

Faze bezbednosnog rizika u procesu donošenja odluka u Republici Bugarskoj

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Apstrakt: Bezbednost države i društva se analizira i posmatra kao najvažniji segment opstanka naroda i njihovih tvorevina, kao što su postojeći kapacitet, razvoj i kvalitet života. U tom smislu posebno je indikativno bezbednosno okruženje koje predstavlja "neizbežnu" temu istraživanja u različitim naukama. Pretnje su neposredni oblik ugrožavanja bezbednosti i mogu ugroziti postojanje i opstanak države. Pretnje treba shvatiti ozbiljno i realno ih definisati, i sa navedenim pristupom, Bugarska može da reši pretnje ili čak da preduzme mere za smanjenje štete koja se ne može u potpunosti sprečiti.

Ključne reči: rizici, bezbednost, moć, Bugarska;

Phases of the Security Risk in the Decision-Making Process in the Republic of Bulgaria

Abstract: Security of the state and society in general can be analyzed and observed as the most important and evolving segment for the survival of the people and their creations, such as reached capacity, development and quality of life. Security environment is particularly indicative as an "inevitable" subject of research in various sciences. The threats are real and can jeopardize the existence and survival of the state in short or long term perspective. Threats should be taken seriously and realistically defined, and with this approach, Bulgaria could resolve threats or even take measures to reduce the damage that cannot be entirely prevented.

Key words: risks, security, power, Bulgaria;

1. Introduction

Contemporary national and international political arenas are a kind of unstructured complexities, with many actors that are crucial for the process of policy formulation. Dispersion of state authority and activities of key stakeholders at different spatial levels are the most visible changes in a globalized world. The challenges that undermine the state as a sovereign territorial unit are economic, technological and demographic processes. A particular challenge is the change of identity that is happening in real time (Mijalkovski and Tomic, 2013). The growing interdependence of countries in the world and the pressures of globalization are pushing the nation-state from the bottom up, in addition to modern conditions that reveal a new identity and a nation-state is no longer the only option of loyalty and primary base identity. The results of globalization are new, non-spatial identities, which don't derive from the state nations (Friedman, 2000). Bulgaria takes threats seriously, taking a multidisciplinary approach to every security issue (Yordanov, 2013).

2. National security of Bulgaria - theory and practice

The functioning of national security of Bulgaria (*in further text NSB*) is based on norms and the theory which was later implemented in practice and can be seen from left to right norms - theory – practice. Implementation of any functions, preventive or reactive, should be considered in all phases of the normative, theoretical and practical, not only in the practical stage, because of potential lack of inadequate normative and theoretical

determination of preventive and reactive functions of NSB that could restrict its practical effectiveness in protecting national values (Yordanov, 2013). In optimal conditions, normative and theoretical determination of preventive and reactive functions of NSB, inconsistent recognition or inability of NSB to successfully apply to the jurisdiction and powers, will adequately protect national values.

Each country brings as many laws as necessary, and they can be grouped in the case of the NSB according to the structural elements. As much as it is normatively regulated by the functions of the NSB, it is not enough to provide the "total" and optimal engagement. Such versatility and comprehensiveness is possible to achieve high-quality theoretical "support", which is why it is often in circulation phrase - normative and theoretical arrangement of NSBs. Normative and theoretical determination of the functions NSBs assumed a valid answer to the questions: who should protect national values and how they should be protected? The theoretical determination of threatening activities give adequate significance to individuals as their holder, however, is principally focused on structured carriers, regardless of their social status - sovereign or non-sovereign. The Republic of Bulgaria has gone through a thorny path to the moment of the adoption of the current national security strategy (Yordanov, 2013). This policy is directly oriented towards the management of security risks. Bulgaria has not developed so far such a policy of national security in the sense of conscious idea, and targeted reduced risks remained in the shadow of a reactive situation. Government relies on the "natural flow of things," in the context of potential catastrophic events, social collapse and anarchy (Friedman, 2000). Modern national security policy must have conceptual basis in order to provide a framework for each specific strategy and its related policies. This concept has never been developed in Bulgaria, and has never been open to public debate. Depending on the holders of the dangers of threatening activities undertaken or their intentions, their carriers were sorted into two groups in those documents: the actual and potential, which in spatial terms can be inside and outside the country's borders. Bulgaria takes seriously security threats and defines them realistically as what they are.

