COMPARATIVE ANALYSIS ON SYSTEM FOR CRISIS MANAGEMENT OF REPUBLIC OF NORTH MACEDONIA WITH CRISIS MANAGEMENT SYSTEM ON REPUBLIC OF CROATIA

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Abstract: With the establishment on the Center for Crisis Management (CCM) and Directorate for Protection and Rescue (DPR) in 2005 year the foundations of Macedonian crisis management system were established. Since then, CCM and DPR as expert institutions for crisis management system were declared for crisis situations and they have been faced with many challenges. The challenges and the way of their solution were basis for numerous reforms and upgrading of Macedonian crisis management system.

In this paper we made a comparative analysis on Macedonian with Croatian crisis management system. SWOT analyzes on these systems for crisis management have been carried out and comparison of results were obtained and performed through polygon strategy and graphs. The results from this comparative analysis can be used as a basis for reforming, upgrading and improving efficiency and effectiveness of Macedonian crisis management system.

Key words: crisis situation, warning, prevention, operation, security

Introduction

Crisis situations which arised with natural disasters and other accidents, made a lot of consequences and great damage, suffering and human casualties. Governments around the world are undertaking a series measures for reducing consequences of these phenomena. One of the ways for preventive action and dealing with consequences of the crisis is the creation of a compatible crisis management system as a part of National security system.   Republic   of North Macedonia continuously undertakes normative, organizational and institutional measures and activities for construction of modern and responsible system which will provide a high level of security for the citizens and protection of material and other values in the country. In Republic of North Macedonia in 2005 year a crisis management system was established which main tasks were: prevention, early warning and dealing with all risks and dangers. The special tasks of this system is providing a constant level of consultation and coordination between all competent entities, decision making on highest level, constant assessment of risks and dangers, timely reaction, efficient and appropriate utilization of available capabilities and resources. The main challenge of Macedonian crisis management system is the way of dealing with contemporary challenges and capacity for further development and improvements. Through a comparative analysis on the experiences and functioning of Macedonian with Croatian crisis management system, an appropriate model could be found to improve its functioning, efficiency and effectiveness.
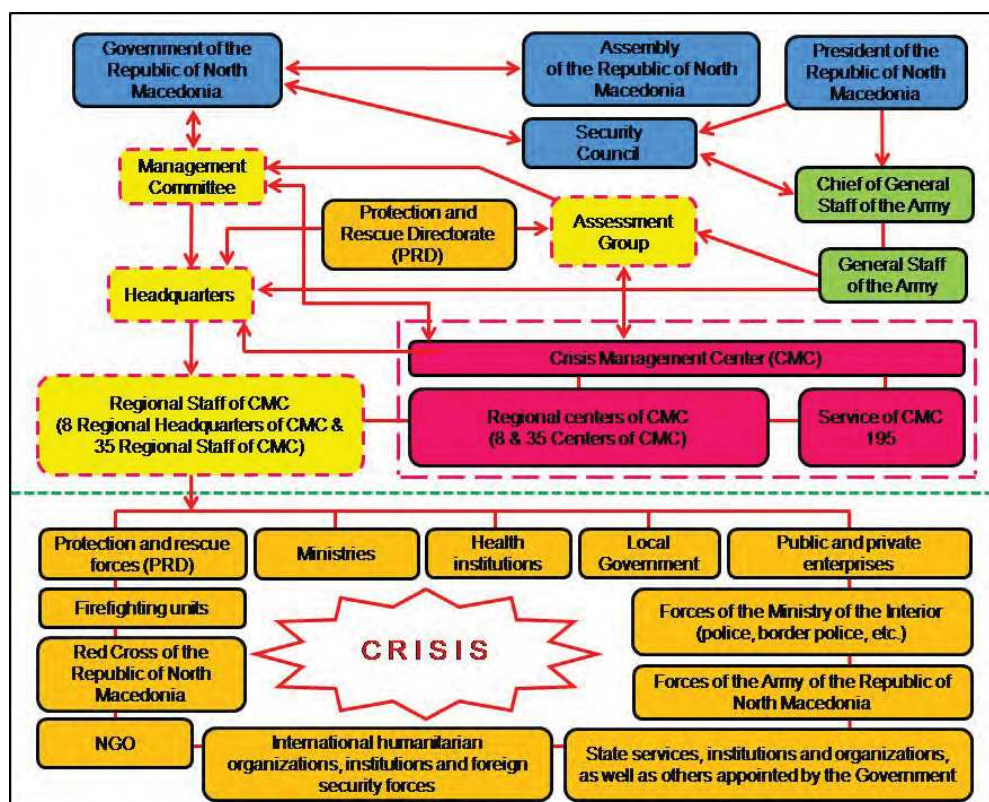
Scheme 1. Organizational structure of Macedonian crisis management system

1. Organizational structure on Republic of North Macedonia crisis management system

Macedonian crisis management system has a complex organizational structure composed of many participants (competent entities). It's responsible for undertaking measures and activities of all types (preventive and reactive) in different situations and conditions[86]. Successful functioning of crisis managment system implies development of efficient mechanisms for its control and management in conditions of impaired security situation in the country. For the smooth functioning of crisis management system in Republic of North Macedonia, proposing decisions and providing continuous consultations, coordination, timely reaction, efficiency and appropriate utilization of available resources in case of a crisis situation, as well as providing timely, quality and realistic assessment on the threats of the system for crisis management the following bodies are formed[87]: Management Committee (MC), Assessment Group (AG), Center for Crisis Management (CCM), Main Regional Crisis Management Centers (MRCMC), Regional Crisis Management Centers (RCMC), Main Headquarters of the CMC (MHCMC), Regional headquarters of the main regional CMCs and regional CMCs (RHMRCMC and RCMC)[88]. GRCUK and RCUK work uninterruptedly 24 hours 7 days a week. The duty offices in these

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[86] Петревски, В. и Куцуловски, В. (2010). Систем за управување со кризи – прирачник за граѓаните.Програма за развој на Обединетите Нации - УНДП, Скопје: книга, 14.
[87] See Scheme 1. Organizational structure and functioning of crisis management system on Republic of North Macedonia
[88] The Center for Management Crisis (CMC) has 8 main regional crisis management centers (GRCUK) and 35 regional crisis managemupent centers (RCUK).

centers are obtained on the characteristic toll-free number 195, which in the near future will be replaced with European emergency number E-112.

