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MEĐUAGENCIJSKI PRISTUP U REPUBLICI MAKEDONIJI KAO PREVENCIJA PROTIV CBRN I EKOLOŠKIH UGROZA, OPCIJA ILI PRIORITYET?

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Sažetak

Međuagencijska suradnja češća je u teoriji nego li u praksi. Netrpeljivost, rivalstva i natjecanje za sredstva temeljni su dio procesa planiranja. Odgovor zahtijeva suradnju različitih ljudi iz različitih organizacija. Birokracija će uvijek postojati u sektoru sigurnosti mnogih država, i njezino postojanje stvara određene poteškoće pri uspostavi strukture odgovora na krizu prije ili za vrijeme trajanja velikih katastrofa. Ljudi koji rade zajedno i dolaze iz raznih sektora stvaraju bolje radne veze, kao i međusobno povjerenje. Također razmjenjuju znanja. S ciljem učinkovitije prevencije učinaka kemijskih, bioloških, radioloških i nuklearnih prijetnji, kao i ekoloških prijetnji koje utječu na javno zdravlje u Republici Makedoniji, te kao oblik sprečavanja neželjenih posljedica, vladina su tijela postala svjesna potrebe za većom suradnjom u međuagencijskim odnosima. Uključivanje različitih sektora ključ je sinergije raspodjele sredstava i kapaciteta. No, postoji dilema u pogledu koordinacijskih tijela osnovanih s istom svrhom. Uporaba drukčijeg pristupa ili obrade određenog aspekta ovog problema stvara konfuziju i slabljenje odgovornosti odjela koji pridonose bremenu donošenja odluka, tako pridonoseći nedostacima i nedosljednostima planiranog odgovora. Glavni je cilj međuagencijskog planiranja i koordinacije poboljšati kompatibilnost, sinkronizaciju i koherentnost u zajednici.

Ključne riječi: biološke prijetnje, kemijske prijetnje, ekološke prijetnje, mjere i mehanizmi upravljanja rizikom, komunikacijske procedure, sustav upravljanja incidentom

1. Introduction

In this paper is made an attempt to compile and compare national legislation resolutions and decisions adopted at the level of government in order to ensure prevention of CBRN threats and environmental threats. Although to much attention is given along with labor to established working groups, the real picture is that in the Republic of Macedonia exist several working groups and bodies, working in the same and similar issues, some temporary and some are established for long-term action. Those same ones are in confrontation because they have inadequate competence or they have impose liability.

The main goal of this research is to prove the hypothesis that the existence of a single coordinating body for CBRN is necessary and environmental threats because it depends on the complexity of the issue, with long mandate, which will have a role in harmonizing the national legislation with the EU law (in RM this does not work this way) and inter-ministerial coordination, then proposing solutions in case of danger of this kind of threats. Members of the body that are not political figures, they are experts in their field. The mandate can be extended in developing strategies and plans of action for prevention and risk assessment of the aforementioned threats.

The mandate is to be assigned and delivered by the government with clear tasks and obligations. For this

purpose it is necessary to define all the steps and establish the concept of the body to have a quality surface. This hypothesis will be confirmed by a number of indicators as part of legislation and government decisions and adopt plans to manage the risks of its kind.

2. CBRN threats and environmental threats

2.1 Definitions

Not long ago, CBRN threats and incidents were considered as military threats, defined as a weapon of mass destruction. Past testifies to their use even among the ancient Greeks, and certainly in the first and second World War. Battlefields toxins as chemical toxins (nervous, respiratory, irritants and blood), living organisms that emit toxins in the body, anthrax such as biological weapon and nuclear bombs which destroyed the living mass military force and civilian population. The consequences were catastrophic for mankind, and some are felt to this day.

CBRN weapons started in Europe – WWI. German army releases 180 tonnes of liquid chlorine into a breeze that would carry a cloud of asphyxiating vapour towards enemy lines: as many as 15,000 French, Algerian and Canadian soldiers were casualties and one-third of them died.

