

Karol Janas¹, Rudolf Kucharchik²

FINANCING UNDER EMERGENCY CASES IN SLOVAK REPUBLIC

One of the most important activities of state administration and self-government in Slovak Republic is crisis management. It is the most important part of civil protection of population. It is hierarchically organized and centrally directed in Slovak Republic. Municipalities and city mayors are those authorities of self-government, responsible for announcement of economic mobilization. When needed, they make decisions on the use of resources for the prevention, elimination or liquidation of consequences of extraordinary situation (public as well as private).

Keywords: crisis management; emergency; civil protection; local authorities financing; municipality.

Кароль Янас, Рудольф Кухарчик

ФІНАНСУВАННЯ ПРИ НАДЗВИЧАЙНИХ СИТУАЦІЯХ: НА ПРИКЛАДІ СЛОВАКІЇ

У статті представлено процедури центрального управління та місцевого самоврядування в Словацькій Республіці при оголошенні надзвичайних ситуацій. Захист цивільного населення описано з точки зору ієрархічної структури, а також централізованого управління та фінансування. Проаналізовано ролі муніципалітетів та міських голів при оголошенні економічної мобілізації. Наведено юридичні процедури прийняття рішень щодо подолання наслідків НС, включаючи використання як державних, так і приватних джерел.

Ключові слова: кризова адміністрація; надзвичайна ситуація; фінансування місцевого самоврядування; муніципалітет.

Літ. 14.

Кароль Янас, Рудольф Кухарчик

ФИНАНСИРОВАНИЕ ПРИ ЧРЕЗВЫЧАЙНЫХ СИТУАЦИЯХ: НА ПРИМЕРЕ СЛОВАКИИ

В статье представлены процедуры центрального управления и местного самоуправления в Словацкой Республике при объявлении чрезвычайных ситуаций. Защита гражданского населения описана с точки зрения иерархической структуры, а также централизованного управления и финансирования. Проанализированы роли муниципалитетов и городских мэров при объявлении экономической мобилизации. Охарактеризованы юридические процедуры принятия решений по преодолению последствий ЧП, включая использование как государственных, так и частных источников.

Ключевые слова: кризисная администрация; чрезвычайная ситуация; финансирование местного самоуправления; муниципалитет.

Introduction. Crisis management is the process of identifying a potential issue or crisis and coordinating organizational or inter-organizational response as necessary. There is always some tension between planning for a crisis and actually dealing with it. The more elaborate a plan is, the more likely it is to be ignored in an actual crisis. Often, responses to crises need to be thought out on the spot, though guided by previous thinking and practice (Crisis Management, 2009).

One of the most important parts of crisis management processes in Slovak Republic is to finance the costs after different emergency cases. The fact that the state does not give up its responsibility for this area and guarantees cities and municipali-

¹ Alexander Dubcek University of Trencin, Slovak Republic.

² Alexander Dubcek University of Trencin, Slovak Republic.

ties full reimbursement of expenses, which had to be made during extraordinary situations, plays an important role for decision-making in such cases. It is very important, because the budgets of municipalities and cities do not count with that kind of expenses and if they did not have these guarantees, they would find the needed financial sources very hardly. They would not ensure financially the solution of extraordinary situation and the imperfect solution would lead to an even worse situation in the future or they would have to invest financial sources, which would be at the expense of development programs of municipalities and cities, what would mean a long-term stagnation. Therefore, close cooperation is very important in this case between the authorities of self-government, the municipalities and cities, with regional councils of state administration, which are represented by district councils. District councils are responsible for the verification of municipality and city mayors' decisions. District councils also control the rightfulness of all financial expenses connected with the solution of extraordinary situations. The reimbursement of municipalities' and cities' expenses is provided by district councils (from their accounts).

The purpose of the study is to explain the way of covering the costs after different emergency cases situations in Slovak Republic. The paper is based on the analysis, interpretation and explanation of valid legal norms in the country and practical application of their provisions.

Key research findings. According to current legal regulations, natural disaster, accident, catastrophe or terrorist attack are considered as emergency events. Emergency events not caused by people are natural disasters or catastrophes. Natural disaster means an event, when undesirable releases of cumulated energy or substance happen as a consequence of an unfavorable effect of natural powers. Moreover, some factors endangering life, health and property can have some effect, too (Janas, 2014). Catastrophe is an event of a bigger range, with increased of destructive factors and their accumulation as a consequence of natural disaster (Act No. 42/1994).