Management Committee

The Management Committee is the highest body of the Government which according National Act for Crisis managment has the entrusts for coordination and management on crisis management system. The Management Committee is composed of folowing ministers : internal affairs, health, transport and communications, defense, foreign affairs and the head of assessment group. In the work of Management Committee, legislator also foresaw the participation of a representative on the Parliamentary Committee for Defense and Security and a representative from President of the country. According to article 15 from the Law[89], a proposal for determining a crisis situation to Management Committee may be submitted by an official who manages a state administration body, member of Management Committee, head of the assessment group and Director of crisis management center. The Management Committee reviews the proposal and proposes to Government proclamation of a crisis situation in area affected with crisis situation. Accordingly to this, also provides a proposal for activating mechanisms for resolution in accordance with the Law on Crisis Management. Management Committee is headed by a person from its composition, appointed from Prime Minister.

Assessment Group

Assessment group is a body of the Government which performs constant assessment of risks and dangers for security on the state and proposes measures and activities for: prevention, early warning and dealing with crisis situation. Assessment Group in accordance with the Law for Crisis Management is consists of: Director of Public Security Bureau, Director of Security and Counterintelligence Directorate, Director of Intelligence Agency, directors and deputy directors from Center for Crisis Management and Directorate for Protection and Rescue, Deputy Chief of General Staff of the Army and Head of Security and Intelligence Service in the Ministry of Defense. Other representatives of state administration bodies, municipalities and City of Skopje and experts in defined area are invited to work with Evaluation Group. Assessment Group is managed with person from composition of Assessment Group, which is determined by President of Government.

Center for Crisis Management

The Law for Crisis Management in addition for regulating crisis management conditions, has a character of founding law. It's establishes an independent body of the state administration with position and function of a directorate, with a capacity of a legal entity called Center for Crisis Management (CCM), which is in charge of providing full organizational, administrative and professional support to the bodies and entities in the crisis management system.

Core competencies of CCM[90] are consist of:

- Ensuring continuity in inter-ministerial and international cooperation, consultations and coordination in crisis management;

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[89] Law for Crisis Management (Official Gazette on Republic of Macedonia No. 29/05, No.36/11, No.41/14, No.104/15 and No.39/16).
[90] http://www.cuk.gov.mk

- Drafting and updating a unified assessment of all risks and dangers for the security of the state;
- Proposing measures and activities for resolving the crisis situation;
- Performing other activities determined by law.

Headquarters

The Main Headquarters is established in the Center for Crisis Management, as an operational-expert body which manages activities for prevention and dealing with crisis situations. Headquarters are composed of representatives from the Management Committee. The members of the staff are Head of Emergency Medical Assistance in Skopje, Director of Directorate for Protection and Rescue, representatives from Army, Intelligence Agency and Directorate for Security of Classified Information. Headquarters are managed by Director of the Center.

Regional Headquarters

Regional centers are established in regional headquarters as operational-expert bodies headed by Head of Regional Center. The regional headquarters in the Regional Centers are comprised of representatives from regional units of ministries and other state administration bodies which participate in Management Committee, as well as one representative from municipalities and City of Skopje, whose areas are included in Regional Center. Regional headquarters are activated with decision of CCM Director. Each of aforementioned entities has legally defined competencies in crisis management system, which defines their place and role in the crisis management process[91].

2. Organizational structure and functioning of crisis management system on Republic of Croatia

Understanding and defining concepts of crisis and emergency in Republic of Croatia influenced not only with the way of organizing and establishing crisis management system, but also the overall process of formation and development of forces, assets and capacities in Republic of Croatia. Croatian experts in the field of: crisis management and security and defense, understood the concepts of crisis and emergency situations as synonymous. Namely, under crisis or emergency conditions, the Croatian theoretician Dr. Branimir Molak[92], implies *"all those phenomena that can greatly endanger the population (life and health), material goods and natural environment in conditions of war and peace".* The largest number of Croatian experts in the filed of crisis management, security and defense agree with the definition of Dr. Branimir Molak on the terms of crisis and emergency conditions.

European academic community defines the term crisis situation[93] as a phenomenon of threats and danger which could cause disruptions to the functioning of society and state[94]. In this case, threats

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[91] See Scheme1. Organizational and institutional setup of crisis management system on Republic of Macedonia and the Law on Crisis Management (Official Gazette on Republic of Macedonia No. 29/05, no.36/11, no.41/14, no.104/15 and No. 39/16).

[92] Molak,B.(2007).Što je to upravljanje u krizama. Ekonomija/Economics, Zagreb, Republika Hrvatska. 13 (2), 422.

[93] Boin, A., Ekengren, M. & Rhinard, M.. (2006, april). Functional Security and Crisis Management Capacity in the EU: Setting the Research Agenda. Leiden University Crisis Research Center, 11.-23.

[94] Porfiriev, B. (2005). Managing Crises in the EU: Some Reflections of a Non-EU Scholar. Journal of Contingencies and Crisis Management 13(4), 145-147.

includes hazards of security character, natural disasters and other accidents. The European academic community, European political circles define the crisis situation depending on the achievement of certain political or organizational interests and the degree of their willingness / unwillingness to take actions in certain situations[95].

