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CRISIS MANAGEMENT AND INTERNATIONAL COOPERATION FROM THE PERSPECTIVE OF A SMALL COUNTRY

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Abstract: *Large scale crises, e.g. natural disasters, technological accidents, terrorist attacks, or massive migration of population from one region to another, can influence many countries simultaneously as they may occur in or involve multinational regions. The international support and cooperation is also of vital importance when an affected country cannot deal with the challenges. International cooperation and support have to be increased and set up in a manner to provide support and mutual benefits to all affected countries. In our analysis. In our analysis we start from the position that the small countries with limited resources depends of international support. In the beginning we give a short description of the Crisis management and international cooperation and the challenges which the contemporary models of the crises management are facing. We list some of the countries affected with current migration crises and their legislative in terms of standards, procedures, decision making. Finally, through the established models of crises management and international cooperation, we attempt drawing a conclusion and suggestions of a cooperation and proceedings which will lead to increased effectiveness and cooperation coordination considering social, ethical and legal aspects.*

Keywords: *Crisis management, international support, international cooperation.*

Introduction

Crisis management involves mitigating the impact of an unfortunate and unexpected event in the life of a state. Many large states have sophisticated crisis management plans and teams on alert to respond in the event of a crisis. However, because of their size, resources and even different level of development as well as attempts to sustain their cultural differences many small states facing a lot of issue of crisis management. In the most of situation this small states depend on support from other organization and larger and more developed states.

The contemporary crisis demand more civilian capability rather than military. The current migration crisis expose the possibility of changing demographic picture in the receiving countries, especially if they are small size countries. In a long term, this social changes can possible cause conflicts and security issues or eventual crisis.

The small states are struggling with the current crisis due to their limited power, resources, different policies, legislation and standards, as well as the different approach and level of effectiveness of the large states and organization such as UN and EU.

On the other hand, the level of developed cooperation and coordination in a crisis response between UN and EU, has impact of the effectiveness and efficiency of the small country affected by a crisis.

In this article we are going to examine the model of crises management within UN and EU from perspective of their cooperation and coordination. In addition we are going to observe crises response model in the country in the Balkan region focusing on the legislation, model, and their effectiveness.

Crisis management and international cooperation and the challenges which the contemporary models of the crisis management are facing

Changes in the international threats, risks and the operating environment as well as the nature of conflicts and risks have made the approach of managing that type of crisis operations more complex. They often demand comprehensive, “know to how” approach and a lot of special skills. Contemporary structures in the international crisis management models include a growing emphasis on international organisations' mutual cooperation, development of regional organisations' capability, and strengthening own security structures. The operations involve more and more other than military elements. The tasks are often linked to society's reconstruction, maintenance of stability and developing and strengthen governmental capabilities in affected country by crisis.

The objective of crisis management is to create stability, alleviate human distress and lay down preconditions for development in areas affected by a crisis. At the same time, efforts are made to prevent any conflicts' escalation. In a world of intensive interdependence, crises have widespread repercussions. Contemporary crisis prevention action and crisis management action requires high effectiveness by mean of

developing the mutual coordination and cooperation in military and civilian crisis management as well as humanitarian aid.

As the globalization is increasing the world become more interdependent. Security challenges emerging in one country impact the rest of the world, at least the rest of a region.

The globalization, increased interdependence requires involvement of many subjects in preventing and managing crisis situation. As a response to the emerging threats, and managing a crisis a lot of initiatives are established. The leading organization in crisis response is UN. In the past decade a more attractive partner for the United Nations in the field of crisis management became the European Union. In addition to its traditional support through different financial instruments, for the first time from the perspective of the UN, the EU has turned itself into a potential direct provider of civilian or even military capabilities for peacekeeping and peace building activities.¹ The 2003 Joint Declaration, signed in New York by representatives of both organizations in the immediate aftermath of operation Artemis/DR Congo, formalized this new pattern of cooperation².