Today these threats are increasingly associated with everyday life and their definition covers the military, but many more non-military threats that are found in the environment, mostly due to human negligence or technological processes and technologies, known as “dirty technologies”, mutations of microorganisms, other consequences of natural disasters and other accidents, contaminated food of plant and animal origin and substances used for their protection, misuse of chemicals or sources of ionizing radiation.

This kind of approach, points that CBRN threats associated with industrial accidents, accidents in the transport of dangerous substances, the explosion of materials that are used in everyday life, fires, epidemics and pandemics, waste and environmental impact, pollution of soil, water and air, diseases of plants and animals or disappearance of some species, especially endemic species, manipulation with sources of ionizing radiation for various purposes. On the other hand here will mention terrorism as a threat when using CBRN substances to disable or destroy the life force or the environment.

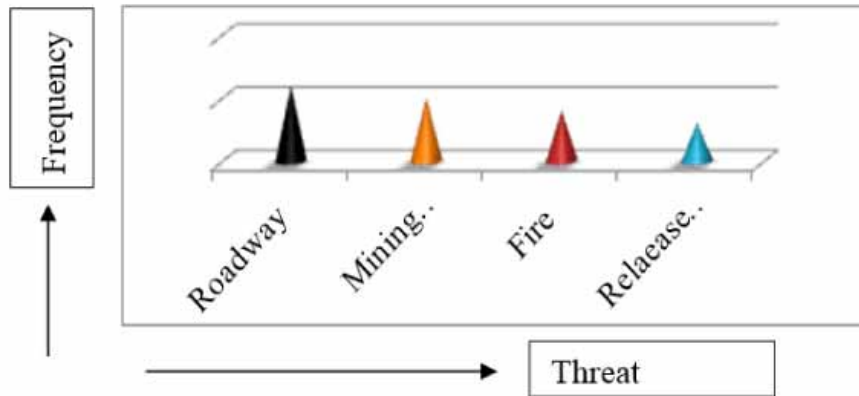
The definition of these terms on the national legislation is acquisitions of contemporary international and European practice, but threats are defined in terms of accidents and SOP (standard operational procedures) as internal regulations adopted in the Protection and Rescue Directorate, and they state:

- **Chemical Accidents**, The release of hazardous substances that cause fires, explosions, and spill or release toxic substances that can cause illness, injury, disability or death to people, animals and plants, the environment, as well as threaten material goods and cultural Heritage in danger when conditions exceed the available resources of the relevant institutions and services.
- **Biological accidents**, process or phenomenon of organic origin that includes exposure to pathogens (bacteria, fungi, parasites, etc.), viruses, toxins and bioactive substances that cause diseases, injuries or death to people, animals and plants, as well as threats to the environment, material goods and cultural heritage at a time when the danger exceeds the available resources of the relevant institutions and services.
- **Threats to the environment** are not defined by one definition, because of their complexity that they cover, pollution of air, soil, and water (groundwater, drinking water, water in natural and artificial reservoirs) deforestation, hazardous waste, climate change and etc. In national law, they are treated by the Ministry of Environment and Spatial Planning in specific sectors.