Following the trends in development of security systems in the world in the twenty-first century and its own needs, Republic of Croatia has built its own crisis management system which, according to its organization and way of functioning is specific and therefore different from other crisis management systems. At the end of 2017, Republic of Croatia adopted a separate Law[96] which in some way completed the crisis management system (scheme 4). The crisis management system on Republic of Croatia is defined as an integral part of a wider system called National Security System (NSS).
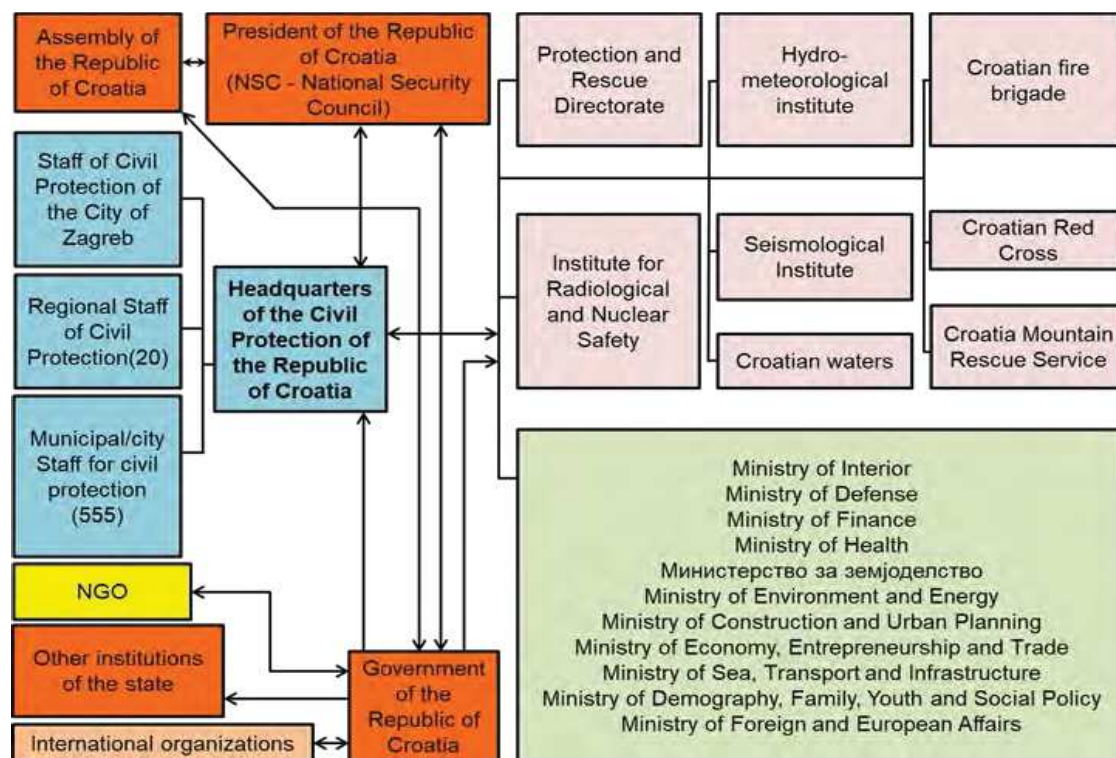
Scheme 2. Crisis Management System on Republic of Croatia

This system is different from other systems and doesn't have permanent institutions for crisis management, but on the other hand, certain ministries and state bodies on Republic of Croatia with appropriate legal and law regulations are in charge of monitoring, analyzing and assessing threats, risks and dangers in the country, for proposing and implementing preventive measures for dealing with the resulting consequences.

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95 Grupa autora. (2011). IV.međunarodna konferencija „Dani kriznog upravljanja". Veleučilište Velika Gorica, Republika Hrvatska: zbornik radova, 280.

96 Zakon o sustavu domovinske sigurnosti (Narodne novine br.108/2017).

The institutions which are basis of the crisis management system on Republic of Croatia are the following[97]:

- Civil Protection Headquarters (republic, county / regional, municipal / city);
- State Administration for Protection and Rescue;
- State Institute for Radiological and Nuclear Security;
- State Hydrometeorological Institute;
- Seismological service;
- Croatian waters institution;
- Croatian fire brigade;
- Croatian Red Cross;
- Croatia Mountain Rescue Service and
- 11 Ministries of the Government on Republic of Croatia[98].
- In addition of above mentioned state bodies and institutions in a wider sense, Croatian crisis management system consists of:
- Government on Republic of Croatia;
- National Security Council - NSC;
- President on Republic of Croatia;
- Parliament on Republic of Croatia;
- NGOs and
- International organizations[99].

Civil defense headquarters are formed on three levels: national, regional and local.

Civil defense headquarters at the national level

For management of crisis and emergency situations on a national level, Government on Republic of Croatia makes a decision to establish a temporary body called Headquarters, composed of representatives from certain ministries, institutions and organizations.

This headquarters was intended for managing crisis and emergency situations and until 2017 they were called as Headquarters for Protection and Rescue on Republic of Croatia. On 13-th April 2017 the Government on Republic of Croatia adopted a decision for dismissal (termination)[100] at the Headquarters for Protection and Rescue on Republic of Croatia on the same day at the same session, Government on Republic of Croatia adopted a new decision for establishing a new

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[97] Zakon o ustrojstvu i djelokrugu ministarstava i drugih središnjih tijela državne uprave (Narodne novine br.93/2016 i бр.104/2016) i Zakon o Vladi Republike Hrvatske, pročišćen tekst (Narodne novine br.150/2011, br.119/2014 i br.93/2016).
[98] See Scheme 2. Crisis Management System on Republic of Croatia
[99] Ibid
[100] Rješenje o razrješenju članova Stožera zaštite i spašavanja Republike Hrvatske (Narodne novine br.39/2017).

headquarters called Headquarters for Civil Protection on Republic of Croatia[101]. Civil Protection Headquarters on Republic of Croatia has 23 members, which are comprised from[102]:

- Chief of Staff - Director of State Administration for Protection and Rescue (DSAPR);
- Deputy Chief of Staff;
- 21 members of Headquarters from which three are representatives of State Administration for Protection and Rescue (SAPR) and one representative from: Ministry of Internal Affairs; Ministry of Defense; Ministry of Finance; Ministry of Health; Ministry of Agriculture; Ministry of Environment and Energy; Ministry of Construction and Physical Planning; Ministry of Economy, Entrepreneurship and Trade; Ministry of Sea, Transport and Infrastructure; Ministry of Demography, Family,Youth and Social Policy; Ministry of Foreign and European Affairs; State Institute for Radiological and Nuclear Security; Hydrometeorological Institute; Seismological Service on Republic of Croatia; Croatian waters institution; Croatian fire brigade; Croatian Red Cross and the Croatian Mountain Rescue Service.