It should be noted that the realization of the functions of NSB is its most important integral part. This is because it includes physical disabling of threat sources with the aim of causing malicious changes. Therefore, NSB practically functions consistently, creatively and effectively through competencies and powers, and its reliable evidence of such engagement is the state of national security in a given moment.

3. Republic Bulgaria and regional security

Bulgaria is a country in South Eastern Europe, it shares southern borders with Greece and Turkey, western borders with Serbia and Macedonia, and northern borders with Romania. Bulgaria is located on an important traffic route, which connects the valley of the river Marica with Central Europe, Asia and the Middle East. Threats in the case of Bulgaria cannot be from NATO member countries, because Bulgaria is a member of it itself, which automatically excludes Greece and Turkey, which could be the source of threat if they were not members of Alliance. The only subject of the dangers could be Serbia because it is the only country that is non-aligned. Countries of the region have common interest to confront security challenges, and those challenges have become regional problems and legitimate questions for NATO because NATO is dealing with any issue that a given country considers important for its safety. Member countries have security guarantees, as endangering the security of any of them was considered as a security issue for the entire Alliance. Bulgaria's accession to NATO was a key priority of the foreign policy of this country in the last decade of the 20th century. Active participation in the Partnership for Peace program contributed significantly to the readiness of the Bulgarian armed forces and facilities for NATO membership. This strategic objective is achieved on 29 March in 2004 (Barany, 2004).

The implementation of the related obligations arising from membership in NATO is a key element of the defense policy of the country. NATO remains a crucial guarantor of security of Bulgaria and streamlines the successful response to possible threats to the country. In return, Bulgaria is an active and predictable member of the Alliance and aims to contribute to the maximum its successful activities in various fields. Bulgarian contribution to NATO's activities has many aspects. Bulgaria is actively working to strengthen political dialogue, consultation and coordination within the Alliance; it is contributing to NATO operations and missions in crisis situations and the development of military capabilities. Bulgaria consistently promotes an open door policy of NATO, shares the opinion that the European and Euro-Atlantic perspectives are the most stable guarantee for the establishment of lasting security and prosperity. Deciding on the subject of security threat has characteristics of decision-making processes in complex organizational systems. Such systems operate on the basis of decisions taken by the person who is the head of a number of qualified people, and they all indicate different things - the team, the staff, committee and so on. Responsible people practice their voting rights by respecting certain technology decision-making, which includes the processing and use of information to achieve a particular objective. Every level of the organizational management system brings a new decision as an act of competent people defining

organizational units, arising from the decision of a higher assumed level, based on whose implementation they aim to achieve the set goal. Decision-making at any level of danger of the subject and the subject of security, irrespective of the manner of its adoption, must be meaningful, timely enforceable. The absence of supreme authority in the international community and the limited ability of supreme power in many countries of the modern world to ensure a harmonious internal political climate, among other things, have the effect that human collectives (national, non-governmental, transnational) individually create and undertake a variety of measures and activities in order to enhance their vital values and increase their security. The absence of response and increasing their security, results in the formation of numerous new and diverse challenges and threats to national security (Friedman, 2000).

The competent authorities and institutions of particular human collectivity, regardless of the strategy for defending and strengthening their own vital values, recorded current challenges and threats and, in accordance with their powers, decided on the manner of their treatment, in fact, knowingly exposing the dangers or overlooking the possible risk. The competent authorities in Bulgaria are the State Agency for National Security - SANS, the State Commission on Information Security - SCIS as one of the most important factors on which security of Bulgaria is based, accompanied by the navy, air force, army and other security services, whose main task is the preservation of order in the state of Bulgaria. Bulgaria is an advocate of cooperation - including military cooperation - between NATO and Russia, seeing it as the basic element of security in the Euro-Atlantic region. Such cooperation should include political dialogue and practical cooperation based on mutual benefits. According to the Bulgarian government, the main areas of cooperation of the Alliance and Russia are: the fight against terrorism and piracy, transit of inventories in Afghanistan and the fight against drug trafficking, the future of the Treaty on Conventional Forces in Europe (CFE), issues of non-proliferation of weapons of mass destruction, disarmament and energy security. When considering developing partnership with countries that are not NATO members, Bulgaria is of the opinion that such a partnership should be based on the principles of balance, pragmatism and flexibility, and take in the geographical and functional approach. Bulgaria strongly supported the inclusion of Serbia, Montenegro and Bosnia and Herzegovina in the Partnership for Peace. Furthermore, this country advocated the launch of an intensive dialogue with the latter two countries. It also supports the development of the Mediterranean Dialogue and the Istanbul Cooperation Initiative as an important contribution to building a regional security and stability as a response to the new challenges faced by the Alliance in the area between the Adriatic Sea and the Caspian Sea - a region of strategic importance to Bulgaria. At the end, Bulgaria will seek to maintain an integrated approach to regional security within the framework of international organizations that play an important role in this area - NATO, EU and OSCE.