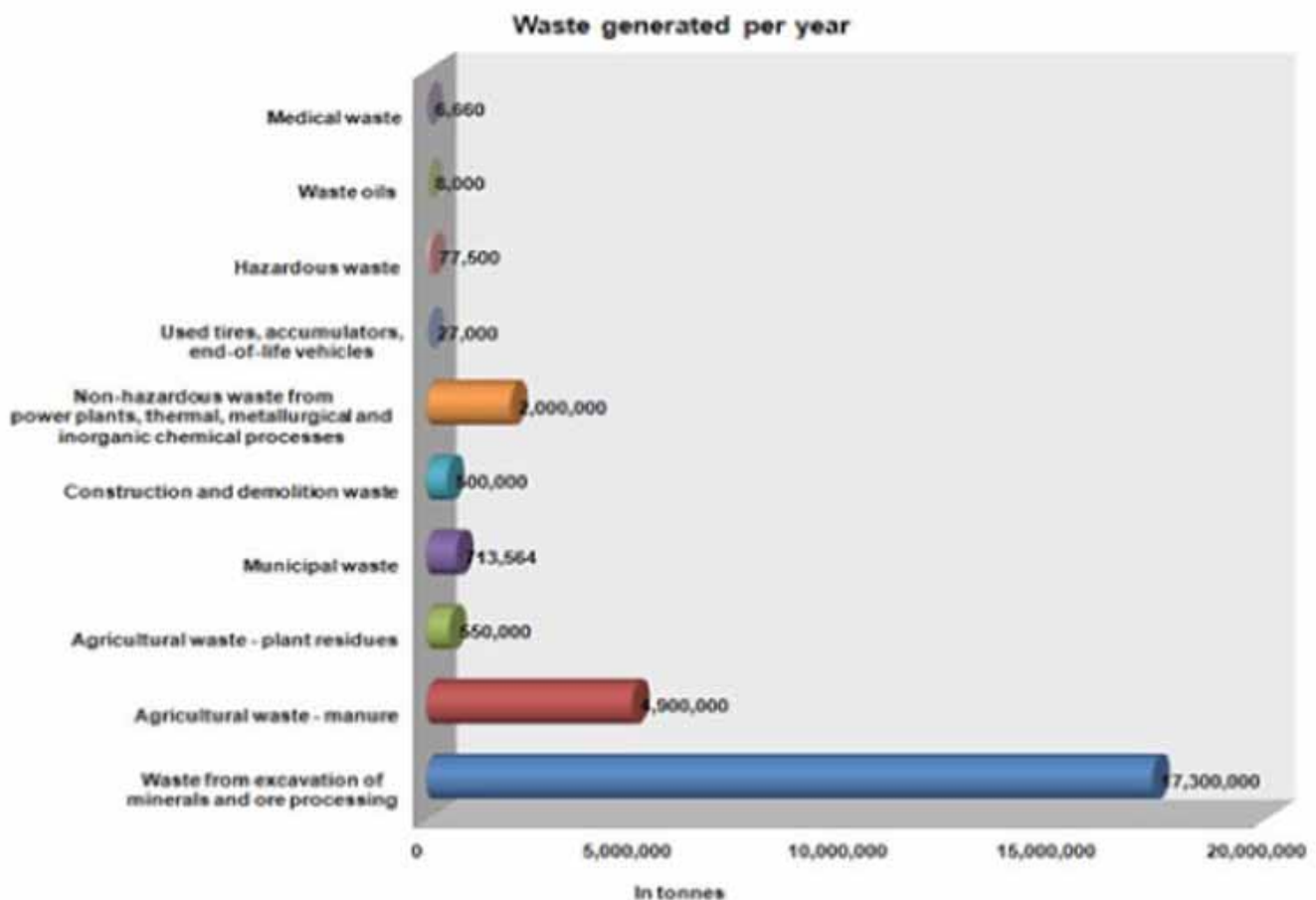
2.2. Current situation in RM

Republic of Macedonia, which is a relatively poor country, still use old technologies for industry production. Recent years, It have made great efforts to modernize and attract foreign investment at newer technologies. But there remains a problem with pollution, waste and illegal landfills, using wells with suspicious quality of drinking water, industrial waste disposal on the surface of the ground or flows in rivers and natural lakes and reservoirs. Emissions of greenhouse gases increased by the use of older vehicles.

In the diagram below it shows the data of common possibility of threats. It is dependences of the frequency and the type of threat. This data are processed of Sector for planning, organizing and implementing measures for protection and rescue in PRD (Protection and Rescue Directorate).

diagram 1: possibility of threats

As it can see in RM, the waste industry and the extraction of minerals from mines and agriculture is the main problem. This is shown in the diagram below.

diagram 2: generated waste per year

It should be said that the state takes concrete steps toward reducing pollution from vehicles by highly raised technical homologation criteria for import of used vehicles.

On the other hand, little or nothing has been taken in the direction of treatment for the communal waste landfills that are use of public enterprises, and landfills are the most important source of pollution of groundwater and source of diseases and they are extremely great potential hazard of methane explosion trapped in the deep layers of waste. In Republic of Macedonia there is not landfill for hazardous and industrial waste. The state does not encourage by any public utility primary selection of municipal waste, and there are not any massive campaigns of animation and educating the population in that direction.