Civil protection headquarters on a regional and local level

The units of regional and local government in Republic of Croatia, with prescribed competencies are responsible for undertaking measures and activities in the area of fire and civil protection on the territory of their local community[103]. In order to carry out functional tasks for which they are responsible, they are obliged to plan resources and undertake measures for developing their own fire fighting units for developing civil protection capabilities. The civil protection headquarters on the city of Zagreb, 20 counties which are regional units of local community and 555 municipalities and cities which are units of local community in Republic of Croatia are formed after the decision of their respective assemblies[104].

State Administration for Protection and Rescue (SAPR)

In order to perform the tasks which are prescribed with Laws, it has been established an organizational structure, central to the DMPR   headquarters located on the territories of the counties.

The DMPR in his organizational structure has the following organizational units (sectors, services and departments):

- Director and Deputy Director of the DMPR;

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[101] Rješenje o osnivanju Stožera civilne zaštite Republike Hrvatske te o imenovanju načelnika, zamjenika načelnika i članova Stožera (Narodne novine br.39/2017).
[102]Pravilnik o sastavu stožera, načinu rada te uvjetima za imenovanje načelnika, zamjenika načelnika i članova stožera civilne zaštite (Narodne novine br.37/2016i br.47/2016).
[103] Zakon o lokalnoj i područnoj (regionalnoj) samoupravi (Narodne novine br.33/2001, br.60/2001, br.129/2005, br.109/2007, br.125/2008, br.36/2009, br.150/2011, br.144/2012, br.19/2013, br.137/2015 i br.123/2017).
[104] The assemblies of local and regional self-government units are representative bodies of citizens with an odd number of members elected with elections which are different in number and influenced by the number of citizens which have the right to choose them. See: Zakon o lokalnoj i područnoj (regionalnoj) samoupravi (Narodne novine br.33/2001, br.60/2001, br.129/2005, br.109/2007, br.125/2008, br.36/2009, br.150/2011, br.144/2012, br.19/2013, br.137/2015 i br.123/2017).

- Cabinet of the Director of DMPR;
- Civil Protection Sector;
- Fire department;
- State information and communication system for protection and rescue;
- School for firefighting, protection and rescue;
- Department for General Affairs;
- Standing Service for Inspection;
- Standing Service for International Relations;
- Independent department for internal revision;
- 20 regional protection and rescue services located in: Bjelovar, Čakovec, Dubrovnik, Gospić, Karlovac, Koprivnica, Krapina, Osijek, Pazin, Požega, Rijeka, Žibenik, Sisak, Slavonski Brod, Split, Varazdin, Virovitica, Vukovar , Zadar and Zagreb[105]. The civil protection and fire department sectors as well as the national information and communication system for protection and rescue are operational parts of DMPR which are from particular importance for the overall crisis management system on Republic of Croatia. The System service 112 is a part of State Information and Communication System for Protection and Rescue (CSPR). It has its own organizational structure: Department for alarm system and reporting and Department for regulations, supervision and development of competences for protection and rescue system. System service 112 on Republic of Croatia carried out all expert and planning normative matters related for establishment and maintenance of alarm system and reporting, staffing and organization of centers 112, providing psychological support for the employees working in the centers 112, drafts of acts, coordination and implementation on expert supervision of operability of the Centers 112 and performs other tasks determined by the relevant laws. The relevant laws on Republic of Croatia define the tasks and responsibilities of all other institutions which are part of crisis management system on Republic of Croatia.

3. **SWOT analyzes of crisis management systems on Republic of North Macedonia and Republic of Croatia in part of organization and functioning**

The functional capability of the institutions for preventive action, as well as procedures for activating, alarming, managing and coordinating capacities for operative action in crisis management system on Republic of North Macedonia and Republic of Croatia could be perceived and determined through SWOT analysis. Evaluation of elements in SWOT analysis would be done with numerous values for intensities of impacts such as 0, 1, 2 and 3. Each numerical value represents an appropriate descriptive value for intensities of impacts which differ depending from whether they relate to the elements belonging to:

- S - STRENGTHS,
- W – WEAKNESSES,
- O - PPORTUNITIES and
- T – THREATS.

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[105] Uredba o unutarnjem ustrojstvu Državne uprave za zaštitu i spašavanje (Narodne novine br.43/2012)

Table 1. Numerical and descriptive values for impact intensities of assessing SWOT analysis

Numerical value	S - STRENGTHS	W – WEAKNESSES	O – OPPORTUNITIES	T – THREATS
3	BEST	WORST	EXCELLENT	BIGGEST
2	VERY GOOD	WORSE	VERY GOOD	BIGGER
1	GOOD	WEAK	GOOD	BIG
0	WITHOUT INFLUENCE	WITHOUT INFLUENCE	WITHOUT INFLUENCE	WITHOUT INFLUENCE

Functional capability of institutions for preventive action in crisis management systems

Elements of SWOT analysis on crisis management systems on Republic of North Macedonia and Republic of Croatia will be carried out:

(1) Specialized bodies and institutions on the state for preventive action in crisis management system;

(2) Organizational structure and composition of specialized state institutions and institutions for preventive action in the crisis management system;

(3) Participation in crisis management system on other state bodies and institutions for the purpose of preventive action;

(4) Participation in crisis management system of institutions and local self-government bodies for the purpose of preventive action;

(5) Continuous performance of certain assessments of risks, threats and dangers by experts in order to provide necessary information on the process of planning measures and activities for preventive action;

(6) Access to information wirh disposal on EU and NATO institutions and bodies necessary for the process of planning measures and activities for preventive action;

(7) Planning measures and activities for preventive action;

(8) Monitoring and managing the process for implementing planned measures and activities for preventive action;

(9) Budgeting and financing measures and activities for preventive action on a state and local level;

(10) Access to EU and NATO funding intended for undertaking measures and activities for preventive action;

(11) Legislative and documents for regulating preventive action in crisis management system.

