed and distributed information, educational, communication materials targeting pregnant women, mothers of infants under 6 months, mothers/caregivers of children from 6 to 24 months and mothers/caregivers of children from 2 to 5 years of age. The materials contained key messages on promoting breastfeeding, timely introducing complementary foods, and health prevention advices on Arabic and Farsi language and placed on visible location where women can pick and choose the pamphlet they want to read in the language that suits them.

The key messages are extracted from the Interim Operational Considerations for the feeding support of Infants and Young Children under 2 years of age in refugee and migrant transit settings in Europe.

Providing supportive care for non-breastfeeding women is equally important to ensure age-appropriate and safe infant and young child feeding. Individual counselling for BMS-dependent mothers/caregivers of infants and young children is necessary. In addition to the supportive care mentioned above, delivered counselling services covered the safe preparation and consumption of BMS or UHT milk.

The frontline workers introduced the cup feeding to the mothers/caregivers and it is strongly encouraged and promoted. SOPs had already developed and educational leaflets on cup feeding and are available in both MBA. An important part of the counselling is also focused on hygiene and handwashing in relation to infant feeding.

According to the KoBo online data collection tool - data base, the Table 1 presents the reached beneficiaries disseminated by age, gender and data type.

Table 1. Statistic data of reached beneficiaries in three months in Transit Refugee Centres in Gevgelija and Tabanovce. (Source: KoBo data base SC account).

Indicator	Data type	3 months	
# of caregivers with children under two years old screened and counselled for sub-optimal feeding practices: a) 0-6 months: exclusive breastfeeding (b) 6-24 month: continuous breastfeeding and complementary feeding	# of total beneficiaries (caregivers and children) reached	266	
	total # of caregivers	208	
	# of female caregivers	135	
	# of male caregivers	73	
	Total # of babies 0-24 months	58	
	total # of babies 0-6 months	11	
	# of male babies 0-6 months	3	
	# of female babies 0-6 months	8	
	total # of babies 6-24 months	47	
	# of male babies 6-24 months	21	
	# of female babies 6-24 months	26	
	# of caregivers and babies referred to other services	total # of caregivers referred	124
		# of female caregivers referred	108
# of male caregivers referred		16	
Total # of babies referred		147	
# of male babies		88	
IEC/BCC materials on IYCF-E	# of female babies	59	
	# of leaflets distributed	450	

Hypothesis

- Volunteers and front line workers know how to deliver proper infant and young child feeding in emergency support.

The monitoring process, along with rapid needs assessments on the field, of the delivering services to people on the move by the humanitarian agencies and national system, stated that Infant and Young Child Feeding in Emergency support

within the European Refugee Crisis in Macedonia to the people on the move differ from any other humanitarian response. Therefore, the needs are different and much more demanding. This concludes that the hypothesis is partially true, since the field staff have primary knowledge of IYCFE support, but not on level satisfying the needs of the people.

Conclusion

In accordance with The International Code of Marketing of Breast Milk Substitutes and subsequent relevant World Health Assembly Resolutions (The Code), the Operational Guidance for Infant and Young Child Feeding in Emergencies, Standard Operating Procedures for the Handling of Breastmilk Substitutes in Refugee Situations for children 0-23 months, and the Interim Operational Considerations for the feeding support of Infants and Young Children under 2 years of age in refugee and migrant transit settings in Europe; and

The heightened risk of artificial feeding in emergency settings, especially in settings where access to safe water, sanitation and safe preparation areas is minimal the partner organizations managed to:

- Ensure that mothers of infants under 6 months who are dependent on formula are protected and supported for the safe preparation and consumption of infant formula along with education to ensure that feeds are prepared in the safest way possible. Powder Infant Formula is provided as the most suitable form given the limited access to safe water and sanitation facilities and preparation areas in the transit centres and throughout the journey.
- Cup feeding is introduced and promoted. Cups are distributed to caregivers of artificially fed infants. Bottle feeding is strongly discouraged as bottles are much harder to adequately clean and require sterilization. It is important to note that bottle-feeding is common among the migrant/refugee population and additional efforts to exchange bottles for cups are made. In the case mothers refuse to use cups, dangers of using bottles and teats is minimized by ensuring that there is capacity and access to resources needed for appropriate cleaning and sterilization of bottles and teats.
- Mothers who are artificially feeding are also counselled and supported with information on how to re-lactate. There are couple of success stories in Gevgelija TC by counselling the mother to re-lactate and continue breastfeed her 3 old month baby.
- Mothers with infants and young children above 6 months who are both breastfeeding and using breastmilk substitutes (BMS) are supported and counselled to continue breastfeeding instead of using BMS. Mothers with

infants and young children above 6 months who are not breastfeeding and who are currently using BMS as a source of milk are encouraged to switch to UHT full fat cow milk instead, which is available to them.

- The provision of infant formula and other breastmilk substitute's needs is targeted and based on strict criteria and provided only after an assessment of the mother-baby pair.
- In accordance with the Code, all measures are undertaken by the partner organizations to monitor unsolicited donations and/or inappropriate promotion or distribution of BMS. Violations of the Code are reported to UNICEF/Save the Children as the designated coordinating agency on infant feeding in emergencies and the Ministry of Health/Institute of Public Health.
- The MBA is currently the best place to conduct a full assessment and provide support and protection to mothers with difficulty breastfeeding and/or with suboptimal feeding practices. Considering the infant feeding practices of the migrant/refugee population, the availability of infant formula, UHT full fat cow milk, safe bottled water and cups as part of the response for mothers are ensured.

Overview of services provided:

The mother and baby areas (MBA) in transit centers are operating as safe spaces for pregnant women, and mothers/caregivers of children under 2 to rest, breastfeed and receive appropriate infant and young child feeding support. The MBAs also provide room for mothers to change their and their babies' clothes and diapers.

Mothers' or caregivers' infant feeding practices are assessed upon their arrival at the MBA by trained/Patronage nurses through cultural mediators. They are then counselled on age-appropriate feeding practices according to the WHO recommendations for infant and young child feeding.

- Breastfeeding mothers of children under 6 months are counselled on and supported for exclusive breastfeeding.
- Breastfeeding mothers of children above 6 months are counselled on safe complementary feeding and maintenance of breastfeeding until at least 2 years. MBAs ensure availability of age-appropriate complementary foods on site (through other partners and/or within MBA).
- Identify/assess and refer sick child to further services.

In addition, caregivers of infants with no option of breastfeeding, or who are currently formula fed (exclusively or mixed feeding), are counselled on the benefits of breastfeeding as well as measures to mitigate risks of formula feeding. MBAs also refer caregivers and infants with no option of breastfeeding, or who are currently formula fed to receive BMS support.

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CULTURAL DIPLOMACY IN THE NEW CONCEPTS FOR MANAGEMENT OF CRISES

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Abstract: *Cultural diplomacy, for more than one century, has been an indispensable and active factor in the diplomatic practice of the states. In its beginning, only major world players of the global political map could afford it. Today, it is a regular diplomatic practice of each modern state, part of scientific and academic programs of all significant universities worldwide. Created with the aim to “conquer the brains and hearts” of the nations through the means of culture, it is also called “the soft power” in diplomacy because of the ways of receiving sympathy and affection from the audiences beyond the frontiers of the state. For promotion of valuable systems, ideas and concepts the cultural diplomacy uses all the instruments, forms and contents which can approach it more to the foreign audiences by acting unpretentiously, unimposingly, but with a sense of ethics and aesthetics that only culture as a social phenomenon can possess and rouse. As a real antipode of the political and diplomatic forcible, persuasive and demonstrative means of power and influence, the cultural diplomacy creates its actions and projects with a longer perspective, more active than perspective, more active than reactive, but always taking account of the mutuality in the cultural communication. When the rest of the diplomatic forms and ways between the states have been exhausted or unfunctionable, especially in conflicts and crises, it is better for the cultural diplomacy to keep its contact-points of acting. The cultural diplomacy often plays the role for preventing crises between states and nations that constantly have contradictory views, positions and interests. Then, it is an irreplaceable factor for rapprochement and recognition of remote an various cultures, habits and traditions, especially in the era of globalization, new technologies, new major world players.*

Culture and cultural diplomacy today have become the indispensable instrument in overcoming crises and conflicts of any kind. The world, like

never before, is faced with real challenges for physical survival bearing in mind climate changes, huge migrations and refugee crises, terrorism, discrimination and marginalization of any kind, race and religious bigotry and exclusions, nationalisms worldwide. Culture is part of all possible policies in solving all these problems – culture in this context is assumed as a means and not as an end in itself, because it is the cultural diplomacy that comprehends the context for its necessity to act from historical, cultural, religious, social and economic aspects. Culture informs, educates, contacts, alleviates, and even in conditions of irreconcilable socially-excluded groups and xenophobia is an irreplaceable instrument in the processes of social cohesion.