One of the main concerns and more demanding challenges today for the UN itself as the leading organization in the field of crisis management is the reliability of the partners when it comes to mobilizing key capabilities, both civilian and military, at the request of or in cooperation with UN missions and, what is probably more important, to deploying them according to a comprehensive approach.³ From a strictly EU perspective, cooperation with the UN in crisis management appears to be a significant test case for verifying effectiveness in enhancing the coherence of its new external action instruments.⁴ On the other hand, the entry into force of the Lisbon Treaty and in that of the UN mainly as a consequence of the implementation of its "New Horizon Initiative"⁵ became new challenges facing the both organization in establishing fast, flexible and focused action in order to prevent or response to a crisis.

From a small country perspective, to mobilize resources quickly, to meet changing demands and most importantly to try to anticipate the services of its citizens

¹ Luis N. González Alonso, *Rethinking EU-UN cooperation in international crisis management: Lisbon and beyond*, Public Law Department, University of Salamanca, Policy Paper 9: February 2012

² Joint Declaration on UN-EU Co-operation in Crisis Management, doc. 12730/03, 19 September 2003. Four years later, in June 2007, a further and less formal Joint Statement was made public giving rise on the part of the EU to a follow up process through successive six-monthly progress reports.

³ Luis N. González Alonso, *Rethinking EU-UN cooperation in international crisis management: Lisbon and beyond*, Public Law Department, University of Salamanca, Policy Paper 9: February 2012

⁴ *Ibid.*

⁵ The New Horizon Initiative: Progress Report n° 1, UN Department of Peacekeeping Operations and Department of Field Support, New York, October 2010.

is the biggest challenge. Additional challenge due to the limitation of the resources that could be employed is the period of the crisis.

Furthermore, the concept of decision making of the both organization is challenge by itself. These differences in governance structure have serious implications for the respective foreign and defense policies. The EU decision making is taken by twenty-seven sovereign states, usually on the principle of unanimity. The president and the High Representatives for Foreign Affairs envisaged by the Lisbon Treaty have no powers to take key decisions on behalf of the Member States. The coherence of the EU decision-making system is further undermine the so-called “pillar structure, which separates trade and economics from foreign and security policy.”⁶

The UN decision-making is also complex process. On the other hand, the lack of force under own control as well as resources makes UN slow to response quickly to a crisis. In order to address contemporary challenges, after nearly a decade of examination, re-examination, and reform The UN promote “the New Horizons” as a foundation to strengthen the partnership and peacekeeping tool to meet demands in an effective and sustainable manner. Key themes laid out in the new horizon document included: partnership in purpose, in action and in the future; cohesive mission planning and management; clear political strategy and direction; clarity and delivery on key roles; faster deployment and crisis management; a new field support strategy.⁷

Although both the EU and the UN pride themselves on being able to combine a broad range of instruments as a distinctive feature of their ability to cope with international crises, their record in effectively deploying them in a comprehensive manner remains “ambiguous” to say the least⁸. The both organization to a certain extent face similar problems and shortcomings in development of the commonly known a “comprehensive approach” to crisis management. In his seminal Report on peacebuilding in the immediate aftermath of conflict, the UN Secretary General highlighted “the fragmented nature of governance across the United Nations system” and its “pillars” structure as complicating factors which prevent it from making the most of its unrivalled capabilities in the areas of peace and security, human rights, development and humanitarian action⁹.

⁶ Jan Zielonka, *The EU as an International Actor: Unique or Ordinary?*, European Foreign Affairs Review 16, Kluwer Law International BV, 2011, 281-301

⁷ The New Horizon Initiative: Progress Report n° 1, UN Department of Peacekeeping Operations and Department of Field Support, New York, October 2010.

⁸ Claudia Major and Christian Molling, “More than wishful thinking? The EU, UN, NATO and the comprehensive approach to military crisis management”, in Joachim A. Koops (ed.), *Military Crisis Management: the challenge of inter-organizationalism*, Studia Diplomatica, vol. LXII, 2009, 3, p. 27.

