



IMPACT OF FINANCING THE CIVIL PROTECTION IN SELF-GOVERNMENT ON THE CITIZENS' SECURITY

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Abstract

Protection the life and health of the population are one of the main tasks of the state and self-government. Cities and municipalities finance from their budgets activities that increase the level of citizens' security. One area that can be included in security is civil protection. By examining the final accounts of cities and municipalities, it is possible to find out how much money they have invested in civil protection activities. The aim of the paper is to analyze and compare the budgets of selected cities and municipalities with a focus on security activities. The conclusion of the paper is a proposal of the optimal amount of funds that cities and municipalities should invest in the area of civil protection expressed as a percentage. The contribution will allow local government authorities to set the effective amount of funds spent in this way for a sufficient level of security for their citizens.

Keywords: *financial management, public service, public service, cost-effectiveness.*

1 INTRODUCTION

Many public and private authorities deal with security and protection of life, health, and property. The state, as the highest instance of public administration, performs several functions. One of them is the security function, which includes the protection of the territory from attack from the outside, but also the protection of individual citizens. In particular, national security forces and services, which can be divided into police services, intelligence services and

protection services, provide internal security and protection for citizens. The scope of these state security forces is in the whole state. Their activities may be complemented by non-state security forces operating on a private basis or as security forces in local government.

In order to ensure the highest possible level of security to citizens, the state has delegated certain competencies to local self-government authorities. To this end, cities and municipalities create their bodies, which are responsible for raising the level of citizens' security. They carry out various forms of activities that they finance from their budgets. Civil protection is one of the areas of security to which cities and municipalities invest their money.

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2 CIVIL DEFENCE

The conditions for the effective protection of life, health, and property from the consequences of extraordinary events, the tasks and powers of state administration authorities and municipalities, as well as the rights and obligations of natural persons and legal entities in ensuring civil protection of the population are laid down by Act no. 42/1994 Coll. on civil protection of the population as amended.

Civil protection is a system of tasks and measures aimed at protecting life, health, and property, in particular by analyzing potential threats and by taking measures to mitigate threats, as well as by identifying procedures and actions to deal with the consequences of emergencies (Act no. 42/1994 Coll.). Civil protection can also be understood as a system of measures, procedures, activities, and means implemented by the responsible authorities, organizations and the population (Simak, 2006).

The mission of civil protection is to protect life, health, and property and to create conditions for survival in emergencies and during a declared emergency. The tasks and measures of civil protection include (Act no. 42/1994 Coll.):

- organizing, managing and performing rescue work,
- organization and provision of reporting and information services,
- provision of emergency supplies and accommodation,
- provision and execution of shelter and evacuation,
- implementation of anti-radiation, anti-chemical and anti-biological measures,
- organizing, managing and implementing civil protection training,
- assessing the placement of buildings and land use and the observance of civil protection interests in the territory in the area of territorial and construction management and technical parameters of civil protection facilities,
- provision and implementation of editorial, scientific research and development activities in civil protection.

Civil protection is managed by the Ministry of Interior of the Slovak Republic, which cooperates

primarily with state authorities, with higher territorial units, with cities and municipalities, with legal and natural persons and with public institutions with a humanitarian mission.

Expenditure on civil protection is mainly financed from the state budget of the Slovak Republic from the budget chapter of the Ministry of Interior of the Slovak Republic. However, higher territorial units, cities, and municipalities, legal entities as well as natural persons are also involved in financing civil protection.

3 TERRITORIAL SELF-GOVERNMENT OF THE SLOVAK REPUBLIC

According to the Constitution of the Slovak Republic, territorial self-government consists of the municipality and a higher territorial unit. The basis of territorial self-government is the municipality. The municipality and the higher territorial unit are independent territorial self-governing and administrative units of the Slovak Republic associating persons who have permanent residence in their territory. Obligations and restrictions in the exercise of territorial self-government are generally imposed by the act on the municipality and the higher territorial unit (Constitution of the Slovak Republic).