People dealing with foreign political relations today speak about cultural diplomacy.

The subject of this work is just the indispensable role of incorporating the cultural diplomacy in the processes of preventing as well as recovery from the impact of crisis and conflict situations worldwide.

This work illustrates and analyzes the specifics of the cultural diplomacy in current crisis regions.

Keywords: *Cultural diplomacy, crisis regions, management of crises.*

If we ask people which are the most serious challenges the world faces with, the most frequent answers most probably would be the ones that politicians, media and civil organizations give - the globalization and its challenges, the world economic crisis, the climate changes, the unsustainable development, especially in countries of traditional poverty, the migrant crisis, the forms of national, racial and religious intolerance, the religious fanaticism and exclusion, the terrorism.

The globalization and the extremely dynamic development of the information technologies may have also engendered the most dramatic changes in the modern world. Besides the countries and their governments major players of the international political map are the transnational and international organizations, as well as the global players of the non-governmental sector. The media in the era of globalization still more have strengthened their position of a “fourth power”, stabilizing it as one of the major creators of the world public opinion. The public opinion has converted into “absolute principle”, typical for the sovereigns of the states during the past ages, when all participants in the political life of all the world obeyed to it. The citizens become receivers of information through the large virtual internet space as well as creators and instigators of

numerous social, political and economic activities. The knowledge and the information as well as the quick access to these become the main worldwide resource for initiation of new tendencies and actions.

The global gap between the rich and the poor countries in the world has undoubtedly become deeper. The large transmigrations even before the war outbreaks on a regional level especially in the Near and Middle East and the countries along the southern coast of the Mediterranean could have been timely presumed and prognosticated.

The confrontation of different cultures and religions in conditions of growing tendency of religious and cultural exclusiveness and intolerance is one of the major challenges the world faces with today. The threatening actions of terrorism made of every point of the globe uncertain and dangerous place to live. Taking into account all serious global threats the world and the humanity are seriously in danger from physical extinction.

Although the war outbreaks may still be defined with political precision as regional, the new forms of hybrid wars with intensive usage of the informative space created a complex crisis zone of the whole world which, as never before, requires authoritative and functional system of preventing and removing the effects of the crises and the conflicts, all equally.

In the second decade of the 21st century, the practice imposes new predictions for the future of the world and the humanity in general. Peace, understanding of the difference in cultures and religions, their integration into one single unit become a priority in the agenda of all relevant international factors. The local conflicts, the regional war outbreaks, the terroristic attacks show that peace can never be taken for granted.

Jeopardizing the peace does not fall in the category of natural disasters and natural challenges. Its nature and essence are created by people, citizens, governments, states, believers, religious communities, media, international organizations. Being an ongoing process of political, economic and cultural negotiations, the peace needs consensual engineering, constant alertness and active participation. This implies vision and commitment for long terms and pathways and along with it active inclusion of the system of traditional and modern ways of understanding of the roots of the conflicts, the ways of mitigation of violence, the mechanisms of reconciliation and overcoming of the conflict situations.

Hence, realizing that on the path to an overall social and sustainable economic development, environmental protection, peace and security are grounded in the field of culture, in its spiritual, material, intellectual and emotional dimensions, in the comprehensiveness of different systems of values, traditions and beliefs.

All more recent studies show that the cultural dimension is in the core of all important processes for building peace as an integral part of the problems of peace and an integral part of its solutions.

Being a source of identity and origin, the culture in both cases can facilitate the social cohesion and explain the social exclusion and xenophobia at the same time. New type of conflicts dominate in which the cultural matrix is at the base of the ethno-political and inter-confessional confrontations that abandoned all previously known traditional forms of warfare and in military cross fire included the whole population from the areas of crises.

In these new wars, culture is faced frontally as a main tool in pursuit of specific solutions. While culture may get into the center of many of the conflicts of today, the cultural diplomacy has the urgent task to study and analyze the reasons for violence, prevention of similar forms of crises and survey of strategies for resolving of conflicts and building up lasting peace concepts. The cultural diplomacy as already established and recognized sphere of diplomatic practice can most skillfully study the cultural context, project good and efficient cultural activity, create longterm cultural communication, recognition, exchange of cultural values and good, creation of durable partnerships and climate of likeability, receptiveness and attractiveness in the mutual contacts.

The cultural diplomacy, although as old as the traditional diplomacy, has acquired its actuality mostly in the 20th century, through cultural activities with the more powerful countries in the world for achieving foreign-policy goals using forms and contents from the cultural domain. It has also been named as soft or intelligent power in diplomacy. It becomes an exclusively attractive scientific discipline and an integral part of the modern diplomatic practices, mostly during the Cold War period when both world superpowers of those days include all possible resources to perfect the cultural activities in the opposite block. Neither the competition in military armament, nor the race in nuclear improvement, nor the universal competition or the sports golden medals, have ensured dominance or supremacy for one of the blocks, only the unpretentious and quiet diplomatic actions in policy did.

The attractive power of culture, literature, fine arts, music, films and theatre, opera and ballet, archeology and cultural heritage, entertaining industry, educational and linguistic programs, exchange of students were determining factor for supremacy of the western cultural model, democratic valuable system and life style contrary to the eastern one, led by the then USSR.

The comparative advantage of the cultural diplomacy to the rest of the diplomatic practices is certainly its capability to study and recognize the context in which it acts.¹ First of all, the cultural context that implies all the differences and particularities from the cultural through the customary and traditional to the aspects of the religious differences. Within this analysis modules with all more important markers of approachment to or possible retreat from the cultures are predicted and created in their communication. But, the emphasis of the communication, in itself, reflects the main characteristics of the cultures, especially the cultures of the globalized world of the 21st century, to communicate with the others, to be connected with the others even if they are thousands of miles away, even they are part of completely remote and different cultural matrix. This tendency must be the basis of every potential communication level of crisis or conflict or fact-based conflict situation. The cultural or religious exclusion, the cultural hegemony and arrogance are realities underlying the numerous real conflicts and critical situations. In critical, preconflict and conflict situations that burden the modern world, the action of the cultural diplomacy is an integral factor and element in the solution of the existing and presupposed future problems of international significance. When preventing conflicts and crises the mechanisms of the cultural diplomacy for building trust and good communication are of inestimable value. The role of the cultural diplomacy is ineluctable when building durable and long-term assumptions for peace, consolidation of democratic institutions and return to normal life, the feeling for normal and serene quotidian in post-conflict regions. Educational programs for all levels and ages, cultural programs especially for restoration and preservation of the cultural heritage, primarily in post-conflict regions, pro-active and not only re-active cultural offer and action that implies in itself the markers for joint and long-term communication

¹ Liudmila Dimitrova, *The role of cultural diplomacy in foreign policy*. Lecture included in the module "Public diplomacy", State Institute of culture in the Ministry of Foreign affairs of the Republic of Bulgaria, 2016, accessible on <http://culture-mfa.bg/images/content/2003/Role> of cultural diplomacy in foreign relations 03.2016.pdf [taken on 22.01.2017]

are some of the most important forms and contents that the cultural diplomacy can overcome the problems of crises and conflicts in the international relations.

The threats for the survival of the world caused by the changes of the climate, the broad-band economic crisis almost all over the world, the deeper gap between the poor and the rich, the nationalism and the religious exclusion, the refugee crisis, the terrorism are modern illnesses and the modern medicine has not yet found medications. These are problems that can convert our globalized world into a single “crises headquarters” in which through a high degree of consensus and synchronized and strategically well thought action the threats could be minimized.