From the third side of problem that is inspection of the Ministry of Environment and Physical Planning, due to control of business stakeholders, it has been required and imposed extremely high criteria, and often a higher sanction. It mean: "The state had not cleared his backyard but watch and talks about the neighbors".

Another example of serious negligence and insufficient engagement of state institutions is the fact that none

of the Ministries of: economy, agriculture, environment, in no way limit the import and use any type of artificial fertilizers for agriculture which itself will mean stimulating farmers to use organic fertilizers in the same time will mean good solution for food and farming industries.

Should be added the danger that such fertilizers are used for making explosive charge devices with explosive materials used for terrorist attacks around the world, which is one of the key reasons that are banned for production and trade in most of the EU countries.

Despite the growing control of food production, it appears infectious diseases caused by salmonella, listeria, Escherichia coli. Recent years in Republic of Macedonia had epidemic of avian and swine flu which took their victims, confirmed by the relevant ministries.

2009, in the Republic of Macedonia have been appeared bird flu, and the 2012 swine flu. It is respiratory disease of birds (caused by type A influenza virus) and pigs (caused by a new subtype of influenza virus A (H1N1)), which in contact with animals can pass to humans. Therefore, in the 2009 year were implemented activities for preparation of response plans for pandemic influenza, by all state bodies of administration on national and local level and by other critical infrastructure. The PRD has also been developed and adopted a plan of pandemic influenza. December 2012, have been diagnosed first cases of swine flu, confirmed by Institute of Public Health and accredited reference laboratories that are used by the institute. Each year it is evident a large number of patients and the seasonal flu, depending on the age of the patient and any chronic diseases, recovery takes a very long time. Therefore Ministry of Health in Republic of Macedonia, brought the proper guidance for practicing evidence-based medicine in influenza in 2012.

Protection and Rescue Directorate has been prepared and adopted special regulations, ordinances and SOPs (standard operational procedures), by implementing the measures and activities for protection and rescue, listed at the end of the paper used as sources for the preparing of this material.

3. Risk management measures and mechanisms

In order to increase the effectiveness of preventive actions and measures it is necessary successfully managing the risks of these threats, the establishment of organizational structure and mechanisms for their implementation. One of the mechanisms which are used are adopted a series of declarations, charters, ratification of conventions, implementation of directives in order to define and standardize the measures and procedures. This approach is used to come closer to international and European Law, and way to use the same language in this issue, certainly do not think the language of communication. Another type of mechanism are forming an intersectional working groups and bodies for implementation, monitoring, evaluation of taken measures.

The risk of delegation of jurisdictions from foreign experts or government decisions, the vertical one-way direction, created a base for chaotic or not always effective solutions. At that way it lost pairing of the feedback. In this context we will lead to some obligations, which Macedonia assumed to harmonize with the implementation of the objectives of international community related to health and well-being of people and the environment.

Republic of Macedonia and the European Union adopted a joint declaration on non-proliferation of weapons of mass destruction (II Cooperation Council RM-EU, Brussels, 18.07.2005). On 17.01.2006 ratified the Convention on Nuclear Safety is officially notified to MAAE for starting the work of the Directorate for Radiation Safety.

Republic of Macedonia, in January 2006 delivered a report to the Committee established by resolution 1540 the UNSC non-proliferation of weapons of mass destruction activities in this field. Parliament on May 31, 2006 adopted the Law of prohibition of development, production, stockpiling and use of chemical weapons aimed at the implementation of the UN Convention. According to Article 5 of the Law, the Government established the Commission on the implementation of the UN Convention. At November 2006 it was ratified Protocol IV "The Chemical Weapons Convention remains one of the principal instruments in the field of disarmament and non-proliferation of weapons of mass destruction" and an important part of the mechanism for maintaining international security and stability.

Freeing the world from chemical weapons is the best safeguard against their use for hostile purposes."

