
**COMPARATIVE ANALYSIS OF MACEDONIAN AND SLOVENIAN CRISIS
MANAGEMENT SYSTEM**

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Abstract: In this paper authors are using comparative analysis scientific method for analyzing Macedonian and Slovenian crisis management system. Having in mind that, Republic of Slovenia is a NATO member from beginning of 2009 year and EU member from 2013 year, Slovenian crisis management system is used as a base model for corrections of Macedonian crisis management system, with focus on identifying the positive characteristics of Slovenian model for system of crisis management which can be put to practice, portrayed in this thesis as recommendations for improving the Macedonian crisis management system.

Crisis management system on Republic of North Macedonia has a normative and organizational establishment¹²⁹. For uninterrupted functionality on the crisis management system in Republic of North Macedonia constantly are present: suggesting decisions, consultations, coordination, prompt reactions, effective and adequate use of provided resources and abilities in case of a crisis situation.

Slovenian crisis management system basically consists from following state authorities and institutions: Intersectoral analytical group, Ministry of defense (national crisis management center, the protection and rescue administration of Republic of Slovenia, which also has protection and rescue forces and reporting center on Republic of Slovenia – Service 112), other ministries and state authorities on Republic of Slovenia.

For this comparative analysis, Slovenian crisis management has been chosen, because is similar to Macedonian model in terms of size and structure. Moreover, Slovenian crisis management system model is designed to manage consequences of possible state of crisis for a certain territory and population which are almost identical to ones on Republic of North Macedonia. This organizational and structural similarity on the crisis management systems on Republic of Slovenia and Republic of North Macedonia are basic prerequisite for a comparative analysis.

Obtained results from this comparative analysis can be used as a basis for reforming, upgrading and improving the efficiency and effectiveness on Macedonian crisis management system. Comparative analysis between Macedonian and Slovenian crisis management system gives us data that leads to conclusion that there is a need to take action for improving Macedonian crisis management system through adequate changes of organizational structure on CMC which will increase its effectiveness, improve its professionalism, economy and for overall improving of crisis management system in terms of prevention department as well as crisis management department. Continued development of Macedonian crisis management system must follow the experiences of NATO and EU members, own practices and available resources (forces and funds for prevention and crisis management).

Keywords: Crisis situation, prevention, alarm, functionality, security

1. INTRODUCTION

Crisis management system on Republic of North Macedonia has been established for prevention, early warning and handling all risks and potential dangers. Certain goals of this system aim to provide a constant level of consulting and coordination between all qualified subjects, high level decision making, constant evaluation of risks and dangers, prompt reactions, as well as effective and adequate use of provided resources and abilities. The main challenge of the Macedonian crisis management system is handling modern challenges. With comparative analysis of Macedonian crisis management system and Slovenian crisis management system, we will give recommendations for improving the effectiveness of Macedonian crisis management system.