Although it sounds quite logical for the whole world public and the international community to have high consensus about the prevention and solution of the common global problems, although humanity seems to have urgent need of a joint “crises headquarters in permanent session”, the international political scene, and along with the declarative standpoint for togetherness about part of the most difficult global problems is more than evident very far from finding a module for joint action against the common problems.

I am personally convinced that one of the main tools that can move the world ahead to better understanding and mutual trust, better communication and taking common strategically important decisions is the cultural diplomacy. Why do I think so and declare it?

Firstly, because in the essence of most of larger crises and conflict situations, cultural and religious divergence, lack of communication or insufficient education and possibility to use culture as a connecting web with its own universal values are evident. Most of all, not only possible and eligible, but also imperative is the need of practical good will of the world political and religious leaders, which I consider it real and feasible to recognize that peace, justice and mutual respect are basic values in all religions as well as crucial assumptions of modern democracies, international law and diplomacy. The focus of every future diplomatic action must be on the manners of high-rank leaders such as political leaders of states and relevant and respective international organizations, religious leaders and authorities of culture who can help with wisdom and commitment in finding broader and deeper methods for building peace.

Compromise without winners and losers, without prevailing feeling of threat for cultural integrities and distinctions could be a step to building an acceptable consensus for countries in confrontation.

Though peace cannot only be a result of documents signed by political and religious leaders, still, due to the common good will and credibility among the peoples for whom agreements are signed, they must be a good base for building the principles of peace and post-conflict renovation and development.

Numerous are the examples and experiences which can illustrate the indispensable role of cultural diplomacy in the processes of preventing conflicts and crises and still more are the examples of post-conflict normalization of the situations.

A well-known example is the lucid idea of the Former Yugoslav diplomacy in 1953, in almost full hibernation of relations with the Western world, to organize an exclusively interesting exhibition in Grand Palais in Paris presenting the sacred art of Serbia, Croatia and Bosna. With one well-deliberate cultural action, the then communist Yugoslavia suddenly started to play a serious role in the world cultural life and in front of the Western public the vision of the then Yugoslavia was changed by only one action of cultural diplomacy more than any other political or diplomatic activity.²

The visits as guests of the American jazz musicians and writers to the former USSR and, for example the Russian ballet to the USA in conditions of extremely strained mutual relations in the period of the Cold War are another proof that the cultural diplomacy can and must be functional even in similar critical time. The powerful American industry of entertainment not only results in economic benefits for the American economy, but is the biggest promoter of the American system of values and lifestyle, which easily finds place for promotion even in countries with opposition towards the American foreign policy. Maybe, the most interesting example in the relations between North Korea and the USA is the visit as guests of the New York symphonic orchestra in Pyongyang (2008)³ and that of the American basketball players in the past years.⁴

² Milena Dragichevich – Sheshich, Interview as Chairperson at the Conference with entitled as *Bitef and cultural diplomacy: Theatre and Geopolitics*, 2016, accessible at <http://festival.bitef.rs/2016/09/01/intervju-sa-milenom-drgicevic-sesic-predsedavajucom-na-konferenciji-bitef-kulturna-diplomatija-pozoriste-geopolitika/> [taken on 22.01.2017]

³ accessible on www.nytimes.com/2008/02/27/world/asia/27symphony.html, [used on 22.01.2017]

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Even more complex and interesting is the role of cultural diplomacy in establishing more normal situations and mutual relations in post-conflict periods as a vanguard of all the other actions of foreign policy. The list of examples would be rather long, but I would mention only the most interesting recent ones.

Firstly, from the neighbouring countries of the Republic of Macedonia: the cultural relations between the countries conquered in the war clashes in the former Yugoslav republics, especially Croatia/Serbia, Serbia/Montenegro post-war relations.

The popular music, TV serials, famous people and authorities of the spheres of culture and education, sports in these countries had the mission to return to closer relations between these countries, detached from the pre-war Yugoslavia. Where the official governmental policies of post-war rapprochement were not successful, the forms and contents of the cultural exchange were.

The tripartite project for advancing the public diplomacy of Kosovo (24 June 2011, Prishtina),⁵ is another illustration of a country in post-conflict and war period. This project is a common effort of the government of the Republic of Kosovo and the government of Great Britain, put into effect with the mediation of the British Council aiming at the promotion of the public (i.e. cultural diplomacy) as an instrument for strengthening the relations between Kosovo and the countries which have not yet recognized the new state on the Balkans. This project has the purpose of including famous people and intellectuals of public life, civil sector and media in the process of approaching the real existence of Kosovo to the member states of European Union and the member states of the UN which have not established diplomatic relations with Kosovo. The broad network of one of the most powerful world cultural institutions, such as British Council, in this case is used not in the function of a classical diplomatic instrument, but as an instrument for promotion of culture, knowledge of English language and the most important civil problems. In the post-taliban renewal of almost three-decade permanent wars in Afghanistan, a special emphasis was given on the support for restoration of the educational system. Within the period of 1996-2001, the education in Afghanistan experienced the hardest and saddest period. The girls were not allowed to use their main right to attend school and receive formal education whereas the boys were under "regime" to study religion instead of science,

[used on 22.01.2017]

⁵ Accessible on <http://www.mfa-ks.net/?page=2,217,824>, [used on 22.01.2017]

technology or literature, for example. Through the programs of the Association for regional cooperation in South Asian Association for Regional Cooperation-SAARC⁶ the educational system is significantly improved by reconstruction and revitalization on all levels of education, but also by giving the chance to the young people from Afghanistan to study in the universities of India, Pakistan, Bangladesh and other countries. According to the paper “The role of cultural diplomacy and SAARC”⁷, in 2014 already 10,5 million of young Afghans study in the regular educational system in more than 16.000 schools in the country. The young people of Afghanistan are 65% of the whole population.

During the escalation of the Russian/Ukraine and Crimean crisis, it was through the messages of the cultural diplomacy that exclusively important goals for both countries in the clash were fulfilled. Cultural diplomacy is best fulfilled where things and occurrences can best be seen in their true appearance and nature. In Kiev, 40 producers united in the joint art project “Babylon”⁸ as a sort of a cinema of the civil protest that shared with the world the truth about Kiev and Ukraine far from the events on the famous Maidan Square. At the same time, on another island, in Great Britain, the bilateral anniversary of the Russian Culture was taking place, a grand cultural venture in the years when the relations between the two countries were extremely strained and cool.

Also, within the frames of the NATO strategies cultural diplomacy and the awareness of the cultural dimension of the problems and their solution are more often and louder discussed. NATO already actively includes a comprehensive approach to planning and realization of this concept with active involvement of cultural dimension in its missions. In this context, illustrative is the International Conference “Prevention is a solution of conflicts – the role of cultural relations”, held on March 2, 2010 in Brussels.⁹

According to an intern opinion poll, 90% of the participants at this Conference were convinced and agreed that cultural relations in prevention and solution of conflicts are extremely important. The military power in the future will not be the determining factor for all future potential conflicts. A similar approach

⁶ accessible on <http://saarc-sec.org/> [used on 22.01.2017]

⁷ accessible on http://www.culturaldiplomacy.org/pdf/case-studies/Mohamma_Naseem_-The_role_of_Cultural_Diplomacy_and_SAARC.pdf, [used on 22.01.2017]

⁸ accessible on www.culturaldiplomacy.org/index.php?the-role-of-cultural-diplomacy-in-the-ukranian-revolution [used on 22.01.2017]

⁹ accessible on www.nato.int/nato_static/assets/pdf_2010-03/20100429_100302-SDA.pdf [used on 22.01.2017]

will require maximum attention and awareness for local cultural norms and traditions. It was exactly the very context of the Conference – to discuss the role of the cultural relations in conflict situations and the level of better understanding and sustainability of the cultural relations in cases of crises and conflicts. Especially, within the frames of the designed prerequisites that the future of the conflicts most probably will be dominated by religious and cultural factors.