Apart of this, that Commission or intersectional body, Government of RM on 16.06.2012 was formed coordinating body for prevention, risk reduction and protection from chemical, biological, radioactive and nuclear wea-

pons and materials. Competency of this body is to coordinate the competent authorities involved in this area, monitoring and coordination of the processes arising from the area, ensuring consistency in national policies in this field, following the implementation of the project and other relevant activities within the initiative to form Centers of Excellence, proposing and initiating projects that would finance other international policies in this area and providing expert assistance of the implementation of national policies. The chairman of this body is Head of Sector of Political multilateral relations in the Ministry of Foreign Affairs. From all listed activities, these two to three years, the body worked exclusively only on the implementation of projects by Center of excellence of EU and proposing new projects in this area according to the needs of the institutions.

The same body is responsible for the preparation of "National Action Plan of the Republic of Macedonia for the implementation of Resolution 1540 by the Security Council of the United Nations for the period 2014-2017 year adopted 22.01.2014. In the composition of the body except representatives of the different ministries includes the National Committee for the Implementation of the Convention on the Prohibition of the Development, Production, Stockpiling and use per se of chemical weapons by the Ministry of Health and the National Commission for the export of goods and technology with dual purpose in Ministry of economy.

On the other hand, since 2008 was established the National Commission for Integrated Border Management at the National Coordinating Center (fictitiously under MOI), for border management, as a coordinating body of the Government, which aims at efficient coordination of exchange data and information and enhanced border management. National Commission for Integrated Border Management was formed as an auxiliary and advisory body to the Government, with jurisdiction over the measures and activities for establishing a system of integrated border management in order to.

- proposes to the Government measures and activities related to the development and improvement of the system of integrated border management;
- implementing the National Strategy of Integrated Border Management and the National Action Plan for Integrated Border Management;
- promote cooperation, exchange of data and information, and coordination between government bodies and agencies responsible for border management;
- monitor the situation of human resources in government bodies and agencies responsible for border management, which are related to their responsibilities for border management;
- give an opinion on the annual report of the National Coordination Center for Border Management;
- realize an international cooperation related with activities for integrated border management and
- give other proposals and suggestions to the Government of the importance of integrated border management.

Under the two-year cooperation agreement between the Ministry of Health and the World Health Organization for the period 2014 - 2015 for the implementation of the International Health Regulations (2005) in R. Macedonia was formed Commission to implement the IHR (2005) by the Ministry of Health and the Government of the Republic of Macedonia as inter-ministerial working group for its implementation. The purpose and scope of this regulation is to prevent, protect, control and provide a public health response to the international spread of diseases in ways that are commensurate with and restricted to public health risks and by that avoids unnecessary impact on international traffic and trade. According to the UN Charter and the principles of international law, the sovereign right to adopt and apply legislation in accordance with their health policies.

In terms of the broad definition of the terms "disease", "event" and "risk of public health", the scope of the IHR is much more than just the specific infectious diseases and includes a number of public health risks that may cause international concern for public health which are of biological, chemical or radiological and nuclear origin or source, that is potentially transmissible to people, animals, food, products; vectors, environment (radiological and nuclear releases, chemical spills or other contamination).

This definition has the effect of creating an obligation on Member States to inform the World Health Organization for any unusual event of public health significance, regardless of the cause and source - biological agents, chemical and radiological hazards. This obligation under the Law on Public Health in the Republic of Macedonia

has the Institute of Public Health.

The following laws are in close correlation with the IHR.

- Act of Public Health
- Act of protect the population from infectious diseases
- Act of Chemicals
- Act of Environment
- Act of Protection against Ionizing Radiation and Radiation Safety
- Act of Food Safety
- Act of Food Safety and Animals
- Act of Veterinary Health
- Act for Crisis Management
- Act of Protection and Rescue
- Act of transport of dangerous goods by road and rail traffic
- Act of Aviation
- Act of Inland Waterways
- Act of Customs Administration

Ministry of Environment and Spatial Planning was transposed Directive (IPPC 96/61) Integrated Prevention and Control of Pollution IPPC 96/61 EU, on the EU Council and by the September 24, 1996 year. it is a cornerstone of the common policy of the EU in the field of environmental protection from large industrial polluters.