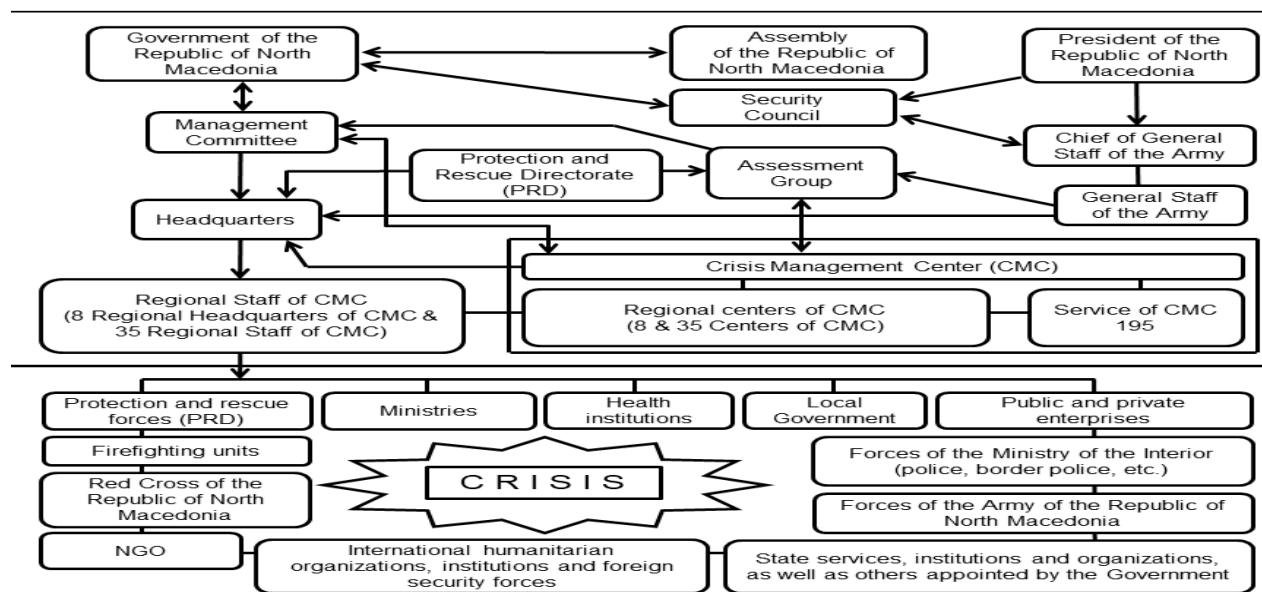
¹²⁹ Петревски, В. и Куцуловски, В. (2010). Систем за управување со кризи – прирачник за граѓаните. Програма за развој на Обединетите Нации – УНДП, Скопје: книга, 14.

2. ORGANIZATIONAL STRUCTURE OF MACEDONIAN CRISIS MANAGEMENT SYSTEM

Following authorities in Macedonian crisis management system are established according to law for crisis management¹³⁰: management committee, assessment group, crisis management center (CMC), regional staff of CMC, regional crisis management centers, headquarters of the CMC, regional headquarters for regional staff of CMCs and regional CMCs¹³¹. Apart from maintaining the crisis management area the Law for crisis management¹³² is also a founding law. It represents an independent body of the state administration, by position and functionality of a directorate, with the properties of a legal entity, called crisis management center (CMC), in charge of providing a complete organizational, administrative and professional support of the bodies and subjects in the crisis management system. Main responsibilities and duties of CMC¹³³ consists:

- Providing a continuity between inter-sectoral and international cooperation, consultations and coordination in the crisis management;
- Developing and updating a unique evaluation of all risks and dangers to safety of the Republic;
- Suggesting forms of action for handling a crisis situation, and
- Performing other activities determined by law.

The headquarters of the CMC and regional CMCs work 24 hours and 7 days of the week. On duty officials can be reached by dialing the distinctive and free phone number 195, which will be replaced by the European emergency number E-112 in the near future. Every one of the subjects stated has responsibilities and duties defined by law in the crisis management system, which defines their place and role in the process of crisis management¹³⁴.



Scheme 1. Crisis management system of Republic of North Macedonia

3. ORGANIZATIONAL STRUCTURE ON SLOVENIAN CRISIS MANAGEMENT SYSTEM

Slovenian crisis management system is made of: government of Republic of Slovenia, National security council - NSC (secretariat of NSC, task force of SNSC, command center of the Slovenian Army - CCSA), the president of the Republic of Slovenia, assembly of the Republic of Slovenia, local authorities, NGOs, and international organizations¹³⁵. Central position in the Slovenian crisis management system is taken by the ministry of defense, due

¹³⁰ See Scheme 1.

¹³¹ Crisis Management Center (CMC) has 8 regional staff of crisis management centers (RSCMC) and 35 regional crisis management centers (RCMC).