Conscious risk is being exposed when an entity consciously ignores actual or potential threat to the security of its own vital values, due to subjective reasons (lack of self-criticism, incompetence, corruption, etc.) (Hoffman, 1995). For example, government institutions of certain state have reliable information on a very unfavorable state of the national economy, whose improvement is uncertain, unless radical changes are made. The subject of security is exposed to the unconscious risk due to insufficient knowledge of the intentions and plans of the holders of the security challenges and threats. Hidden risks may have unforeseen adverse consequences to the subject of security and to the threatened subject. In the registration phase, larger number of security challenges and threats can be recorded, facing the problem if all equally pose a threat to the security of vital values. If something poses a threat, there is a problem of ranking a threat. First, the real danger is being solved, which at that time largely endangers the safety of operation of the object perceived, until the problem regarding the potential dangers is being resolved afterwards. Bulgaria has stayed at the phase of identification of threats and challenges. Refugee wave through Balkan countries has been identified as the greatest threat to the security of Bulgaria. Former Bulgarian Prime minister Plevneliev was convinced that a clear signal of unity and support was sent to security sector institutions. According to him, the threat of asymmetrical transnational character has risen, with the spread of terrorism based on religious and ethnic extremism, which was the result of the failure of the state in the Middle East, North Africa and elsewhere. Plevneliev has identified that terrorist fighters have negative long-term effect on the security environment. According to him, mass flows of refugees and migrants caused by armed conflicts and imbalances in socio-economic development threaten to turn into a humanitarian crisis. He added that the influx of refugees and illegal migration have become a major risk factor for the EU and its member States. Problems with migration, human trafficking and terrorism will continue to pose serious threats to the national security of Bulgaria. Plevneliev noted that the weak states and the record number of conflicts in Afghanistan, the Middle East and North Africa, as well as the rise of an Islamic state (IS) in Syria and Iraq have led to an unprecedented movable pressure on Europe. Bulgaria was also affected by these trends, due to the country's external border of the EU. This development put to the test some of the major common policies of the EU, such as Dublin system and the Schengen Agreement.

The risk of terrorist attacks in Europe is growing as a result of increasing radicalization of certain groups in society, particularly in Western Europe. Members of the Council also noted the growing trend of global political opposition between the EU and NATO on one side and Russia on the other. Other threats are ongoing crisis in Ukraine, as well as the continuation of the so-called frozen conflicts near the Bulgarian border (Hoffman, 1995). Plevneliev pointed out the lack of effective measures to ensure the energy security of the country, with Bulgaria remaining largely dependent on one dominant supplier of natural gas. The Prime Minister concluded that there is a need to invest in security and defense, with the guidance issued by some of the following recommendations. He urged the government to propose measures aimed at optimizing the functioning structure of the security sector and improve their ability to cope with the changed security environment. Participants at the meeting recommended to the Security Council in the Council of Ministers to adopt an action plan on the treatment of refugees and potential mass migratory waves. They also urged the government to develop a draft law on combating terrorism. The Council also advised the Bulgarian institutions and politicians to actively work on establishing a common European position on dealing with refugee wave and lasting solution to the conflict in the Middle East and North Africa.