Table 2. SWOT analysis of functional capability on the institutions for preventive action in crisis management system on Republic of North Macedonia

No.	Elements of SWOT analysis	Estimation on intensity of influence
	S - STRENGTHS	
1.	Specialized bodies and institutions on the state for preventive action in crisis management system.	3
2.	Organizational structure and composition on specialized state institutions and institutions for preventive action in crisis management system.	2
3.	Participation in crisis management system to other bodies and institutions on the state for preventive action.	2
4.	Continuous performance of certain: assessments, risks, threats and dangers by experts in order to provide necessary information on the process of planning measures and activities for preventive action.	3
5.	Planning measures and activities for preventive action.	1
	Average Assessment Impact	2,20
	W – WEAKNESSES	
1.	Monitoring and managing the process for implementation of planned measures and activities for preventive action.	2
2.	Access to information available in EU and NATO institutions and bodies needed for the process of planning measures and activities for preventive action.	3
3.	Access to EU and NATO funding intended for undertaking measures and activities for preventive action.	3
4.	Participating in crisis management system of institutions and local self-government bodies for preventive action.	2
	Average Assessment Impact	2,50
	O – OPPORTUNITIES	
1.	Legislative and documents for regulating preventive action in crisis management system.	3
	Average Assessment Impact	3,00
	T – THREATS	
1.	Budgeting and financing measures and activities for preventive action on a state and local level.	1
	Average Assessment Impact	1,00

Table 3. SWOT analysis of functional capability on the institutions for preventive action in crisis management system on Republic of Croatia

No.	Elements of SWOT analysis	Estimation on intensity of influence
	S - STRENGTHS	
1.	Participation in crisis management system to other state bodies and institutions for preventive action.	3
2.	Participating in crisis management system in the institutions and local self-government bodies for preventive action.	3
3.	Planning measures and activities for preventive action.	3
4.	Continuous performance of certain assessments of risks, threats and dangers by experts in order to provide necessary information on the process of planning measures and activities for preventive action.	2
	Average Assessment Impact	2,75
	W – WEAKNESSES	
1.	Monitoring and managing the process for implementation on planned measures and activities for preventive action.	1
	Average Assessment Impact	1,00
	O – OPPORTUNITIES	
1.	Specialized bodies and institutions on the state for preventive action in crisis management system.	2
2.	Organizational structure and composition of specialized state institutions and institutions for preventive action in the crisis management system.	2
3.	Access to information available in EU and NATO and bodies needed for the process of planning measures and activities for preventive action.	3
4.	Access in EU and NATO funding intended for undertaking measures and activities for preventive action.	3
5.	Laws and regulations governing for preventive action on the system for crisis management.	3
	Average Assessment Impact	2,6
	T – THREATS	
1.	Budgeting and financing measures and activities for preventive action on national and local level.	1
	Average Assessment Impact	1,00

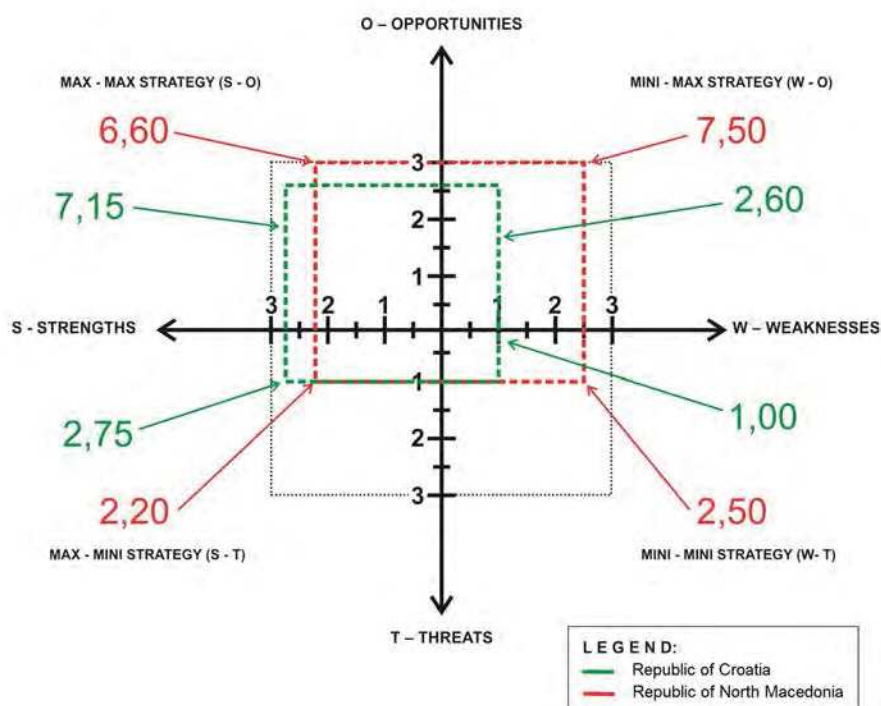| Product and average impact assessments of influences on the elements for SWOT analysis	Strengths X Opportunities	Strengths X Threats	Weaknesses X Opportunities	Weaknesses X Threats
Republic of Croatia	7,15	2,75	2,60	1,00
Republic of North Macedonia	6,60	2,20	7,50	2,50