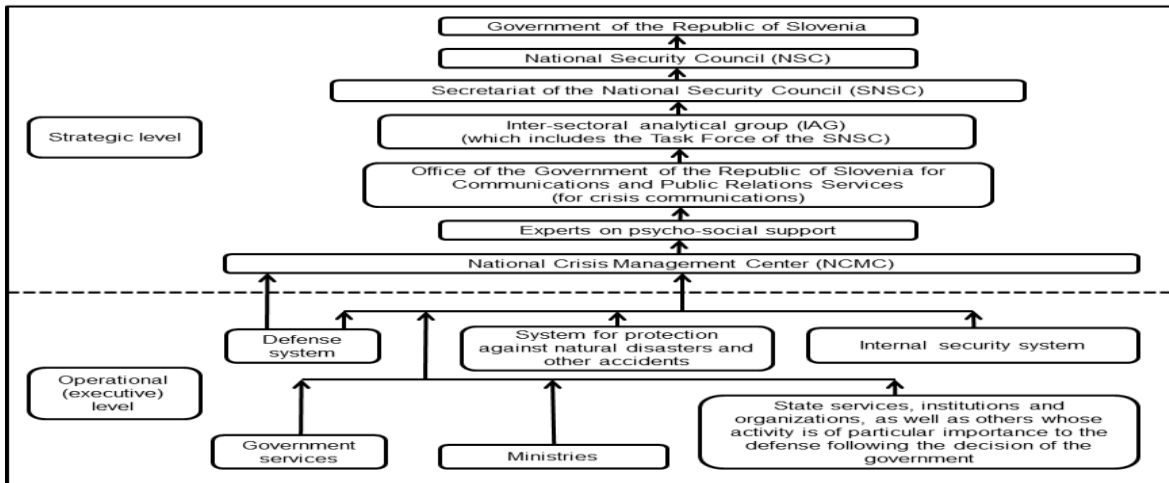
¹³² Закон за управување со кризи (Службен весник на Република Македонија бр.29/2005, бр.36/2011, бр.41/2014, бр.104/2015 и бр.39/2016).

¹³³ <http://www.cuk.gov.mk>

¹³⁴ See Scheme 1.

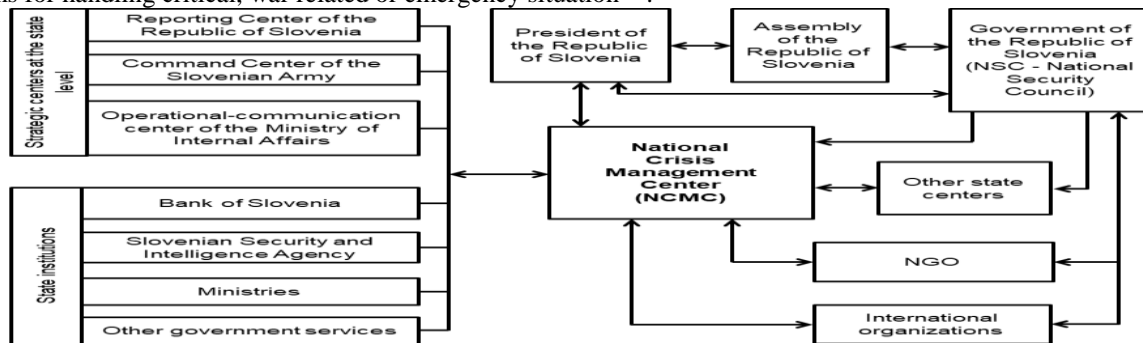
¹³⁵ See Scheme 3.

to the fact that it has all professional authorities for crisis management, as well as all capacity to inform, alert and handle consequences. Ministry of defense of the Republic of Slovenia handles all managing and professional jobs connected to the organization, preparation and functionality of the system for protection against natural disasters and other accidents¹³⁶. Ministry of defense is responsible of providing military and civil defense. Its administrative-managing responsibility is protection against natural disasters and other accidents. National crisis management center (NCCM) was formed on 01.01.2004. It is a body in the Directorate for defense affairs on ministry of defense on Republic of Slovenia¹³⁷.



Scheme 2. Crisis management system of Republic of Slovenia¹³⁸

In defense law¹³⁹ on Republic of Slovenia stands: “The national crisis management center in organization with ministry of defense provides, spatial, technical, information and telecommunication conditions for work of the government and command center of Slovenian army especially in a military or emergency conditions.“ NCCM within the provided spatial, technical, information and telecommunication conditions has obligation to organize an uninterrupted functionality and work of government, presidential cabinet¹⁴⁰, IAG, authorities and bodies that it forms for handling critical, war related or emergency situation¹⁴¹.