The highest body responsible for crisis management tasks in Slovak Republic is the Security Council of Slovak Republic. It has to coordinate the activities of other subjects (regional, district, cities), especially crisis staff. The rescue work after emergency or crisis event is ensured by district councils. These can be defined as activities related to saving lives, health of people and rescue of property as well as transfer from endangered or affected areas (Regulation No. 523/2006). A part of rescue work are the activities preventing the spread and effect of consequences of emergency event and creating conditions to eliminate the consequences of emergency event. Rescue work is performed by the Forces of Integrated and Rescue System, police units and other qualified people (Janas, 2012).

District councils perform immediately, after the emergency event occurs or after an announcement of the emergency event. Basic tasks and measures are for them given by the law (Janas, 2012). First of all, they have to perform the rescue works within their own powers and with their capacities. For this reason, district councils, cities and municipalities have the lists of exploitable powers and tools. In the case of worse crisis situation, evacuation is also one of the options and they have to be prepared for all measures of such possible situation. Therefore, district councils as well as cities and municipalities have also to work out evacuation plans (Regulation No. 75/1995). Parts of these plans of district councils are options for emergency accom-

modation and emergency supply. District councils together with cities and municipalities have worked out the list of accommodation and eating facilities, which can be used in case of emergency. The list of buildings determined for ensuring the emergency supply and emergency accommodation is also part of this plan. Cities and municipalities make also agreements with the owners of accommodation and eating facilities for the need of ensuring emergency supply and emergency accommodation (Janas, 2012). In the case of emergency event it is possible to use the basic units of Integrated and Rescue System such as Fire and Rescue Brigade, Rescue Medical Service, Control Chemical Laboratory of Civil Protection, Mountain Rescue Service and Mining Rescue Service (Act No. 42/1994). It is obvious that all these steps are expensive and municipalities do not have real budget to successfully manage it. The only possibility is to cooperate with the state – but it requires some formal conditions.

There is an obligation of municipalities, cities and district councils to keep detailed documentation to have successful financing of rescue works and reimbursement from the state (Civil protection, 2013). The most important part are the reports on extraordinary event. Two types of reports are processed by municipalities and cities during an extraordinary event: regular and running (Act No. 7/2010). Regular reports are always sent at 6:00 am and 6:00 pm (Act No. 42/1994). After the extraordinary event (flood); a summary report is worked out for the reimbursement of expenses. The rightfulness of expenses, in the case of flood if it is not called an extraordinary event, is controlled by the relevant district council's department of environment. If an extraordinary event is called, the rightfulness of expenses is controlled by the relevant district council's department of civil protection and crisis management. Based on the data of district council, the verification is done by the relevant section of the Ministry of Interior.

If it is an extraordinary event, a municipality or city has also to produce other documents for successful reimbursement of expenses. The first is the Summary Report on the extraordinary event. The city or municipality mayor describes the situation in the summary report in detail on the basis of the extraordinary event was announced. They indicate the methods how the district council was informed and which operations the municipality or city has done during the event. They also indicate the expenses, connected with the extraordinary situation. The second document is the Request for Reimbursement of Expenses. It is written according to the instructions quoted in the directives of Ministry of Interior of the Slovak Republic (Directives No. KMCO-191-33/CO-2008). The directives contain supplements, which serve for the detailed processing of data to the expenses required for reimbursement. Supplements are added to directives, which are necessary data for sources successful reimbursement and refinancing of expenses. Very important is also time. Therefore, it is necessary to fulfill the instructions of district council and submit the completed forms on time to the Ministry of Interior. The first document is Annex 1 to the directives (Directives No. KMCO-191-33/CO-2008). It is a requirement for expenses reimbursement, which resulted from the performance of rescue works during the extraordinary situation in the relevant area of the given district council. The second document is also a supplement to the regulations of Ministry of Interior. It contains the number of persons and working time at rescue works during the extraordinary event (Directives No. KMCO-191-33/CO-2008). In the third supplement to