Figure 1. Comparison of polygon strategies on SWOT analysis for functional capability of institutions for preventive action in crisis management systems on Republic of North Macedonia and Republic of Croatia
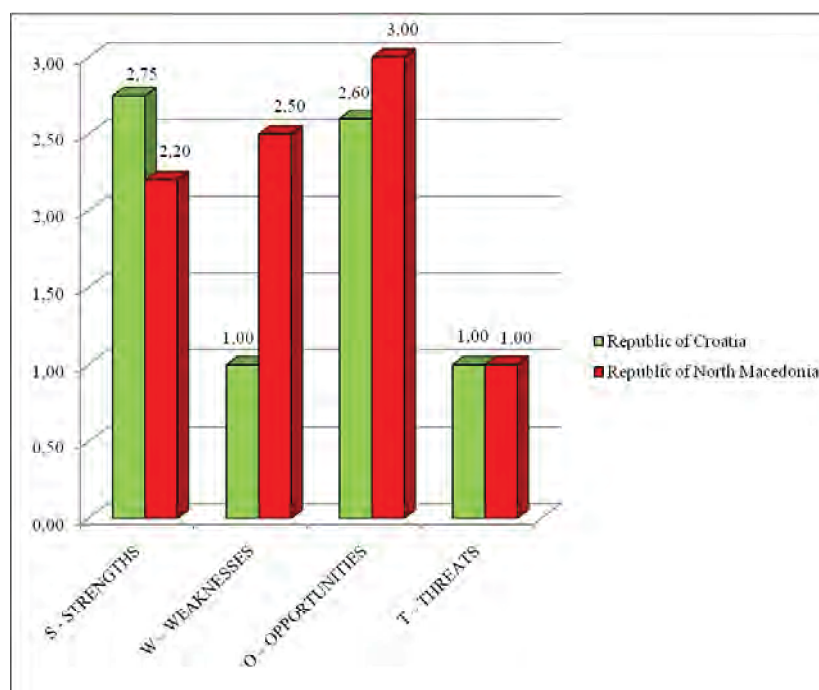
Figure 2. Comparison on intensity of impacts on SWOT analysis for the functional capacity of institutions for preventive action systems for crisis management in Republic of North Macedonia and Republic of Croatia

Procedures for activation, disturbance and management with operational capacities in crisis management systems on Republic of North Macedonia and Republic of Croatia

Elements according which SWOT analyzes of crisis management systems on Republic of North Macedonia and Republic of Croatia will be performed are the follows:

(1) Security Council (National Security Council) is the only body competent for proposing to Government a decision to declare a crisis situation;

(2) Certain expert institutions (bodies) of crisis management system are previously basis of performed analyzes and assessments and they propose to Government for adopting a decision on declaring a crisis situation;

(3) Government is competent for adopting a decision (decree or other act) for declaring a crisis situation for a certain period of time and for a particular region / location;

(4) Assembly is competent to decide on extension of duration on crisis situation in a particular region/ location;

(5) President of the State should make a decision (order or other act) for use of military in a crisis situation upon a request from Government or on the basis of a decision (proposal, request or other act) of Security Council;

(6) Government should decide on activation of certain bodies (Management Committees, headquarters, etc.) for managing and coordinating operational capacities;

(7) Government should adopt a decision on a national-level body (ministry, state body, etc.) for entrusting with management of overall proceses for dealing with crisis situation;

(8) Government assumes management of overall process for dealing with a crisis situation when is more intense and larger;

(9) The 112 service is operational and represent alarm for the operational facilities;

(10) The 112 Service is responsible for operation and monitoring situation in the country (risks, threats and dangers) and public informing;

(11) The disturbance of operational capacities is performed with submitting a decision (order or other act) for engagement performed by specialized institutions for crisis management system;

(12) Armed forces of military and police are commanded exclusively from their managerial or command staff;

(13) Specialized institutions of crisis management system should activate appropriate headquarters which have a task for coordinating activities of operational capacities;

(14) Government should establish national headquarters with appropriate act (decision);

(15) Government with decision establishes headquarters on a regional and local level;

(16) Executive bodies / regional bodies/ local self-government with an appropriate act (decision) formed appropriate headquarters;

(17) Executive bodies / regional bodies / local self-government should order activation of appropriate headquarters tasked with coordinating activities on operational facilities;

(18) Participation in crisis management system on other state bodies and institutions with operational facilities;

(19) With activating of operational capacities from other bodies and institutions of the state, they form their own crisis headquarters and representatives (previously determined by a decision, decision of Government or other institution) which participate in the work of their first superiors;

(20) Participating in crisis management system of institutions and local self-government bodies with operational facilities;

(21) Budgeting and financing procedures for: activating, alarming, managing and coordinating operational capacities of crisis management systems;

(22) Functioning of communications and communications systems;

(23) Laws and regulations for: activating, alarming, managing and coordinating operational capacities in crisis management system.

Table 3. SWOT analysis of procedures for: activation, alarm, management and coordination with operational capacities in crisis management systems on Republic of North Macedonia

No.	Elements of SWOT analysis	Estimation of influence intensity
	S -STRENGTHS	
1.	Government is competent to make a decision (decree or other act) for declaring a crisis situation for a certain period of time and for a particular region / location.	2
2.	Assembly is competent to decide on the extension for duration of crisis situation in a particular region / location.	2
3.	President of State should make a decision (order or other act) for use of military in a crisis situation with request of Government or on the basis of a decision (proposal, request or other act) of the National Security Council	2
4.	Government makes a decision for activation of certain bodies (Management Committees, headquarters, etc.) intended for managing and coordinating operational capacity.	2
5.	Government adopts a decision for determining a national-level body (ministry, state body, etc.) which entrusts with the management of overall process for dealing with crisis situation.	2
6.	The armed forces of military and police are commanded exclusively by their managerial and command personnel.	3
7.	Specialized institutions of crisis management system activate appropriate headquarters which have task of coordinating activities for operational capacities.	2
8.	Certain expert institutions (bodies) of crisis management system, based on previously performed analyzes and assessments, propose on Government to make a decision on declaring a crisis situation.	3
	Average Assessment Impact	2,25
	W – WEAKNESSES	
1.	The government assumes overall process of management for dealing with a crisis situation when is more intense and larger.	3
2.	Disturbance of operational capacities is carried out with submitting a decision (order or other act) with engagement of specialized institutions of crisis management system.	3
3.	Participation in crisis management system from other bodies and institutions of country with facilities for operational action.	2
4.	Participating in crisis management system of institutions and local self-government bodies with operational capacities.	2
	Average Assessment Impact	2,50