Sector of industrial pollution and risk management consists of the following units: Integrated Prevention and Pollution Control, Department of Chemicals and Industrial Accidents and Department of Risk Management and atmosphere. Convention on Transboundary effects of industrial accidents (crashes) : Industrial accidents can have severe consequences on human health and the environment, including in other affected countries. The accidents in Schweizerhalle, Switzerland, and Baia Mare, Romania, have brought this message home. The Convention on the Transboundary Effects of Industrial Accidents helps Parties to prevent industrial accidents that can have transboundary effects and to prepare for, and respond to, accidents if they occur. It was ratified at 2011.

Since 2012 was signed decision by the Minister and was formed Commission for implementation this Convention and PRD participate in the preparation of the annual report of implementation of the UNECE Convention on the Transboundary effects of industrial accidents.

With the Gaverment Decision no. 13.1-12542 of 24/02/2015. by MOI was established interministerial working group. Chairman is a Assistant of the Director in the Sector of MOI with general and special competence in The Public Security Bureau in the Ministry of Interior to coordinate activities in Cooperation between the Ministry of Interior and the International Atomic Energy Agency, including the implementation of combined national workshop to develop effective and sustainable radiation detection and response capacities for border and integrated support center for nuclear safety. For now on this workshop was developed a draft plan for nuclear safety. Although 2011 was prepared and adopted by the Government, Plan for protection the population in case of a radiation emergency event in the country by the Directorate of Radiation Safety, and developed and prepraed with intersectoral collaboration . Athpugh in Directorate of Radiation Safety was formed a Commission for radiation safety, as an advisory body for specific issues of protection against ionizing radiation and radiation safety, which includes relevant line ministries.

Although there are certainly other commissions or coordinating bodies for climate change, for updating the plan for emergency and crisis situation by Ministry of Health, etc. Protection and Rescue Directorate is a member of these commissions, although the only institution that unites CBRN threats and environmental assessment only in the documents Hazard Assessment of natural and other disasters and the National Plan for the protection and rescue of natural disasters and other calamities, edited by bylaws and methodologies for their construction . Taking account legal responsibilities and participation of all relevant stakeholders in the system for protection and rescue it is not necessary to form another body or Commission, because all of them are in the system.

However PRD although is a governmental body, it is not in the range of ministries, it is not participate in decision making in government and budget distribution and is not always respected in passing new legislation or forming committees, which affected its jurisdiction.

Members of the commissions are almost same people dealing with this issue, but all commissions have seemingly different or same duties that are commonly politically dictated and depend on the authority of the ministry or the impact of the political functioning person who lead the Ministry. Much of the budget is belongs to Mol and MoD, which are relatively robust ministries, with many employees and with some sophisticated equipment which is not available in smaller event of its kind. Frequent occurrence of overlapping responsibilities, response equipment etc., and the absence of training and equipment of institutions that are commonly held accountable.

4. Communication procedure and Incident Management System

In Republic of Macedonia on national level, exist SOP for each kind of disaster about communication with other stockholders which has a preventive character or activities during an event. SOP was adopted as internal documents related with law and regulation that govern appropriate issues. On the other side, during declared crisis situation, was adopted communication SOPs with stockholders by the Government Decision that are the responsibility of the CMC (Crises management center). Similar procedures that impose a dilemma whether in case of crisis PRD „ SOP's shall not be used, or why they are intended for prevention for advice from the experts in the subject line ministry, the preparedness before the occurrence of an accident if you can forecast the situation and certainly, operational during and after the event.

Republic of Macedonia is not legally regulated Incident Management System (IMS). In the case of an accident of smaller-scale has not been established structure to charge the incident, especially when involving first response teams. Police placed in the role of regulating and limiting security of hot zone, i.e. making cordon while against fire units, usually they are first on the scene to deal with fires in the open space and urban environment. If it is a different type of incident, often firefighters are again onsite, but because they are not good trained and directed, for example as in decontamination explosion where involving dangerous substances and taking themselves out of the charging with situation, ie incident.