⁹ A/63/881-S/2009/304, 11 June 2009, paragraph 24

Countries in the Balkans affected with current migration crisis and their legislative in terms of standards, decision making and cooperation

Croatia

Croatian key legislation established coordination at the national level that takes an all hazards approach in the case of disaster and major accidents. The Protection and Rescue Act covers a wide range of threats, but it does not deal with specific threats while Croatia's civil crisis management response is subdivided and specialized to cope with specific threat types. National protection plans relate to specific threats such as floods, large fires, ionizing radiation, etc.¹⁰

The national coordinating body for the all hazards approach is The National Protection and Rescue Directorate (NPRD), while relevant services and institutions established by the government participate in preparation and implementation of protection and rescue activities and measures. The system is on the operational level subdivided into agencies that cope with specific threat types such as floods, wildfires, mountain rescue and protection, etc. In case of multidimensional incidents, cross-sector coordination is ensured by the NPRD (Protection and Rescue Act).¹¹

The dominant crisis management (CM) approach is civilian-based rather than military-based. The NPRD is responsible for activating operational units. The armed forces and the police also may take part in protection and rescue activities and their participation is coordinated between the Ministry of Defense (MoD), Ministry of Interior (MoI) and NPRD. According to the Croatian Constitution, in the event of major natural disaster, the armed forces may be deployed to assist the police and other state bodies. They could also be deployed to assist firefighting, rescue operations as well as surveillance and protection of the country's rights at sea (NN 85/10, Article 7, 17 and 101).

The building of the current crisis management system has occurred simultaneously with the EU/NATO integration process and regional cooperation in South Eastern Europe that established an integrated, sustainable and efficient CM system that enable greater civil security cooperation and positively impacted Croatian economic and social development.¹²

¹⁰ Visnja Samardzija, S.Knezovic, S. Tisma, I. Skazlic, *Analysis of Civil Security Systems in Europe-Country Study: Croatia*, Institute for International Relations, Zagreb, January 2014, p.12

¹¹ *Ibid*, p.13

¹² Visnja Samardzija, S.Knezovic, S. Tisma, I. Skazlic, *Analysis of Civil Security Systems in Europe-Country Study: Croatia*, Institute for International Relations, Zagreb, January 2014, p.16

The major legal act regulating the civil crisis management (CM) system is the Protection and Rescue Act (adopted in 2004, amended in 2007, 2009 and 2010) which defines institutional structure, rights and responsibilities of all actors involved, procedures and management of the protection and rescue activities. It established the NPRD as a single administrative organization regulating norms and standards in protection and rescue area.¹³

Protection and Rescue Act is under preparation, containing new regulations regarding rights and obligations of local self-governments (including new model of financing, based on clear risk assessment for a certain area) and highlighting the role of 5 The NPRD consists of five sectors: the Civil Protection Sector; the Fire-fighting Sector; Sector for the 112 Emergency European Number; the Fire-fighting Protection and Rescue School; and the Personnel, Legal and Finance Sector. It also has the regional offices (i.e. the County Protection and Rescue Offices), linked to its Civil Protection and Fire-fighting Sector, as well as four National Intervention Units and four Protection and Rescue departments (NN 43/12) 18 volunteers in CM activities. It is intended to improve coordination, strategic planning, information flow and management and thus contribute to risk reduction.¹⁴

With the mentioned Act, Croatian government is trying to re-emphasize the subsidiarity issue and the need to strengthen the system at local self-government units. As well as Establishment of the protection and rescue headquarters at all levels. Additionally, coordination of the system and efficiency of the operational forces (NPRD, 2012, p.6) will be increased by developing of Standard Operating Procedures (SOPs). The effectiveness of the system depends on the type of the crisis event and on the particular actors that are involved.¹⁵

During recent history, three mayor crisis situation occurred and gaps of the established system emerged. The Kornati Island case (August, 2007) which remains an example of uncoordinated crisis operation which was inefficient both on the prevention and response side. Thus, the victims rescue operation in terms of crisis response was late and not well organized, indicating unpreparedness of the system for such a disaster.¹⁶ The second case “The flood cases in Western Croatia (June 2010)” were the highest in the last fifty years and caused significant damage due to delayed prevention

¹³ Ibid, p.16

¹⁴ Ibid, p.16-18

¹⁵ Visnja Samardzija, S.Knezovic, S. Tisma, I. Skazlic, *Analysis of Civil Security Systems in Europe-Country Study: Croatia*, Institute for International Relations, Zagreb, January 2014, p.33