	O – OPPORTUNITIES	
1.	National Security Council unified authorized for propose of Government for a making decision for declaring crisis situation.	1
2.	Government establishes a national headquarters with an appropriate act (decision).	3
3.	Government with an appropriate act (decision) establishes headquarters on a regional / local level.	1
4.	Establishing executive bodies / regional bodies / local self-government with appropriate act (decision) from appropriate headquarters.	3
5.	Executive bodies / regional bodies / local self-government command activation of appropriate headquarters with coordinating activities of operational capacities.	3
6.	Service 112 is operational and responsible for monitoring the situation in country (risks, threats and dangers) and public information	3
7.	Service 112 is operational and through responsible for alarming facilities for operative action.	3
8.	With activation of capacities for operative action of other bodies and state institutions, they form their own crisis headquarters and representatives which previously are determined with decision of Government or other institution which participate in the work of their first superiors.	1
9.	Legislative and regulations for activation, disturbance, management and coordination with operational capacities in crisis management system.	3
	Average Assessment Impact	2,33
	T – THREATS	
1.	Functioning of communications and communications systems.	2
2.	Budgeting and financing procedures for activating, alarming, managing and coordinating of operational capacities in crisis management system.	2
	Average Assessment Impact	2,00

Table 4. SWOT analysis of procedures for: activation, alarm, management and coordination with operational capacities in crisis management systems on Republic of Croatia

No.	Elements of SWOT analysis	Estimation of influence intensity
	S -STRENGTHS	
1.	National Security Council is authorized body for proposing decision on Government for declaring a crisis situation.	1

2.	Government is competent for making a decision (decree or other act) for declaring a crisis situation for a certain period of time and for a particular region / location.	3
3.	Assembly is competent for deciding extension on duration of crisis situation in a particular region / location.	3
4.	President of State should make a decision (order or other act) for use of military in crisis situation with request of Government or on the basis of a decision (proposal, request or other act) from National Security Council.	3
5.	Government makes decision for activation of certain bodies (Management Committees, headquarters, etc.) for intending, managing and coordinating operational capacity.	3
6.	Service 112 is operational for monitoring situation in the country (risks, threats and dangers) and public information	3
7.	Service 112 is operational and responsible for alarming facilities for operative action.	3
8.	Government establishes a national headquarters with appropriate act (decision).	3
9.	Executive bodies / regional bodies / local self-government with appropriate act (decision) are forming appropriate headquarters.	3
10.	Executive bodies / regional bodies / local self-government and command activation of appropriate headquarters are responsible for coordinating activities of operational capacities.	3
11.	Military and police forces are commanded exclusively by their managerial and command personnel.	3
	Average Assessment Impact	2,81
	W – WEAKNESSES	
1.	Government assumes the management of overall process for dealing with crisis situation when is more intense and larger.	1
2.	Participation in crisis management system with other organs and institutions of the country with facilities for operational action.	1
3.	Participating in crisis management system from institutions of local self-government bodies with operational capacities.	1
4.	With activating capacities for operative action of other bodies and institutions of state, they form their own crisis headquarters and representatives (previously determined with decision of Government or other institution) participating in the work of their first superiors.	3
	Average Assessment Impact	1,5
	O – OPPORTUNITIES	
1.	Certain expert institutions (bodies) of crisis management system, based on previously performed analyzes and assessments, propose to Government to make a decision on declaring a crisis situation.	3

2.	Disturbance of operational capacities is done with submitting a decision (order or other act) for engagement of specialized institutions of crisis management system.	1
3.	Government with an appropriate act (decision), establishes headquarters on regional / local level.	1
4.	Government adopts decision for determination of national level body (ministry, state body, etc.) which entrusts with management of overall process for dealing with crisis situation.	1
5.	Specialized institutions of crisis management system for activating appropriate headquarters which have task for coordinating activities of operational capacities.	1
6.	Legislative and regulations for activation, disturbance, management and coordination with operational capacities in crisis management system.	3
	Average Assessment Impact	1,66
	T – THREATS	
1.	Functioning of communications and communications systems.	1
2.	Budgeting and financing procedures for: activating, alarming, managing and coordinating operational capacities in crisis management systems.	1
	Average Assessment Impact	1,00

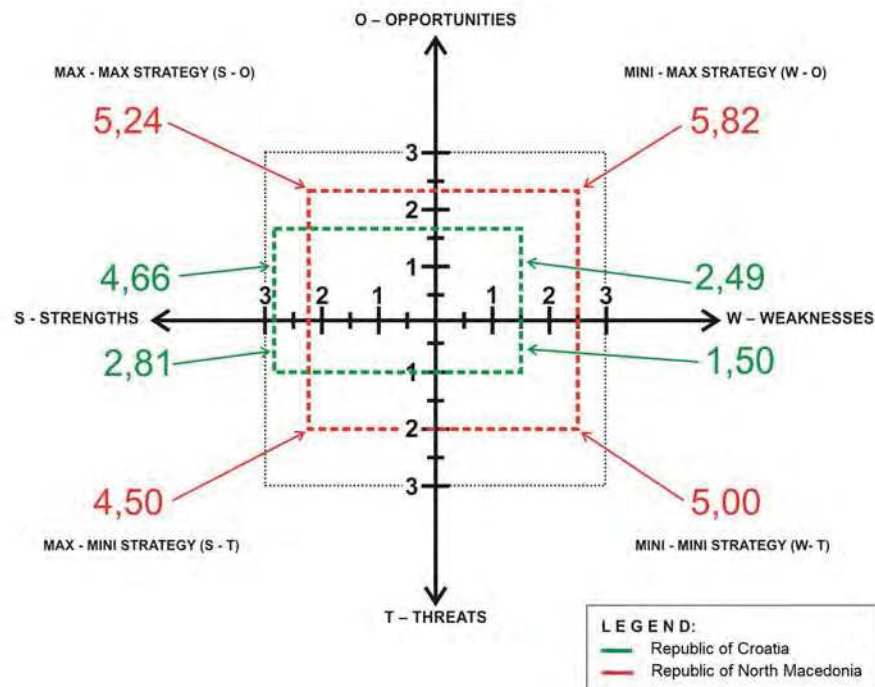| Product of average assessments impact of elements influence for SWOT analysis	Strengths X Opportunities	Strengths X Threats	Weaknesses X Opportunities	Weaknesses X Threats
Republic of Croatia	4,66	2,81	2,49	1,50
Republic of North Macedonia	5,24	4,50	5,82	5,00