Bulgaria has also identified human trafficking as one of the major security threats. National Security Council consultation is concluded that human trafficking is a major threat to the national security of Bulgaria. Speaking after the forum, former Prime Minister Rosen Plevneliev pointed out that the issues of migration, human trafficking and terrorism continue to be a serious threat. Wave of refugees has caused a burden on social systems and the security of the state, causing serious saving of financial resources. The state does not have enough money to cope with the strengthening of cyber threats, for example - institutional websites hacked in recent local elections, the president said. This country cannot cope with these challenges together with its partners in the EU and NATO, the head of state said in conclusion.

Ethnic groups are one of the serious problems of Bulgaria. Religious violence tends to be focused on Muslim and Christian missionary group. According to some sources, Bulgarian Roms are targets of ethnic violence (US 11 Feb. 2015; 6 Mar. 2014, the Council of Europe on 16 September 2014, 9). According to Deutsche Welle (DW), German "international broadcaster", Roms are most often attacked ethnic group in Bulgaria (Ibid. 6 Mar. 2014). In addition to many other hazards and challenges in this group, there is the Black Sea issue. Bulgaria has a vital interest in strengthening security in the Black Sea region. Possible destabilization of some parts of it may significantly slow down the progress of democracy, the rule of law and free market economy, and, finally, the Euro-Atlantic integration of the countries that are listed on this intention. This would put an obstacle in the fight against organized crime and various kinds of traffic derived from it and in the end will turn the Black Sea into security "black hole". In this negative scenario, the precious resources of the EU will be diverted away from the economic development of the region. This would lead to further division between the unification of Europe and some parts of the region. Bulgaria has been very active in promoting regional efforts in the fight against new and emerging threats to international security. This country is engaged in intensive cooperation within the SECI, Interpol and Europol. Trilateral agreements to combat organized crime, drug trafficking, human trafficking and terrorism have been signed with Greece, Turkey and Romania. Bulgaria is engaged in extensive exchange with Macedonia and neighboring countries in the field of justice and home affairs. Commission for the control of the common borders has been established with Greece, Turkey and Romania. Bulgaria is particularly keen to help improve further harmonization of regulations in the areas of border control, organized crime and drug trafficking, creating a common platform for addressing these important new challenges. In addition, the Bulgarian politicians and decision-makers are dedicated to the fight against new and emerging threats. "Soft security" issues on the political and legal plan provide ample space for further cooperation and contribution to the policy of expanding NATO. Bulgaria has been able to complete its transition to democracy and a market economy, ensuring sustainable basis for development. Ethnic relations are comfortably accommodated in the democratic social and political frameworks. Bulgaria regains its place in the international community and its respect for European values has been recognized many times. There is much evidence of Bulgaria as a stable democracy that upholds human rights and the rule of law, as well as its sustainable current effective cooperation with NATO. Bulgaria is a country that realizes a balanced and successful regional policy in an unstable region that will increasingly play a role in the new century, facing new threats to international security. The story of Bulgaria in the post-1989 period is one of the achievements through hard work and perseverance. These are not only local legends - they have repeatedly been recognized and supported by the Euro-Atlantic partners in Bulgaria (National risks of Bulgaria 2020-2025).

4. Classification of Risks and Threats in the Republic of Bulgaria

Phases of ranking security challenges and threats are related to the risks that are registered as threats to the state of national security. The eventual oversight inevitably causes harmful effects in subsequent stages of decision-

making. The risk related with only external security challenges and threats is multifaceted. It consists of the possibility to underestimate or overestimate the key security challenge or threat to the security facility or real, actual, qualified threat to the security challenge. This is why Bulgaria has prepared a document of national security risks 2020-2025, where all the possible scenarios that directly or indirectly threaten or may threaten Bulgaria are carefully combined. Unfortunately, Bulgaria has been underestimating its capacities and preparedness when it comes to emergency situations for years. This issue should be hopefully resolved in the coming years (National risks of Bulgaria 2020-2025).