The German foreign policy faced with the challenges of the large migrations, which directly affect it for the last several years, undergoes major transformations. In 2015, the Ministry of Foreign Affairs initiated a new Department for prevention of crises, management of crises and post-conflict stabilization. In 2016 the same department has already a budget of 480 million Euro.¹⁰

Characteristic of the substantial changes in the German foreign policy, besides the declared fact that culture is the third pillar of German diplomacy, is the certainty that the promotion of the cultural values, the system of values of the free democratic societies can be a powerful instrument in the cases of prevention of crises or peaceful solution and stabilization of the conditions in post-conflict situations.

Also, within the frames of the most important world international organization UN still more significantly the managing of crises and conflict situations is created, from culture of reaction to culture of prevention. Simply said, the preventive diplomacy refers to diplomatic actions undertaken for prevention disputes from escalation into conflicts and limiting the expansion of the conflicts. Preventive diplomacy is most frequently found in the activities of the diplomatic representatives, in critical zones in order to promote dialogue, compromise and peaceful solutions of the tensions. The dialogue in this context assumes culture of communication which can be easier by UN diplomats-facilitators. Preventive diplomacy can also include the Security Council, the General Secretary of UN and others with the aim not to discourage the use of violence in critical moments.¹¹

¹⁰ accessible on www.goethe.de/eu/kul/ges/20723017.html [used on 22.01.2017]

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Conclusion

In the essence of most of the contemporary crises and conflict situations we can definitely recognize the code of the cultural and religious misunderstandings and exclusions. In the era of worldwide globalization and media connectivity, the sensitivity and the scope of the cultural and religious consternations can multiply and complicate at a highest speed similar to the internet speed. Military or other means of pressure for a long period have proved that are not the efficient nor recommendable way of solutions. This is the reason why the instruments of cultural diplomacy are incorporated in all strategies of contemporary diplomacies for prevention of crises, conflict resolutions and post-conflict building of durable conditions for peace. The power of cultural diplomacy to build conditions for peaceful and constructive dialogues based on cultural values can be one of the most preferable ways of achieving methods of mutually acceptable values and even more, of adopting and applying the shared universal values.

Is cultural diplomacy omnipotent to cope with all crises and conflict challenges in this modern world? It is certain that durable solutions and universal formulas for success do not exist. However, the advantage of cultural diplomacy to adjust, to be adaptable and flexible, to be proactive on longer pathways and even more, with least financial funds in comparison to the other means and ways to cope with crises and conflicts, make it unrivalled determinant nowadays.

In the end, the history of the world and the civilizations teach us that those who can survive are not the strongest, but those who can adapt and conquer the new challenges are.

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ISIS: SEARCHING FOR EXPLANATION OF THE POWER OF THE JIHAD INSPIRED TERRORISM

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Abstract: *Now-a-days, modern global terrorism is one of the major threats for the international security. Based on the emerged in the 70s jihadism, which is a twisted result of “one fundamental line of thought, based on the mythological view of the original Islam” (Migaux 2007), it is mainly targeted at the excluded and marginalized individuals of the Islamic societies and tries to justify the transnational political violence as the only way to restore the caliphate and unify the ummah. Its most radical incarnation today is the so called Islamic State, which despite the military defeats, is still very far from being eradicated. The reasons behind the current situation are various and are outside the scope of this research, which simply claims that partially, the influence and the success of the Islamic State are result of the inappropriate judgement of its nature and therefore, of the inadequate methods to combat it, adopted by the international community.*

ISIS was described as “just another terroristic organization”, similar to Al-Qaeda, “natural continuation of the Arab Spring”, “groups of fanatics”, etc. All mentioned interpretations are to some extend valid, but none of them managed to supply us with analytical framework which can be used as a starting point to combat this most serious security threat today.

In pursue of a satisfactory answer, in this research I examine two explanatory concepts: the economic club one, and the shell-state one. Through their prism I study the rise and the development of ISIS, its successes in the political mobilization of the international jihadist community, and the power and impact of its ideas on some sectors of Muslim societies.

Keywords: *Terrorism, ISIS, shell-state, club model.*

The economic club model

The so-called economic club model is connected with the names of Lawrence Yanakone, Eli Bergman and other researchers. Before we clarify its nature, I would like to shed light to a number of terms, introduced by Eli Bergman in his book "Radical, Religious, and Violent: The New Economics of Terrorism", published in 2009, according to which the economic club model is presented here.

Bergman emphasizes that in his text the term "club" should be given the next meaning; "Economists and sociologists call that type of group structure an economic club, a term we can now expand to include not only religious sects, but also communes, fraternities, gangs, and other groups that engage in collective activity whose benefits are exclusive to members. Sacrifices and prohibitions flow from the logic of clubs (Bergman, 101).

The term "religious radical" is defined in the book in the next way: "We need a term for a member of a group whose religious practice is much more demanding—generally more time consuming—than is mainstream practice. That is what I mean by a religious radical. I don't mean to suggest violence, extremism, or even political mobilization." (Bergman, p. 17).

By "mutual aid" Bergman means "individual members providing goods and services through acts of charity within a community" (Bergman, p.160).

And finally "charity", in his text, indicates ubiquitous and interest-free loans abound, both in money and in kind (Bergman, p.76). As a rule, members of an economic club are forbidden from buying and selling with each other, but rather were expected to provide for each other free of charge, as a nuclear family would.

Reviewing the activities of terrorist organizations listed by the US State Department between 1968 and 2007, and collating relevant statistics Bergman concludes that Islamist terrorist organizations are four times more lethal than secular ones. This leads him to question why some terrorist organizations are more successful than others? His answer is: because they have found a way to control defection, the Achilles' heel of coordinated violence. (Bergman, p. 14). He identified a close link between defection and mutual aid in those organizations and concludes that regardless of their faith, radical religious groups share the same organizational structure, which makes them excellent social service providers. Regardless of faith and theology, they impose on its members certain prohibitions and sacrifices. Those who are willing to make them, gain the right to be full members of the club, while those who are not, remain marginalized and even excluded from it. The sacrifice is used to make a selection between full members of excluded; it is the

basis for dealing with defectors. It doesn't matter what is the motive for sacrifice; the very act limits defection by increasing the capacity of the community to provide aid and social services in the field of security, faith, identity, legitimacy, education, health, etc.

Therefore, the ability of a particular group to carry out terrorist acts doesn't depend on the theology, but on the strength of the organization, be it secular or religious one. Berman proves that radical religious communities, which are based on strong internal mutual aid, are powerful suppliers of coordinated violence, including terrorism. His conclusion is that radical religious organizations operate as economic clubs - this fully applies to terrorist organizations, legitimizing their activity with religious ideologies like jihadism. They are able to collectively provide both spiritual services and a whole range of social services. In this way they earn the loyalty of their members who fully depend on them. When I talk about social services, I mean the broadest understanding of the term - not only as healthcare, education, etc, but provision of security, trust, legitimacy and identity and so on.

Why, however, these communities today organize precisely around Islam and not around Marxist or eco-ideas? Bergman answer is that religious communities have leaders who enjoy greater trust because they have ethical (for their own religions) behavior. If we have chosen one person to entrust our salvation after our death, why not trust him when he talks about self-sacrifice and volunteer activities while we are alive?

The shell-state

The second explanatory concept used in this study is the so-called shell-state. The term gained publicity after the publication of the book by Loretta Napoleoni for the modern jihad and its financing. (Napoleoni, *Modern Jihad - Tracing the Dollars Behind the Terror Networks* 2004).

According to the author this type of state has the economic infrastructure of a true state, but does not have the political core of the nation, and as a rule develops in a politically unstable environment, typical for areas with military actions.

The view of Napoleoni is that the shell-state is always formed under the influence of dynamics which can be characterized by the following things: one or more armed groups gain control over certain territory by force destroying the already existing socio-economic structure, imposing on its place their own. Meanwhile, the population remains trapped in the same territory, subject to violence or war

economy because of coercion. (Napoleoni, *Terrorism and the Economy: How the War on Terror is Bankrupting the World* n.d.). In these territories the militants initiate the construction of the infrastructure of their own power. Possessing an economic resource without political recognition, they can build only the shell of a country and not a true country where the economy and infrastructure are established after the process of self-determination, which in turn leads to political integration. In the model of shell-state political integration can be absent since the state is built around the economics of war that feeds and is fed by it. The shell-state is in a constant state of war, it is guided by military elites and the participation of the population is either prohibited or restricted.