Scheme 3. National crisis management center of Republic of Slovenia¹⁴²

¹³⁶ MORS. Recovered on December 4, 2018. <http://www.mo.gov.si>.

¹³⁷ Organogram MORS, 01.09.2016. Recovered on June 28,2017. <http://www.mo.gov.si>.

¹³⁸ Vlada Republike Slovenije. Retrieved on 04.12.2018. http://www.vlada.si/teme_in_projekti/krizno_upravljanje_in_vodenje/.

¹³⁹ Zakon o obrambi, uradno prečiščeno besedilo (Uradni list Republike Slovenije št.103/2004).

¹⁴⁰ Navodilo o izvrševanju obveznosti do predsednika republike na obrambnem področju (Uradni list Republike Slovenije št.64/1995).

¹⁴¹ The Government of the Republic of Slovenia when found in a crisis situation will activate the National Security Council, while in case of an extraordinary or war related situation the National Security Council transfer into State Operative Security Headquarters.

¹⁴² .Kastelic, M. (25.03.2011). *Nacionalni center kriznega upravljanja in njegovo mesto v kriznem upravljanju*. MORS, Slovenska vojska, Poveljstvo za doktrino, razvoj, izobraževanje in usposabljanje, Postojna, Republika Slovenija, 24.

The NCMC assembles daily summary reports and delivers them to: operational-communication center of the ministry of interior, the command center of the Slovenian Army¹⁴³ and the reporting center of the Republic of Slovenia. Protection and rescue administration of Republic of Slovenia (PRA) is a body that functions within the ministry of defense of the Republic of Slovenia¹⁴⁴. PRA has administrative and professional tasks regarding organizing, preparation and implementation of actions for protection against natural disasters and other accidents¹⁴⁵. Apart from other services and devices, PRA in its structure has a Reporting center of the Republic of Slovenia or Service 112, professional units for protection, rescue and first aid, as well as staff for civil protection (one on a state level and 13 regional, appointed by the government of the Republic of Slovenia). Reporting center of the Republic of Slovenia – Service 112 is organized in 13 regional reporting centers located in: Brezice, Celje, Koper, Kranj, Ljubljana, Maribor, Murska Sobota, Nova Gorica, Novo Mesto, Postojna, Ptuj, Slovenj Gradec i Trbovlje (these regional reporting centers function within the representative offices of PRARS, but at the same time professionally they have a direct link with reporting center on Republic of Slovenia).

3. ANALYSIS OF MACEDONIAN AND SLOVENIAN CRISIS MANAGEMENT SYSTEMS

Comparative analysis between Macedonian and Slovenian crisis management system on the subject of preventive actions, activation and alerting on forces in charge of handling consequences, certain similarities/differences were detected, which consequently analyzed, gave the following conclusions:

(1) Republic of North Macedonia, similarly to the Republic of Slovenia, has developed a combined crisis management system which indicates that both states in their framework have got specialized crisis management institutions that are responsible for preventive action. Apart from them, other state bodies and institutions are responsible for handling certain preventive measures.¹⁴⁶

(2) Republic of North Macedonia has a Crisis Management Center (CMC) while the Republic of Slovenia has a National Crisis Management Center (NCMC).

(3) CMC on Republic of North Macedonia is a state institution of the government of the Republic of North Macedonia, while NCMC is an organizational unit of the ministry of defence of the Republic of Slovenia.

(4) CMC on Republic of North Macedonia is responsible for keeping records on various crisis managing capacities and putting together various summary reports (information) based on obtained estimates regarding threat and risks from other professional institutions. These reports (information) by CMC are important because they are meant to develop quality and accurate suggestions for preventive action. Apart from that, CMC has a central role in process of coordinating all preventive activities in the state. Unlike the CMC of the Republic of North Macedonia, the NCMC of the Republic of Slovenia performs tasks for administrative, technical and logistic support of various bodies and institutions that activate during a state of crisis, but it does not suggest measures for preventive action and does not lead coordination of the activities. As an institution, it is only responsible for distributing information. Within the Protection and rescue administration of Republic of Slovenia there is a special sector responsible for preventive action.