Notification process is complex, risky and very specific to each entity individually. Of course, within the comprehensiveness there is highlighted focus, which, if wrongly chosen, can cause failure. The commitment of intelligence activities holder on the basis of the application of only one method (espionage, observer, reconnaissance, operational, technical) of data collection, regarding system to protect the security of the security object, represents a major risk for the entity's risk, because there is a real possibility of relevant facts absence. A similar risk to security objects are limited intelligence options that use only one method for gathering information about the system of protection of the operation object. Holders of intelligence activities' inability to verify the information collected about the system of protection of the facility operation, situation or problem that is frequently encountered - is the risk with unforeseeable consequences. The lowest risk for the entity represents a hazard situation where holders of its intelligence activities have the option of using more than one method of collecting data on the system to protect the operation objects. Such opportunities include the rapid detection of possible wrong choice of focus and change the center of gravity, and then allow a permanent flow of information, timely and efficient evaluation of the collected information, and therefore, the removal of possibility of deception by the operator's safety. The subject of security is making efforts to optimally inform holders of security challenges and threats. Such a request is achieved through the engagement of all its resources, especially the part thereof that is professionally responsible for the safety and security of vital intelligence value. Main task is, among other things, to obtain relevant information about the holders of real and potential threats to the security of the security object (Milošević, Ničić, 2004).

The usual procedure involves knowing or timely notification of own security-intelligence system, while unusual procedure involves knowing the public effects of it (e.g. there was a spectacular terrorist attack, armed rebellion began in which one did not have enough relevant information, suddenly external military aggression broke out, etc.). Risks in analytical and forecasting process of deciding what the entity's risk is and for the safety of the subject, to a large extent depend on the risks incurred or things that are not done in previous (Intelligence) stage of decision-making. The aforementioned entities at this stage, based on the available intelligence (quantity and quality of verifiability) on the other side (the opponents, potential enemies) analyze and evaluate all the circumstances (factors, facts and circumstances) that have an impact on the achievement of set goals and predict what will happen in the future, at a desired moment.

Regarding subject that was superior in intelligence phase, it is logical to keep that advantage in analytical and prognostic stage of decision-making, because collected (verified) information on the other side allows them to undergo through formal logical analysis, which is based on giving answers to the questions in the formal manner. The main line consists of questions when - what - where / what, and subsidiary why - what - how. Other routes complement the two mentioned and between the three questions, a triangle is centrally formed. Analyses are carried out in terms of clockwise. By replying to these questions path leads to the proposal from the decision maker and decision-making, if the proposals are accepted by decision-makers. For each response other methods of analysis can be used (subject-phase, consultative, group evaluation methods, statistical and mathematical methods).

5. Conclusion

When considering the potential risks for the security objects, in the analytical-prognostic stage of decision-making the assessment of goals, assessment of human factors, the identification and assessment of organizational forms to achieve the objectives, evaluation and assessment of space weather should be borne in mind. Risk is the possibility that instead of respecting the necessary reality indicated by verified data (necessary correction total change or cancel the ultimate goal), decision is to remain at the previous definition of the objective - an unrealistic goal.

Incorrect or unrealistic assessments of the area where the object is located can pose a major risk for the entity. Also, time estimation is quite risky and, ultimately, consists of two parts. The first involves the estimation of time available for the preparation and execution of the task forces that will be engaged in the realization of the planned changes at being the object of action, and the other includes an assessment of the current time from the

point of view and perspective of the political situation in the security environment. In both cases, the entity is exposed to conscious risk. Bulgaria does not underestimate the threat of a new type, in particular cyber-terrorism and phenomena that affect energy security. It draws attention to the need to guarantee uninterrupted supply of energy in cooperation with the EU and NATO partners. The former government, headed by Prime Minister Sergei Stanishev, aware of the relationship between energy and national security, attached secondary importance to NATO's role in ensuring energy security. It appreciated the "added value" to contribution of the Alliance through intelligence-based threat analysis. On the other hand, the importance of security threats that may arise from climate change, especially in developing countries, as well as terrorist attacks on energy infrastructure, was highlighted as well. Therefore, NATO's responsibilities in relation to energy security were limited to physical protection of energy infrastructure. Diversification of supply is seen as the responsibility of the EU. It seems that this position has not changed significantly. It is important to note that former President Parvanov saw a special role for NATO in the sphere of energy security. As a coastal state, Bulgaria attaches great importance to participation in such programs as the protection of NATO port and development of maritime control and management system. It also supports the development of infrastructure on the territory of the Allied members. Absolute priority for Bulgaria is to increase interoperability and compatibility of the armed forces of the Allies. Barriers to this include problems with the modernization of the Bulgarian armed forces, which could lead to undermining the credibility of Bulgaria as an ally.

5. Literature

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