Napoleoni, as well as the author of this article, share the view of Christopher Pierson that the modern state has nine major features, while the shell-state has only four of them: monopoly over the means of violence; territoriality; tax collection; public bureaucracy. However it does not present the other five: sovereignty; constitutionality; rule of law; de-personified power; legitimacy of power and citizenship. (Napoleoni, *Terrorism and the Economy: How the War on Terror is Bankrupting the World* n.d.)

Do these two concepts explain the influence and the success of ISIS? I will try to answer this question in the following lines, examining empirical facts.

The caliphate: the shell-state

Now let's see if the proclamation of the Caliphate led to the creation of a true state or we have in front of us what above was called shell-state.

ISIS was established in a situation of anarchy since neither Syria nor Iraq had the opportunity or resources to establish control in most of their countries. Undoubtedly, ISIS has a monopoly on the means of violence. Already back in 2014 in internet appeared police photos in the province of Nineveh, posing with brand new repainted police cars in front of the newly opened police stations. Their primary job is enforcement of Islamic laws and detention of citizens who oppose the cause of ISIS. The Al Khansa Brigade was also formed – a unit, entirely composed by women. Melanie Smith of the International Centre for the Study of Radicalisation called it formation to enhance and support sharia (Mendick 2014), while others depicted it as ultra religious police force formed to penalize any form of non-Islamic behavior of women in the controlled by ISIS territories. According to military journalist Robert Young Pelton, the brigade supports funding, illegal arms trafficking and the intelligence of ISIS.

ISIS has its own armed forces, which are based on foreign fighters and former military officers from Syria and Iraq. In the army, as well as the organization as a whole, one can distinguish three main groups: the Islamic State of Iraq (including former Iraqi military); elements of Al-Qaeda with experience from Afghanistan and forces from Chechnya, the Caucasus and other regions of the Russian Federation led by Abu Omar al-Shishani (Dairieh 2015). The Institute for Military Studies of the United States in 2013 found that ISIS army had the traits of a united, coherent structure that obeys the orders of its leadership (Bilger 2014). As further evidence for the monopoly on violence, I will quote some data - until the Russian intervention there were: 300,000 killed, 4 million refugees, 10 million displaced, 600,000 living in a state of siege, tens of thousands of prisoners and countless injured, terrorized and traumatized people. (Hoff 2015).

The Islamic State has the second feature of the shell-state - namely territoriality. The boundaries of the Caliphate were announced on June 29, 2014 (with the statement "The promise of Allah,"¹ published in Arabic and translated almost immediately in English, French, German and Russian) cover an area of approximately 80,000 square miles comparable to the UK and a population of approximately six million, comparable to that of Denmark, Finland or Ireland. A month later, in August 2014, ISIS already controlled one-third of Syria, including the majority of its oil fields. That way ISIS was spread from Baghdad to Aleppo and from the Syrian northern border to the Iraqi deserts in the south. Under its rule fell one third of Iraq and the control over oil industry and the main roads in the region, along with other sources, provided the necessary resources.

Tax collection (the third feature of a shell-state) is the main source of income of the Islamic state, which collects taxes from the population in various forms and has established two major types of taxes – the jizya, which is imposed on non Sunni Muslims - Christians, Shia and others. All Christians are obliged to pay jizya, if they refuse they should either accept Sunni Islam or will be sentenced to death. The amount of tax is calculated on the total wealth and in 2014 the wealthy Christians had to pay \$ 664 twice a year. Another major tax is zakat - obligatory alms, which is distributed from richer to poorer. In ISIS, however, things are a little different because it is absolutely binding and is not used for reducing inequality but to finance the "holy war." The zakat is 2.5% of the capital for the year, 2.5% of the

¹ This is the promise of Allah. https://ia902505.us.archive.org/28/items/poa_25984/EN.pdf

goods used for trade and 10% of the harvest. The refusal to pay it leads to severe sanctions.

The fighters of ISIS, in addition to all that, are required to deliver 20% of their loot, seized as a result of military action. This tax is known as khums. Apart of khums, which is about the property, acquired during the war, ISIS collects fay - equivalent tax for the assets gained in peaceful time, also 20%.

Iraqi and Syrian government continue to pay salaries of civil servants in the conquered territories - teachers, policemen, doctors, soldiers, etc., and ISIS takes more than half of them in the form of taxes and extortion. Around half a billion dollars came into the treasury of the caliphate until now like that. The officials, who are now forced to work for ISIS, are required to get document for "repentance" that have worked for religiously wrong governments. These documents are renewed annually and cost money too.

Islamic state imposes taxes and transit fares for goods which pass through its territory; for transactions, business, etc. Although it officially announced the creation of its own currency, the de facto dollar and local Syrian and Iraqi currency are used as means of payment.

ISIS managed to build a strong administrative apparatus (fourth feature of the shell-state), which is based on totalitarianism and violence. The state is governed by a single caliph - Abu Bark al-Baghdadi who is counseled by other senior leaders, composing various councils - Council for Sharia, the Council of Shura Military Council, Security Council, Council for media, financial advice and etc. Much of the senior leaders are Iraqi military officers of Saddam that are anything but Islamists. Decisions of al-Baghdadi and his advisers are applied locally by governors who topped each of the 16 administrative regions.

Is ISIS deprived from the characteristics of a true state?

The examination of the empirical materials confirms the findings of Christopher Pierson that the shell-state does not have all the signs of a true state, starting with the sovereignty whose modern interpretation is fundamentally alien to its discourse. As a matter of fact, ISIS is governed by the Sheria laws in its most conservative interpretation, but has something like a constitution document. The text consists of 10 chapters and 24 pages (ISIS 2015). It declares the creation of a caliphate and explains the way in which it will function.

There isn't, in the modern sense of the word, rule of law and de-personification of power there. Al-Baghdadi rules "In The Name of Allah, The Most

Beneficent, The Most Merciful". It is considered he is given the power by Allah, then, the power not derive from the people - view, typical of ancient and medieval monarchies.

Modern views on the legitimacy of authority and citizenship are rather absent from the discourse of ISIS. Without any doubt, it pretends to be a state, but not in the modern sense of the world; at least not one that is capable of integration into the existing international world order. The modern state, according to the caliphate, is a western creation which has been transferred or imposed in other parts of the world, and the ideology of ISIS denies everything that comes from the West – including the western view on the state.

The influence: the club theory

As it can be seen, the emergence of the Islamic state and its initial development can be explained by the concept of "shell-state". Now I will be discussing the question whether the club theory can explain its influence and success, which ISIS enjoyed in the past several years. A deeper look at the way the Caliphate functions, shows that the Islamic State provides a wide range of social services and from this perspective it fits perfectly in the definition of economic club, introduced by Eli Berman.

One of its most impressive successes is related to healthcare, which was built around systems of Syria and Iraq, but with one significant difference - namely, it was organized with better quality (according to ISIS) as it separates men from women.

Furthermore, the Islamic State drastically improved the quality of communication services, and as well expanded the range of the wireless networks already existing. Curiously, in the city of Rakka during the ISIS management, the number of Internet cafes has increased from 20 to 500, and the price there was in some cases even lower than the price in Europe - 50 cents for every 25 megabytes. The situation was similar in Mosul, although it deteriorated rapidly after Iraq excluded the city from the national electrical grid.

One of the services that attracts and motivates most people to give support to terrorist organizations is the eradication of the existing anarchy and restoration of order. ISIS proved itself as a successful mediator in disputes between tribes and clans; it imposed more predictable patterns of behavior compared with those of the Syrian army and police, and ensured employment and salary for young Sunni men who for decades had been marginalized by the regimes of their own countries.