There is not commander of the incident, so it has the impression of uncoordinated action. Police have never been involved in decontamination, testing and identifying unknown substance. We have example where police was at the border crossing at Blace despite Mol has the teams and units trained for this purpose and a laboratory for identification of unknown substances, they are not solve the problem, because they had not ordered for suspicion of crime. So they are limiting the enforcement security and public order. Police has a sophisticate equipment, but not included in activities that endanger civilians, often it makes army in RM. This is confirm at the field exercises were held in Macedonia and obvious flaw is the lack of IMS, and lack of coordination of the teams in the field.

Conclusion

We noticed the evidence and conducted several coordinating bodies, committees and etc. more or less similar obligations, we conclude that all of them functioning in field of CBRN protection and environmental protection, primarily to protect the people and their welfare. But their obligation down to create written documents more or less overlapping responsibilities, strategies, plans, action plans, reports, etc. protocols. Also the implementation of projects that have more educational and less practical value and application in the region. RM has received very little equipment for this purpose, and no any specific training for a longer period.

These bodies do not resort to resolve the impasse over new legislation, which is crucial for the efficiency of the management of risks and disasters. It was found that almost they are same people, experts and members and sometimes it is not possible same people to written all these documents and make on time, because they are same persons. They are can not to make a decisions of impose new ideas or concepts that already have an established practice in many countries in the region. On the other hand there is a blind implementation of European or international documents, directives etc. without harmonization of national law, causing destruction of the already well-established norms and standards that have shown strong results, from before long period.

Interest fact is when it discuss to chemicals, obligations in different segments of the system for the management of chemicals are divided among several ministries / agencies that remains overlapping for certain activities and requires the creation and maintenance of mechanisms for continuous coordination and reporting (Ministry of environment and spatial planning, Beroux of Drugs, CMC, PRD).

Finally in mutual discussions, it was concluded that the only right solution is the existence of a single body or commission to follow the condition in this area, with the long term, with experts each of it`s field (stakeholders almost are identified). This committee will has authoritative that will propose solutions both for prevention and preparedness and operational of course. Also, it will clarify and known which are needs and capabilities of each ministry, which are bottlenecks and where it must be the strengthening of capacities and resources. The sole purpose is not to create parallels systems, duplication of resources, unnecessarily burden of responsibilities, and when it response is hear or reaction, not to be put in a position that no one is ready or not of its obligation.

The Commission may impose obligation of each ministry to be actively involved in the risk assessment of their competence to design a unique response plan by before prepared scenarios to avoid the situation of having many plans for action (as in currently we have this situation), but that will be applied in a real situation will be difficult to decide that a minor for outside experts (foreign experts) obligation is fulfilled but that document is unuseful.

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INTER-AGENCY APPROACH IN THE REPUBLIC OF MACEDONIA AS PREVENTION AGAINST CBRN AND ENVIRONMENTAL THREATS, A POSSIBILITY OR A PRIORITY?

Abstract

Inter-agency cooperation is more common in theory, rather than in practice. Friction, rivalries and the competition for resources are a fundamental part of the planning process. Response requires cooperation between different people from different organizations. Bureaucracy will always exist in the sector of safety and security in many states, and its existence creates certain difficulties for the establishment of a response structure before or during major events. People who are working together, but come from different sectors, build better working relationships, as well as mutual trust. They likewise exchange knowledge between each other. In an effort for the more effective prevention of the effects of CBRN and environmental threats that affect public health in the Republic of Macedonia, as well as a form of deterring unwanted aftermaths, governmental bodies have become aware of the need for greater cooperation in inter-agency relationships. An inclusion of different sectors is the key of the synergy of capacity and resource allocation. However, there is a dilemma regarding the coordinating bodies established for the same purpose. Using a different approach or treatment for an aspect of this issue creates confusion and dilution of the responsibility of the departments that contribute to the burden of decision-making, thus contributing to the shortcomings and inconsistencies of the planned response. The main aim of inter-agency planning and coordination is to improve compatibility, synchronization and coherency in the community.

Key words: biological threat, chemical threat, environmental threat, risk management measures and mechanisms, communication procedures, Incident Management system