Figure 3. Comparison on polygon strategies of SWOT analysis for procedures of: activation, alarm, management and coordination with operational capacities in crisis management systems on Republic of North Macedonia and Republic of Croatia
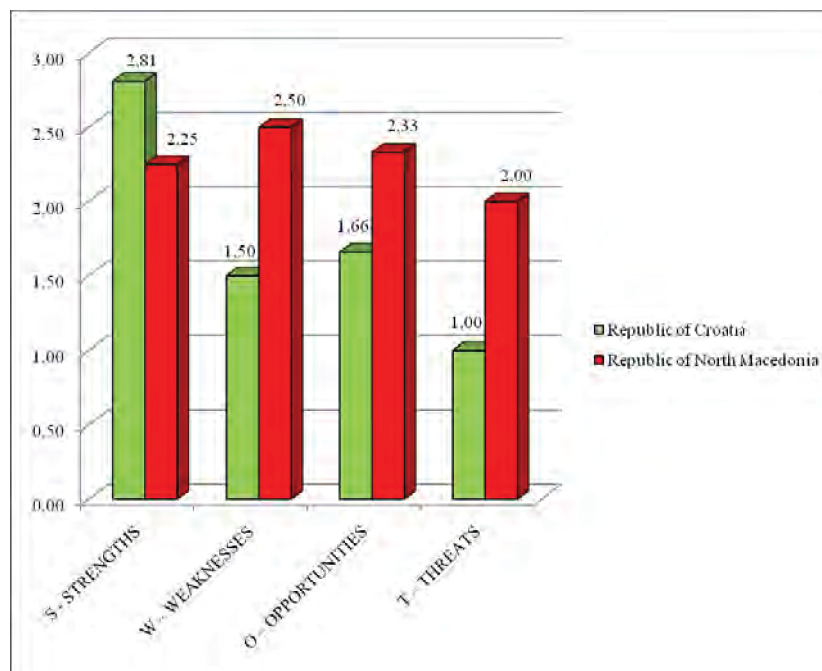

Figure 4. Comparison on intensities of impacts on SWOT analysis of procedures for: activation, alarm, management and coordination with operational capacities in crisis management systems on Republic of North Macedonia and Republic of Croatia

4. Comparative and SWOT analyzes results for crisis management systems on Republic of North Macedonia and Republic of Croatia and proposal measures for improvement of macedonian crisis management system

Crisis management system on Republic of Croatia is specific because doesn't have specialized institutions in charge of crisis management in his structure. On the other hand, this system is based on decentralization of tasks and obligations at all levels of state (republic, regional, local) with a clear hierarchy of managing capacities for operative action.

Functionality of crisis management system on Republic of Croatia is on a high level which could be seen from the results of SWOT analysis. When we comparing these results of SWOT analysis on crisis management systems on Republic of North Macedonia and Republic of Croatia, we can conclude that crisis management system on Republic of Croatia has better results in area of functional capability of institutions for preventive action and in area related to procedures for: activation, alarm, management and coordination with operational capacities.

Starting from forward stated conclusion based on results shown in the tables and graphs[106], crisis management system on Republic of North Macedonia in relation with crisis management system on Republic of Croatia could be improved if following measures would be taken:

(1) To change the Law on Security Council on Republic of North Macedonia which will regulate its tasks, competences and manner of functioning - similar to the Croatian model;

(2) Establishing a mechanism for centralized monitoring and management of the process for implementation of planned measures and activities for preventive action - different from Croatian model;

(3) Establishing cooperation and communication with institutions and bodies of EU and NATO responsible for crisis management in order for providing informations necessary for planning process and certain financial means necessary for taking measures and activities for preventive action - in accordance with current status of our country;

(4) Service 112 should be in operation with CCM for monitoring state (risks, threats and dangers) and public informing of citizens and through it for disturbing capacities for operational activities (all except ARM forces and police) - different from Croatian model;

(5) For activating the capacities for operative action of other bodies and institutions in Republic of North Macedonia, they should form their own crisis headquarters and they will participating in headquarters of CCM with their representatives (determined by their side) - according to the Croatian model;

(6) Reforming of Directorate for Protection and Rescue (DPR) with increasing the capacities for operative action and to reduce / abolish certain regional units (headquarters) of DPR - similar to Croatian model;

(7) Developing a stable system that will provide budgeting and financing of measures and activities for preventive action on a state and local level and procedures for: activating, alarming, managing and coordinating with operational capacities in crisis management systems - similar to Croatian model;

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[106] Tables from No.1 to 4 and Charts from No.1 to 4.

(8) Adopting appropriate Laws and regulations in order for more specific regulation of preventive action in crisis management system and for better regulation of procedures for: activating, alarming, managing and coordinating capacities for operative action in crisis management system on Republic of North Macedonia.

Conclusion

Macedonian crisis management system is a part of National security system on Republic of North Macedonia and therefore its composition and the way of functioning directly affects security situation in our country. The process of improving and functioning of Macedonian crisis management system from 2005 year till now has been implemented in complex conditions and parallel with his engagement in crisis situations which have been declared with: fires, floods, energy crisis and migrant crisis. The continuous engagement of CCM is evident and from this point of view we can conclude that Republic of North Macedonia 15 years ago had made right decision with establishing this expert institution responsible for crisis management.

Macedonian crisis management system, as well as all crisis management systems, has its own focus in two areas: prevention and coping with the consequences. Republic of North Macedonia has developed an authentic crisis management system in which the CCM has a central position. When we comparing Macedonian crisis management system with Croatian, there are differences in both areas of organizational funcionality and the way of the tasks they performed. Comparative analysis of Macedonian with Croatian crisis management system gives us data on advantages and disadvantages of their organizational structure and functioning which leads us to conclusion, where there is a need for undertaking measures for improvement of crisis management system on Republic of North Macedonia through appropriate changes in organizational structure. With increasing the efficiency of CCM the overall crisis management system will be improved in area of prevention and dealing with crisis conditions.

The further development of Macedonian crisis management system should relay on experience of NATO and EU member states, their own experiences and available resources (forces and appropriate actions for prevention and dealing with crisis situations).

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