In more abstract plan, Islamic State provides another service - the maintenance of true, according to ISIS itself, Islamic identity, based on the rule of Sheria, and fulfilled in a community of people who are guided by the same norms and beliefs. We can see this particularly well in migrant women, whose social profiles show deep satisfaction from being loved ones, wives, mothers and guardians of the family hearth. Of course to very large extent this perception is underlined by the propaganda, in fact ISIS legalized sexual slavery and the sale and purchase of women by introducing certain restrictions on the numbers and regulated the prices according to the age of the "goods".

The prevention of defection, clearly, is not achieved only through the provision of social services and through making the population totally dependent on ISIS. Islamic State is built fundamentally on a system of fear and mutual control, well known from the times of totalitarian regimes. The most severe death penalty is for punish the soldiers who defectors. Severely sanctioned are also any thoughts of escaping. The punishment for the civilian population who wants to flee is usually less severe, but in critical moments such as the siege of Mosul, it can also be death. In the case of immigrants, attempts to return to the home countries is also punishable with death, in particular the movement of women is very restricted.

As we can see, social services - understood in a narrow and in a broader sense - are the foundation of the successes of ISIS. Proof of this is the fact that with the reduction of its economic power, its ability to provide such services has reduced and therefore also its influence as a source of legitimacy has reduced, together with its credibility. In the same time the established mechanisms of control, sanctions and fear prevent the disintegration of disaffected people by forcing them to continue to serve ISIS, even against their will.

Conclusion

Based on the stated above, we can draw the following conclusions.

First, ISIS is constituted as a shell-state that managed to build well-functioning structures and demonstrated higher level of efficiency in comparison to the older regimes in Syria and Iraq.

Second, ISIS acts as a club that offers to its members a variety of social services, understood in the broadest sense of the word: it provides security, identity, legitimacy, healthcare, education and communications in the controlled territory that excels in quality (and in quantity and accessibility, especially for Sunnis) compared to those which the older regimes in Syria and Iraq managed to provide. The fact that it functions as an economic club, and not that much its

ideology, fanaticism, or anything else, can explain its stability and influence in the region.

Third, ISIS implanted in their structures fear and mutual control, but they alone would not guarantee its effectiveness without its behavior as shell-state and economic club, providing social services in the controlled territories.

What can be done?

1. The international community should combat Islamic State based on the understanding of the sources of its power and influence as revolutionary shell-state and economic club, providing a wide range of services on the controlled by it population
2. The international community can not count on victory by military means alone, but should direct its efforts towards improving the current ruling regimes, which would make them more efficient compared and against ISIS.
3. In order to defeat ISIS military, political, social and economic efforts are needed and they must go hand by hand.
4. Military defeat of ISIS must be accomplished in the framework of a broader war against international terrorist networks worldwide, channel for recruitment, financing and communication of terroristic organizations.

Discussion

There is no doubt that significant part of the conclusions made here can be subject of debates and discussions. Unfortunately, at the present stage, which is characterized by lack of information and a significant degree of uncertainty because of the difficult access to empirical material, this shortcoming can not be avoided.

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PROACTIVE CRIMINALISTICS INVESTIGATIONS AS AN EFFECTIVE MEANS OF PROTECTION OF NATIONAL SECURITY

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Abstract: *The authors dealing with the issue of the application of the so-called proactive criminal investigations in order to improve efficiency in the field of protection of national security. The authors point out that in present time as a key threats for national security occur severe forms of crimes, primarily a political crime and organized crime in the field of classic, economic, political or environmental crime. These type of crimes are one of the key threatening factors, and its holders are key subjects of endangering national security. In this regard, the authors suggest that the use of purely reactive criminalistics investigations in cases of serious crime, such as terrorism, organized and economic crime and environmental crime is insufficient, and that there is a need for increasing application of so-called proactive criminalistics investigations. According to the authors the fight against these types of crime, their prevention and control, is one of the key activities in the field of protection of national security. Accordingly, the authors' suggest basic guidelines for the design of so-called proactive criminalistics investigations in a purpose of protection of desired state of national security.*

Keywords: *criminalistics, national security, proactive criminalistics investigations.*

Introduction

We can say with certainty that the security is backing element of human society, from its foundation and to now days. People, individuals, human groups, organizations and institutions always need to worry about their safety. This fact stems from the inherent instinct for self-preservation. In this respect, in all periods of development of human society, by social groups, certain activities undertaken to achieve, maintain and develop a level of security, in order to survive. So safety is especially important given the merger of the people in smaller or larger groups, ranging from family, ancestry communities, tribes, and states, international community etc..

Observing from the historical aspect of social life has always been filled with various forms of conflict, political, economic and military nature, characterized by use of force, and various forms of violence directed toward existence and survival of individuals and communities. So, till the end of twentieth century, the safety was observing in terms of security of the state, and primarily from the military point of view, or external threat to the security of a country. Recently, however, this view has changed considerably, first because there was a change in international relations, and because of the appearance of modern, non-military forms of threat to security, which takes a global character and call into question the existence and survival not only of the state, but and individuals, and even humanity as a whole. Therefore, most recently in the science of security focuses on some of the challenges, risks and threats non-military characters, including, of course, an important role of environmental crime as a factor endangering national security, about which would be given more words in further review.¹

Definition of national security

There are many different opinions among theorists of science of security about what is meant by security. According to one group of theorists, security means a condition in the community, organization, institution or a specified area, characterized by no existing some threats or dangers. By the other group, security are considered and some of the activities, measures and actions that the entities (individuals, social groups, organizations and institutions) take in order to achieve, preserve and develop required level of security. Some theorists identify this term with the security system of organizations and institutions formed to conduct security concerns. Also, this term is used to denote a certain felling of

¹ A. R. Ivanovic, *Environmental crime as a factor of endangering national security*, Conference proceedings: 11th Slovenian Days of criminal justice and security - a modern criminal justice and security guidelines, University of Maribor, Faculty of Criminal Justice and Security, Ljubljana, 2010.

individuals and social groups about possible threaten and danger. Based on the foregoing, we can conclude that the theory talks about security as condition, as well as function, security as need, security as the interest, security as an organization and security as the feeling. Such complexity in the meaning of the term security, greatly hinders giving a comprehensive definition that would include all its aspects, which would again be denied the extra listing and description. In the narrow sense of perspective, the security is considered a specific condition that is characterized by the absence of danger to people, individuals, social groups and communities. In a broader sense of observing, security covers the activities of certain subjects taken in order to achieve this condition, then the system of organizations and institutions that are responsible for undertaking these activities, as well as a feeling or perception by the individuals and social groups. According to the professor dr. Predrag Ilić opinion, the definition of security should include not only the desirable situation, and what the people or social groups, organizations and institutions undertake to be achieved and, also, what impact, as well as positively and negatively to that condition. In this context, he defines the national security as "the totality of objective and subjective factors (events, relations and processes, institutions and activities) of which depend on the survival, stability and normal functioning of a country - its constitutional and legal order, territory integrity, independence and sovereignty, Human rights and freedoms of individuals and social groups, and other essential values of residents in the state)".²

This way figure out the definition of national security as its constituent elements include: a) The protection of a state of all military and non-military threats that come out of its borders, from the international environment (external security); b) The protection of constitutional and legal system of the armed rebellion, separatist and other subversive activities of internal extremists (internal security); c) The protection of human rights and property of citizens (individual safety); d) The protection of individual identity and development of social groups (societal security); e) Protection of economic order and the living standards of people (economic security); f) The protection of people and buildings from fire, flood, earthquakes, storms and other natural disasters (civil protection); g)

² P. Ilić, O definisanju i definicijama nacionalne bezbednosti, *Vojno delo*, vol. 64, iss. 2, Beograd, 2012, pp. 137.

Protection of human health (health security); h) Environmental protection (environmental security).

Based on analysis of the aforementioned components of the modern concept of national security, we can conclude that each segment concept, except for civil protection, threatened with some kind of (serious) crime. For example, the external security of the state endangering the functioning of international terrorist organizations and transnational organized criminal groups. Then, internal, societal and individual security are endangered by the functioning of internal political extremists and domestic organized crime groups. Environmental and health security are endangered by the operation of organized criminal groups, both domestic and foreign, in the field of environmental crime. Economic security, which is threatened by activity of domestic and foreign criminal groups in the field of economic crime. Finally there is corruption as a form of manifestation of crime that occurs in all spheres of social life, and at all levels seriously threatening all segments of the modern concept of national security.