(5) Within CMC of the Republic of North Macedonia the number 195 is in function, while the emergency services number 112 has yet to be implemented. Unlike the Republic of North Macedonia, the Republic of Slovenia has the system service 112 which functions within the Reporting center (RC) which resides in the Protection and rescue administration in the ministry of defense of Republic of Slovenia.

(6) CMC number 195 is for reporting (information) the citizens and they can call this number to inform themselves and in some cases to report certain events such as natural disasters and other accidents, but they cannot ask for an intervention like in the Republic of Slovenia and other countries where the system service 112 is

¹⁴³Prezelj, I. (2002). Shaping the national crisis management system in Republic of Slovenia. *Faculty of Social Sciences, University of Ljubljana, Republika Slovenija*, 8.

¹⁴⁴.URSZR - Uprava Republike Slovenije za zaščito in reševanje (PRARS – The Protection and Rescue Administration of the Republic of Slovenia). Recovered on August 6, 2018. <http://www.sos112.si>.

¹⁴⁵.Zakon o varstvu pred naravnimi in drugimi nesrečami besedilo (Uradni list Republike Slovenije št.51/2006, št.97/2010 in št.21/2018), Uredba o organiziranju, opremljanju in usposabljanju sil za zaščito, reševanje in pomoč (Uradni list Republike Slovenije št.92/2007, št.54/2009, št.23/2011 in št.27/2016) in Resolucija o nacionalnem programu varstva pred naravnimi in drugimi nesrečami v letih od 2016 do 2022 (Uradni list Republike Slovenije št.75/2016).

¹⁴⁶ Закон за управување со кризи (Службен весник на Република Северна Македонија бр.29/2005, бр.36/2011, бр.⁴¹/2014 и бр.104/2015).

available.

(7) Procedure to activate the crisis management system of the Republic of Macedonia begins with a proposition to proclaim a state of crisis delivered by the director of the CMC to the Management committee (MC) which reviews the situation and when it brings forth a decision; it delivers the proposition to the government of the Republic of North Macedonia. Unlike the Republic of North Macedonia, in the Republic of Slovenia, with the decision of the government, the National security council (NSC)¹⁴⁷ is in function, while the analytical group of NCMC has the task to put together a summary report (information) regarding the situation and suggest courses of action, and deliver it to the NSC, who looks into it and if approved, delivers the proposition to proclaim a state of crisis to the government of the Republic of Slovenia.

(8) Activating the crisis management system of the Republic of North Macedonia is done with decision of the government on Republic of Macedonia to declare a crisis situation which activates CMC's headquarters. To deploy the protection and rescue forces, the CMC sends a request to the Protection and Rescue Directorate (PRD). Other ministries and state institutions deploy forces and resources in accordance with the orders of the management committee. Similarly, in the Republic of Slovenia, the government of the Republic of Slovenia activates the crisis management system with a decision to declare a crisis situation, but unlike the Republic of North Macedonia with the decision of the government of the Republic of Slovenia are sent warnings and recruiting of the rescue forces, i.e. NCMC sends order for warning and the rescue forces through the Centers with which it has direct contact.

(9) Ministry of defense of the Republic of North Macedonia in coordination with the General Staff of the Army develops and delivers a proposition to the government to use the Army in a crisis situation. The government reviews this and if it's accepted, delivers it to the president. With suggestion of the president of the Republic of North Macedonia calls the assembly and Security council (SC)¹⁴⁸ which reviews the proposition and it comes to a conclusion to deploy part of the Army. The conclusion leads the president to bring forth a decision to deploy the Army in a crisis situation. In the Republic of Slovenia the procedure of deploying the Slovenian Army is different, i.e. if with the decision of the government of the Republic of Slovenia it's planned to deploy a part of the Slovenian Army, then the president of the Republic of Slovenia orders the deployment of a part of the Slovenian Army in a crisis situation.¹⁴⁹

(10) Republic of North Macedonia has a Protection and rescue directorate (PRD) which functions as a solitary directory of the government of the Republic of North Macedonia. Unlike the Republic of North Macedonia, The Republic of Slovenia has a Protection and rescue administration (PRA) which is a body that functions in the structure of the ministry of defence of the Republic of Slovenia.