the regulations of Ministry of Interior, the city or municipality state a survey on the number of deployed machinery and time of their use at rescue works during the extraordinary situation (Directives No. KMCO-191-33/CO-2008). The last, the fourth supplement to the regulations of the Ministry of Interior contains the data on the expenses for rescue works during the extraordinary situation. Except for the supplements, there is also a requirement to submit the account statement in color, where the amount of money spent on the payment of invoices is stated. The city or municipality has the obligation to add also a document called "Declaration of Extraordinary Situation", which contains all legal requirements. Crisis staff has to meet immediately after the declaration of extraordinary situation. Therefore, the city or municipality adds also the minutes from the meetings of crisis staff of a city or municipality. Meetings of crisis staff have to be held at least once a day during the extraordinary situation. The part of documentation is also the attendance lists from the meetings of crisis staff of city or municipalities during the extraordinary situation. There is a need to attach also the orders and invoices to the request on reimbursement of expenses. The text "I agree with the payment" is marked in the bottom part of an invoice. Then a date is added and the invoice has to be confirmed by the signature of mayor. There are also attached supplements to the invoices such as Record on the activities of machinery, Report on the activity of vehicle, cargo transport etc. Expenses are refunded only for the period of extraordinary situation. Therefore, the part of submitting documentation has to be the document called "Cancellation of Extraordinary Situation". If necessary additional documents on expenses are also submitted.

After the sending and processing the documentation comes the verification of exercitation of expenses in connection with rescue works. The Ministry of Interior published via its section of Integrated Rescue System and Civil Protection a regulation for district councils, which is put into effect at verification. According to the regulation, only those expenses are refunded, which are directly connected with rescue works. There cannot be a refund the work of organizations, which were or are directly established by cities or municipalities for the given purpose. For example, the work of technical services, district services or water companies at the elimination of extraordinary situation is not reimbursed. The Ministry of Interior holds a view that if they are established for road maintenance or water distribution, therefore, refunding their expenses is not allowed. Financing has to be ensured from their budgets and it is not necessary for them to give an order for rescue works. In the case of discrepancy, the Section of Integrated Rescue System and Civil Protection of the Ministry of Interior are authorized to ask for bookkeeping documents for the purpose of reviewing the rightfulness, correctness and adequateness. It is also authorized to control the spending directly on site (Warning, No. IZCO-48-5/2012).

If data is checked and verified, the state will refund the expenses connected with the elimination of extraordinary situation via district councils. The city or municipality gives out a payment voucher for this purpose. It has to meet several legal requirements, such as the number of payment vouchers, the number of city's bank account, company registration number and name of a receiver, responsible for civil protection of population and at the same time, he or she is a person, who announces the payments vouchers and is responsible for correctness of these vouchers. There has to be stated the purpose of use of financial means on the payment voucher. It has to

pass a preliminary financial check of city and its correctness has to be approved by a city lawyer.

Conclusion. The system of financing the expenses related to extraordinary situations should be fully functional. It gives to cities and municipalities, which are fighting the consequences of extraordinary situations, a guarantee that all rightful expenses will be refunded by the state. It is very important, because budgets of cities and municipalities, dependent on the state budget, do not take into account these expenses. In this case, the role of state and its authorities is especially important and even vital.

References:

- Act of the National Council of the Slovak Republic No. 7/2010 on the flood protection.
Annex No. 1 to the Directives of the Ministry of Interior of the Slovak Republic No. KMCO-191-33/CO-2008.
Annex No. 2 to the Directives of the Ministry of Interior of the Slovak Republic No. KMCO-191-33/CO-2008.
Annex No. 3 to the Directives of the Ministry of Interior of the Slovak Republic No. KMCO-191-33/CO-2008.
Annex No. 4 to the Directives of the Ministry of Interior of the Slovak Republic No. KMCO-191-33/CO-2008.
Civil Protection, Vol. 15, 2013. Special edition for mayors.
Crisis Management. An International Overview (2009). Efficiency Unit. Central Government Offices, Hong-Kong.
Directives of the Ministry of Interior of the Slovak Republic No. KMCO-191-33/CO-2008.
Janas, K. (2012). Extraordinary Event as a Tool of Crisis Management at a Regional Level. In: Challenge of Society of 21st Century. Trencin: TnUAD, 2012.
Janas, K. (2014). Crisis Staff in Slovakia at a Regional Level in the case of Natural Disasters. In: Current Questions of Politics III (pp. 8–13). Trencin: TnUAD.
National Council of the Slovak Republic Act No. 42/1994 on the civil protection of population.
Regulation of Ministry of Interior of the Slovak Republic No. 523/2006 on the details of ensuring rescue work and organization of civil rescue units.
Regulation of Ministry of Interior of the Slovak Republic No. 75/1995 on the ensuring of evacuation.
Warning of the Section of Integrated Rescue System and Civil Protection of the Ministry of Interior of the Slovak Republic for heads of district councils, No. IZCO-48-5/2012.

Стаття надійшла до редакції 23.03.2015.