If we understood national security, in an objective sense, like the purposes of the desired state (narrow approach) as it defines by prof. Predrag Ilic, ie. condition of protected, a free, stable and certain existence, functioning and development of a country (countries), or a state in which no serious threat and danger to the existence of a state, to its independence, territorial integrity, constitutional and legal system, quality of life, economic system, the identity of social groups and other important values. Also, we understand national security, in the subjective sense, ie. in terms of individual and collective sense of security, as a feeling of characterized by the absence of fear to vital values of a country could be attacked. While, on the other hand, the narrower the fact that in this day and age as key threats that state, or feelings arise certain forms of criminal manifestation by internal political extremists (terrorism, sabotage, armed insurgency, organized crime in the field of classical, economic, political or environmental crime), as well as its external threats to the national security of subjects (transnational organized criminal groups and transnational terrorist groups). That is, that crime is primarily political and organized crime in the field of classical, economic, political or environmental crime is one of the key factors compromising, and its bearers key actors endangering national security.

From everything above mentioned we can conclude that the combating of severe forms of crime, ie. their prevention and suppression, one of the key activities in the field of national security. The first time is reflected in the

application preventive measures, methods and means in order to prevent the commission of crimes, which is the security aspect aims to preserve the achieved (established) status or individual and collective sense of national security. Application methods preventivnih crime measures and resources, and proactive criminal prevents the expression of certain internal and external threats to national security matters. In this way, eliminates the risk of vital value before it reaches its threat ensure the maintenance of the achieved (desired) state of national security, as well as individual and collective sense of national security.

Second, is reflected in the application of criminalistics repressive measures, methods and tools, with whose crime prevention or detection of crime, find the perpetrators and collecting and gathering evidence in order to launch and successful completion of criminal proceedings. The application of repressive criminalistics measures, are in the sense of criminal legal aspect is of great importance, but the security point of view, or from the standpoint of national security, has a slightly lower significance in relation to preventive activities. In fact, the very use of repressive measures of crime, methods and means, it means that the act was committed, and that in this sense attained (established) state, and the individual and collective sense of national security is already compromised. Therefore, although the application of these measures on crime and justice point of view of the great importance of the criminal from a security point of view are, first of all, in order to mitigate the consequences of the criminal activity, ie. to detect, locate and prosecute perpetrators are punished for committing a criminal offense and prevented in the future to perform or some kind of work, and thus created the conditions for further work towards a solution reached a predetermined (desired) status or feelings of national security.

Such a request can best show case of the bombing of the Boston Marathon on 15 April 2013. During this attack, which occurred during maintenance of the Boston Marathon, exploded two bombs were set wide. From the result of the explosion which killed 3 people and injured 144 people. This attack has endangered the specified (desired) status or individual and collective feelings of national security. Therefore, all the measures, activities and actions that the police and security services of the United States to be taken in order to finding perpetrators of these crimes do not result in the preservation of the status of protection of national security, because it is already disturbed, but to create the conditions for regaining and establishing a desired state or feelings of national security. After the attack, police found at least one unexploded bomb. Likewise,

the criminal investigation blamed are brothers Dzhokhar and Tamelan Tsarnaev who are suspected of bombing. Discovering suspects for attack and bringing them to the criminal justice system, as well as preventing other potential explosion resulted in the creation of conditions for the re-establishment desired security situation, and to re-establish a sense of protection among the citizens, because the realization of attack as result had unsafe (compromised) state of security, and produce the sense of uncertainty.

Definition of proactive criminalistics investigation

Basis for taking proactive criminalistics investigations is suspicion that a particular person's (individually or in the group) engaged in illegal activities. In this regard, proactive criminalistics investigation may be manifested in two ways. The first focuses on a specific crime problem (for example. Increased number of addicts substance in a certain area, which indicates to the increased presence of the sale of narcotics). It is the so-called problem-oriented (proactive) criminalistics investigation. The second form is focused on certain persons or person as a possible carrier of criminal activities. It is a proactive criminalistics investigations aimed at targets. In both form the core of proactive criminalistics investigations makes police intelligence work, which is aimed at gathering information about specific criminal risks and threats.

The essence of proactive criminalistics investigations include the pre-treatment, according to a criminal offense whose execution is expected, ie. proactive steps are aimed at preventing criminal manifestations. Proactive criminalistics investigations were focused on any criminal event or a process that can lead to the commission of the crime, as well as to persons who are potential offenders. The goal of proactive investigations is to identify potential criminal risks and threats and new forms of crime, in order to prevent the onset and reduce the potential damage, as opposed to reactive, whose goal is reflected in the discovery of the perpetrator and the preservation of evidence in order to initiate criminal proceedings for offenses that are already been made.

With respect to this goals methodology of proactive criminalistics investigations is significantly different from the methodology and structure of reactive criminalistics investigations. Proactive criminalistics investigations usually start based on the collected intelligence to suggest that a particular individual or group planned to commit the crime, or to a particular area or object may occur commission of a crime.

Proactive criminalistics investigations are particularly applicable to already registered criminal organized groups, as well as opposition political crime or to protect national security from known internal and external political extremist groups.

The proactive criminal activity in the fight against organized crime or to protect national security is, so to say, the "real" (timely) criminalistics protection from modern forms of crime. Conditionally, the "real" (timely) crime protection realized its function in the vestibule of occurrence of adverse effects, i.e. before the start of materialization of criminal activity. In this regard, proactive criminalistics activity should result in giving answers to certain questions, which will then initiate further operational actions in the sense of prevention of crime occurrence. Taking into account that this is an *ante delict*, and not *post delict* activities, nine gold criminalistics issues that are entering in the operational phase of *post delict* criminalistics activity, here are useless because the criminal event has not yet occurred.³

So, to preventive criminalistics activity maintained its function must be set on so-called golden questions of preventive criminalistics whose answers need to be given in the stage of criminalistics control. It is about the following issues: a) Which criminal activity has been preparing? b) Which circumstance, relationship, process or activity produced the idea of the realization of a criminal activity that is being prepared? c) In what form and with what intensity will manifest? d) What are the possible modus operandi of offenders? e) Which values are threatened and what consequences can be caused? f) Who are the holders of the occurrence, or subjects of threat? g) In which area criminal activity will manifest?⁴

By answering the above operational issues is carried out in a timely detection of phenomena that constitute criminal risks and threat to the security in the time of preparing a criminal offense and creates favorable conditions for the prevention of pre materialization, and thus prevent the endangerment and violation of the security situation. Thus, the function of crime proactive action, and

³ A. R. Ivanovic, B. Munizaba, (2016) Proactive criminalistic investigation as an effective means of combating severe forms of crime, In: International yearbook - Criminalistic education, situation and perspectives - 20 years after Vodinelic, ISSN: 1857-6508, 2016/1, Faculty of security, Saint Cyril and Methodius of Skopje, pp. 80.

⁴ A. R. Ivanović, B. Munižaba, Primena principa organizacije i metodike kriminalistike u zaštiti nacionalne bezbednosti, Zbornik radova: znanstvena konferencija Mjesno i perspektive kriminalistike, kriminologije i sigurnosnih studija u suvremenim uvjetima, Fakultet za kriminalistiku, kriminologiju i sigurnosne studije, Univerziteta u Sarajevu, Sarajevo, 2013, str. 107.

action through the implementation of the criminalistics control to protect against modern forms of crime is reflected in the monitoring criminal environment and recognizing and detecting criminal risks and threats and preventing them before they come to the realization of criminal intent.