(11) PRD of the Republic of North Macedonia has forces for protection and rescue and they are managed by the staff of PRD (headquarters for protection and rescue, branch staff for protection and rescue and staff for protection and rescue in units by the local authorities) which are formed by the director of PRD, while the PRA of the Republic of Slovenia has forces for protection, rescue and first aid are commanded by the staff of Civil Protection which are established by the government of the Republic of Slovenia.¹⁵⁰

(12) In Republic of North Macedonia, same as in Republic of Slovenia, the deployed forces of ARM are commanded by headquarters formed by ARM, and with the recruited police forces command adequate managing and commanding authorities within the ministry of interior of the Republic of North Macedonia.

(13) In Republic of North Macedonia, well as in Republic of Slovenia, all other ministries, authorities of state administration and government, institutions of the Local Authorities, public enterprises and institutions, trading associations (private enterprises), citizens and their associations, NGO's and other subjects are bound to participate with a fraction of their own forces and resources for handling a crisis situation. In the Republic of North Macedonia this obligation is regulated in accordance with the Law for Crisis Management,¹⁵¹ while in the Republic of Slovenia, with a series of laws regarding the functionality of the government, the state administration authorities,

¹⁴⁷ Odlok o Svetu za nacionalno varnost (Uradni list Republike Slovenije št.76/2014).

¹⁴⁸ The composition and the work of the Security Council are not regulated by a specific law, but only with article 86 of the constitution of the Republic of North Macedonia and its amendments (Official Gazzete of RNM n.52/1991, n.1/1992, n.31/1998, n.91/2001, n.84/2003, n.107/2005, n.3/2009 and n.49/2011).

¹⁴⁹ Navodilo o izvrševanju obveznosti do predsednika republike na obrambnem področju (Uradni list Republike Slovenije št.64/1995).

¹⁵⁰ Ušeničnik, B. in drugi. (2002). *Nesreče in varstvo pred njimi*. Ministrstvo za obrambo Republike Slovenije, Uprava Republike Slovenije za zaščito in reševanje. „Gorenjski tisk“ – Kranj, Republika Slovenija: knjiga.

¹⁵¹ Закон за управување со кризи (Службен весник на Република Северна Македонија бр.29/2005, бр.36/2011, бр.⁴¹/2014 и бр.104/2015).

defense, security etc¹⁵².

(14) In Republic of North Macedonia, government, CMC and PRD all have a leading position in the crisis management positions, whereas in the Republic of Slovenia, apart from the government, ministry of defense on Republic of Slovenia has a leading position as well as the fact that all specialized institutions for the crisis management system function within this ministry.

4. CONCLUSION

Comparing Macedonian crisis management system with Slovenian, there are differences in their organizational foundation as well as the tasks and functions. Having in mind this, following actions could be considered:

- Service 112 should be put into function within CMC, it should follow the situation in the state (risks, threats and danger), inform the citizens of the crisis and alert the capacities of operation (all except the Army and the police);
- The Republic of North Macedonia should bring forth a specific Law for the security council of the Republic of North Macedonia which will regulate its tasks, duties and ways of functioning;
- In the Republic of Macedonia there should be an effective system of focused on following and managing the process for planned preventive activities and actions;
- To reform the organizational structure of the CMC in order to simplify the procedure of activating and warning the crisis management system of the Republic of Macedonia;
- To reform the PRD in order to increase the capacities of operative action as well as decrease/discontinuation of certain PRD units and staff;
- To put appropriate laws and by-laws into effect that will help regulate prevention, the procedures of activation, warning, managing and coordinating the capacities of operative action of the crisis management system of the Republic of North Macedonia.

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¹⁵² Zakon o obrambi, uradno prečiščeno besedilo (Uradni list Republike Slovenije št.103/2004), Zakon o varstvu pred naravnimi in drugimi nesrečami besedilo (Uradni list Republike Slovenije št.51/2006, št.97/2010 in št.21/2018) in Resolucija o nacionalnem programu varstva pred naravnimi in drugimi nesrečami v letih od 2016 do 2022 (Uradni list Republike Slovenije št.75/2016).

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