¹⁶ Ibid, 34.

and inefficient response (shortage of sand and bags, lack of coordination and communication, inadequately equipped operational units).¹⁷

Croatia has signed cooperation agreements on protection and rescue with all neighboring countries while an agreement with Serbia is being negotiated. The country is actively participating in regional initiatives and organizations¹⁸

Serbia

The general legal framework for the civil security system is shaped by the Constitution of the Republic of Serbia (2006), Law on State Administration (2010), Law on Ministries (2011), Law on Local Self-Government, (2007) Law on Measures in case of State of Emergency (1991), Law on Police (2006), Law on Serbian Army (2007), Law on Defense (2009) and strategic documents: National Security Strategy (2009) and Defense Strategy of the Republic of Serbia (2009).¹⁹

According to Law on Emergency Situation (LES) the Republic of Serbia shall ensure the establishment of an integrated civil security system. The Parliament is responsible for adoption of a National Strategy for Protection and Rescue in Emergencies (NSPRE) while the government is responsible for all system aspects of civil security (adopting plans, risk assessments and other documents, ordering general mobilization of the civil protection units, supervision of crisis preparations etc.). The Sector for Emergency Management (SEM), as a specialized organizational unit of MOI, coordinates the activities of all state and civil society institutions involved in emergency and disaster management at all levels of political territorial organization.²⁰

Hierarchically, SEM has its organizational units for the territory of the district and city/municipality with a support (service) role in the district/local EMHQ as main operational and expert bodies for coordinating and managing crisis response which are permanent bodies established for the territory of municipality and city by respective assembly, for the territory of administrative district by National Emergency Management HQ (NEMHQ), and for the territory of autonomous province and republic by respective governments.²¹

Before the adoption of LES there was no particular budget for crisis management, and annual expenditures for this purpose, from the budget of MOI, were only around 50,000 euro, while costs of crisis situations were covered from budget

¹⁷ Visnja Samardzija, S.Knezovic, S. Tisma, I. Skazlic, *Analysis of Civil Security Systems in Europe-Country Study: Croatia*, Institute for International Relations, Zagreb, January 2014, p.35

¹⁸ Ibid p.5

¹⁹ Zelimir Keshetovic, *Analysis of Civil Security Systems in Europe-Country Study: Serbia*, Faculty of Security Studies, University of Belgrade, Belgrade, June 2013, p.15

²⁰ Ibid, p.11

²¹ Ibid, p.12-13

reserves on an ad hoc basis. When the national budget is tight and there is extreme pressure for critical resources, expending funds or distribution of funds for contingency requirements is a difficult choice, so providing the funding to response to a disaster was for decades considered an ad hoc requirement to be dealt with at the time of the emergency. LES designated the following funding sources for crisis management: Budget (national/provincial/local); Fund for emergency situations, and other sources specified in LES and other laws²²

Serbia is still considered a country of “nonconsolidated democracy” with a number of political and social tensions, so the question of efficiency in disasters is more complicated. Questions of budget on each level of governance are very important. The efficacy of the Serbian crisis management system will be possible to question only once its funding is stabilized and its most basic needs satisfied²³.

Macedonia

In 2004, Macedonian parliament has adopted Law for protection and rescue, establishing provisions for protections and rescue of the people from both natural and man-made disaster and other accidents. The law provided fundamentals for organizing a system enabling to respond at the more less operational and local level. In the next 2005, the government has adopted the Law on Crisis Management. With this Law Macedonia has become the first country in the region to have established this kind of system which enables and organize a system for prevention, early warning and crisis management at central level. Based on these two Laws, the overall responsibility on crisis management rests with the central Government, but the mayors of municipalities are also responsible for ensuring local level coordination of the actors in crisis management.²⁴

According to the Law on Crisis management, three Governmental bodies have been established to carry the mandate of crisis management and provide professional support to Government for effective crisis management. These bodies are designed to provide decision-making and inter-institutional coordination within the subject matter. The three bodies are: Steering Committee; Assessment Group and Crisis Management Center. The Steering Committee is governmental body design to coordinate and manage the crisis management system and provide recommendation to the Government to declare a state of national emergency or crisis. This committee consists