In connection with the above mentioned operational issues determine and focusing criminalistics activity at this stage of the criminalistics-operative activities. To perform its functions the crime control must be based on the foundations of modern concepts of criminalistics activities, such as problem-oriented policing, led-intelligence police work, criminalistics strategic approach and community policing. Specifically, the successful realization of proactive criminalistics activity is of great importance in a timely identification of the causes of criminal activity and the state of crime with the aim of eliminating them. Taking into account the fact that the preventive activity of the entire community focused on the elimination of conditions and causes of crime, sufficient to show the importance and the role of law enforcement activities related to identifying the criminogenic factors. In addition to identifying the causes, it is important to perform the analysis of the formation mechanism and the forms of certain criminal offenses, as well as to determine the real situation and the direction of movement of certain types of crime. This is particularly important given the rapid technical and technological development of the society, which has resulted in an increase in the urban areas, high mobility of criminals, the emergence of new forms of crime, such as a computer, and that traditional forms of crime receive the manifestation of new forms of (eg. internet hoaxes, etc..).

A key part of the operational methodology of proactive police work is monitoring criminal milieu and application of methods of recognition phenomena in the environment, or the criminal milieu. The control of criminal and security risks and threats, and overseeing the criminal milieu through criminalistics measures, methods and tools requires a well-developed operational dimension of law enforcement agencies, in which criminalistics activity operating positioned so that its organization, implementation and interpretation of the operative material carried on manner that greatly increases the epistemological value of the material and thus increases the probability of success in the timely recognition, detection and control of criminal-security risks and threats in the stage of their formation, on the one side and gathering evidence of their existence on the other side.

The method of recognizing the emergence of the criminal environment is not focused on a specific crime, but the monitoring of events in the criminal

milieu, criminal organizations, as well as on the forms of criminal activity, gathering data's and information's, with the aim to anticipate possible directions criminal-security risks and threats. The ultimate goal of proactive criminalistics activity involves reaching a critical advantage over the perpetrators of criminal activities that threaten the value of protecting by the national security system of a country. This is achieved by using predictive of criminalistics operational research on criminal subjects.

So proactive criminalistics research must be scientifically based, ie. be based on an analysis of data on the status and trends of criminal manifestations that threaten the to the security. Based on these data, and using the scientific method, it is necessary to define the possible manifestations of form criminal and security issues, as well as their development tendencies. Defining the possible criminal and security issues determines the focus of proactive criminalistics activity. After the determination of possible criminal and security issues, proactive criminalistics activity in the form of problem-oriented policing is directed toward neutralizing the conditions and causes which favor the occurrence of these problems. Taking into account that the criminalistics activity in problem-oriented model of police work only focuses on criminal and security problem, which is not enough, there is a need for a parallel application of other forms of organization of criminalistics activity. In addition to the problem-oriented proactive criminalistics activities is necessary that the application of the concept led-intelligence police work. Specifically, a proactive criminalistics intelligence work is focused on the subjects or potential holders of criminal activity. Therefore, it is very important to simultaneously focus criminalistics activity to the criminal and security problems, as well as potential subjects of threats. In addition to these ways of organizing criminalistics activity, for the effective realization of the criminalistics proactive protection is necessary and proactive strategic approach. Criminalistics strategic approach in order to protect society from modern forms of criminal manifestation is primarily reflected in the effective implementation of the objectives of criminal policy.

Also, for a proactive criminalistics activity is vital and selfless sharing of criminalistics intelligence information between the various security agencies of the state. In fact, in practice, it is represented by a single rule that the security services of one country to a certain extent reserved to other security services of that state in respect of the exchange of criminalistics intelligence information. Thus, for example, after the terrorist attacks of September 11th showed that

some security agencies of the United States had specific intelligence information's on the persons who are presumed to have committed terrorist attack, but that information is not exchanged with other security agencies of the state. It is assumed that the situation is any chance was different, ie. that some of security services of the United States and exchanged information with other agencies, led to the conclusion mosaic of crime and timely adoption of the conclusion of the criminal intent of the person and the effective takeover measures to thwart the realization of these intentions.

Finally, it should be noted that in addition to the above, the effective implementation of proactive criminalistics activities is necessary practicing the concept of community policing in order to establish a partnership between the citizens and the local community and members of the security services, especially the police. In this way, it also creates favorable conditions for the timely recognition criminal-security issues in the region, and criminal milieu, before there is a real threat to the values that protect by the national security system of a country.

Conclusion

Preventive or proactive criminal investigations includes the undertaking of criminalistics measures, actions and resources in order to prevent the materialization of criminal intent, which tentatively, we can say that it is "real" (timely) criminalistics protection of society from severe forms of crime. Repressive or reactive criminal investigations includes taking criminalistics measures, actions and resources with the aim of identifying and prosecuting already committed crimes, which therefore, tentatively called also "unreal" (delayed) criminalistics protection of national security.

Thus, the full and effective protection of the desired state and the individual and collective sense of security requires displacement of criminalistics activities from reactive to proactive phase. The question is on what principles should be organized and by which method should be implemented proactive criminalistics investigation. In this regard, the developed countries in the late eighties and early nineties of the twentieth century began to appear new approaches to organizing criminalistics activity, with the goal of efficiently combating contemporary forms of criminal manifestations. New approaches are basically had a redefinition of the police role in society, setting new strategic goals, organizational forms, and the introduction of new methods of operation to eliminate the weaknesses of the concept, which was dominant in the greatest period of the twentieth century. Thus in redefining the organization of criminalistics activities developed many modern concepts of criminalistics activity,

most notably: problem-oriented approach, strategic approach to criminalistic activities and led-intelligence policing. Each of these concepts has its advantages and its disadvantages. In this regard, we believe that the criminalistics proactive investigations should represent a synthesis of the above concepts, ie. to be problem-oriented and strategic and intelligence guided.

The primary reactive and event-driven criminalistic investigation in the protection of society from severe forms of crime, or the standard model of the organization of criminalistics activity must be replaced by a proactive approach. The focus of this proactive approach is the identification of the main problems whose resolution could lead to the suppression of criminal manifestation, even in their roots. This is possible only, by problem-oriented approach of criminalistics activity, which include preventive action in sense of removing the conditions and causes that contribute to the commission of the crime, so-called. situational prevention. However, taking into account fact that a good portion of members of organized criminal or terrorist groups has no criminal record, ie. not previously known to the police and security services, and that their criminal activity carried out in the framework of legitimate activities, problem-oriented approach in such cases can hardly lead to effective results, as a consequence requires a parallel application of criminalistic intelligence work as an effective response to criminal activity. In contrast to the problem-oriented approach in which the focus are the causes of crime problems, the focus of criminalistics intelligence work are the perpetrators. The criminalistics intelligence work mostly involves the monitoring of known and potential criminals, which is not limited to the investigation of specific crimes, but to gain insight into their criminal careers, lifestyle habits, it plans to be based on an analysis of these findings may perform pre-suppositions that could be useful for timely and effective preventative treatment.

At the end we can conclude that one of the key segments of proactive criminalistics investigations is the use of criminalistics intelligence work, and that it relies on the work of criminalistics intelligence analyst. Taking into account that the management team of analytical department usually recruited from the older criminalistics researchers, we believe that there is a need for adequate training of analysts, as an important element in increasing the efficiency of proactive criminalistics investigation of contemporary forms of crime. In fact, analysts are faced with a deficit of knowledge and experience, which is most evident when they need to transform some information into an "intelligence" (information ready for action). Problem also represent the relations between analysts and management personnel, which are products of criminalistics intelligence operation are intended. A huge number of managerial staff are still opposed to change, so they do not follow the solutions proposed by analysts. I just they do not know what to do with the products of criminal intelligence activities, how to use them in their organizational thinking, because they are not trained to think

strategically. It is the police culture, which opposes the changes, and police chiefs play an important role in this process. On the other hand, the expectations of decision makers are often too large in cases when analysts because of information deficit can not suggest a good solution for solving the problem. Good part of police officials seem unnecessary long-term direction of the organization on crime prevention, but rather prefer only short-term effects. All this requires a serious reshaping of criminal activity in terms of changes in police culture, as well as the introduction of modern concepts of criminalistics activity.

Establishing a proactive international criminalistics cooperation and the intensification of the same especially with countries in the region, it is imperative that should be obeyed in order to achieved success in combating criminal phenomena that threaten to the vital values of each society.

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