²² Zelimir Keshetovic, *Analysis of Civil Security Systems in Europe-Country Study: Serbia*, Faculty of Security Studies, University of Belgrade, Belgrade, June 2013, p.34

²³ Ibid, p 35

²⁴ https://info.undp.org/docs/pdc/Documents/MKD/00049400_CMC%20Project%20Document1.pdf viewed on 17.12.2015

of Minister of Interior, Minister of Health, Minister of Transport and Relations, Minister of Defense, Minister of External Affairs and Head of the Assessment Group. The Assessment Group conducts permanent assessment of national risk and dangers and proposes measures and activities for prevention, early warning and crisis response to the Steering Committee.

The Crisis Management Center (CMC) is a permanent independent state administrative body, having the status of a directorate. CMC is providing continuity of the inter-departmental and international cooperation, consultations and coordination of the crisis management; preparation and updating the assessment of all risks and dangers to the security of the Republic of Macedonia; proposing measures and activities for resolving a crisis situation, and executing other activities pursuant to the Law. The overall responsibility of CMC to coordinate disaster prevention and response activities in a crisis at both central and local level makes it a best entry point for the project to effectively enhance the operational and technical capacities of the Crisis Management System in the country.²⁵

Based on the Law on Crisis Management the funding to response to a crisis is design on an ad hoc requirement to be dealt with at the time of the emergency or crisis utilizing the resources of all governmental, local or even private capabilities.

The experience that Republic of Macedonia had regarding the response to a crisis situation or response to a disaster (flood and forest fire), has revealed a critical issue in the institutional structures prescribed by the two Laws (Law on Crisis Management and Law on Protection and Rescue) especially in the duplicates in the mandates and responsibilities of the Crisis Management Center (CMC) and the Protection and Rescue Directorate (PRD). This problem caused considerable confusion in the country's crisis management system. Furthermore, the gaps and deficiencies had been identified in terms of lack of coordination at both the national level (inter-ministerial, interdepartmental) and local level; lack of resources (human resources, equipment); persistence with the traditional approach in the crisis management, viewing it strictly as a technical issue and focusing mainly on the activities during an emergency and immediate recovery after a disaster.²⁶

²⁵ https://info.undp.org/docs/pdc/Documents/MKD/00049400_CMC%20Project%20Document1.pdf
viewed on 17.12.2015

²⁶ Ibid.

CONCLUSION

The contemporary threats, different type of crisis, globalization and the more connected world require close coordination and cooperation in resolving a situation of crisis. Small countries with limited resources, capabilities, additionally overloaded with the transitional problems more than necessary need support from other countries and regional or world organization.

First of all UN as a leading organization in providing support and resolving crisis situation has to increase its effectiveness by strengthen its coordination and cooperation with EU, and other regional organization. It will allow both organization to provide support to the small countries in building their capabilities for crisis management. On the other hand similar model and unified concept for managing a crisis should be adopted and developed. The so called Comprehensive approach which is already accepted and developed by both organization should be developed in the small countries in order to provide more effective way of employing the capabilities and contribution to resolving a crisis.

EU has to continue to run the comprehensive programme on Strengthening Cooperation in the Field of Civil Protection with the Candidate Countries and Potential Candidates of the Western Balkans and Turkey that was developed in 2010 for civil protection cooperation with the candidate countries and potential countries. The program provides financial support through the EU Instrument for PreAccession Assistance (IPA) on operational and strategic level within the EU Programme on Civil Protection Cooperation.

Small country, especially from the Balkan region, utilizing the above-mentioned programme need to formalize their bilateral cooperation and coordination in a situation of state of a crisis by strengthen their cooperation in exchange experience, training, exchange the information, increasing the interoperability and capabilities.

Moreover, in a case of a crisis that affects and influenced more country as the current migration crisis, they need to establish more integrated new institutional and organizational design to really have a positive impact on mutual cooperation, coordination and effective employment of countries instruments for crisis management as well as for employing the resources available.

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