The tasks, responsibilities, and competencies of higher territorial units are primarily defined by Act no. 302/2001 Coll. on the self-government of higher territorial units as amended. The basic task of the higher territorial unit is to care for the overall development of its territory and the needs of its inhabitants. For this purpose, it performs several tasks, while in the field of security it is primarily the participation in solving problems of several municipalities, participation in the creation and protection of the environment, as well as ensuring the creation and implementation of the program of social, economic and cultural development of the territory. Other tasks that higher territorial units must fulfill are also defined by other laws and generally binding regulations (Act no. 302/2001 Coll.).

According to Act no. 369/1990 Coll. on the municipal establishment as amended, the basic task of the municipality in the exercise of self-government is to care for the overall development

of its territory and the needs of its inhabitants. The role of the municipality in the field of security is, for example, also to ensure public order in the municipality, to protect the healthy way of life of the population, to create conditions for ensuring health care. Like the higher territorial units, municipalities have to carry out other tasks set out in other laws and generally binding regulations (Act no. 369/1990 Coll.).

4 CIVIL DEFENCE IN TERRITORIAL SELF-GOVERNMENT

The performance of the selected tasks of the state administration can be transferred to the municipality and the higher territorial unit by law. According to the Act no. 416/2001 Coll. on the transfer of certain competencies from state administration bodies to municipalities and to higher territorial units as amended, the state has transferred to municipalities some competences for example in the field of education, nature protection, health care. With the aforementioned law, the state has transferred some of its competences to higher territorial units. These bodies of territorial self-government must keep the necessary documentation on civil protection and participate in the creation and implementation of tasks of the integrated rescue system. Higher territorial units must also provide synergies [6]:

- in developing an analysis of the region's territory in terms of emergencies,
- in planning and ensuring the evacuation, coordination, and training of the population for self-defense and mutual assistance by municipalities,
- in preventive and promotional activities in civil protection.

In the field of civil protection, the following tasks also fall within the scope of the higher whole (Act no. 42/1994 Coll.):

- providing the groundwork needed for the analysis of the territory and plans for the protection of the population in terms of possible emergencies;
- cooperation with state authorities and municipalities in planning and ensuring evacuation,
- provision of data on civil protection facilities and cooperation with public authorities and

municipalities in the planning and resolution of population concealment

- methodical management and performance of population preparation for self-protection, mutual assistance, providing first aid,
- participation in preventive and promotional activities in civil protection.

Expenditure associated with preventive educational and promotional activities is paid by the higher territorial unit from its own resources.

Municipality in the area of civil protection (Act no. 42/1994 Coll.):

- develop a population protection plan, familiarize themselves with emergency plans of enterprises and inform the population and the public,
- coordinates the fulfillment of tasks in cooperation with legal and natural persons,
- manages rescue work in the municipality
- stores, nurses and secures the issue of civil protection material and means of individual protection to the community by civil protection units,
- identifies suitable protective structures to be used to hide the population and provides for the necessary modifications;
- provides a permanent reporting service and a civil protection information service and provides the necessary and immediate emergency assistance, in particular shelter, food or other material assistance to the community's population and other persons in the municipality,
- plans, declares, manages and ensures evacuation and provides emergency accommodation and evacuated supplies,
- create civil protection units and ensure their capability,
- secures and performs the preparation of civil protection units, ensures the preparation of the population for self-protection and mutual assistance,
- declares and removes the extraordinary situation and establishes the regime of life of the population in the event of its occurrence,
- keeps records of evacuees,
- manages the allocated civil protection funds,
- requires the reimbursement of actual civil protection expenditure.

5 FINANCING OF CIVIL PROTECTION IN LOCAL SELF-GOVERNMENT

Cities and municipalities, as well as other public administrations, need to use program budgeting, also called results-oriented budgeting, in their budgets. It is a system based on the planning of tasks and activities of the public administration entity following the priorities of the given entity and the allocation of available resources to the programs, with an emphasis on the results and efficiency of spending the funds. This obligation is imposed on municipalities by Act no. 583/2004 Coll. on budgetary rules of territorial self-government as amended (Act no. 583/2004 Coll.).

The municipal budget is the basic instrument of financial management in the relevant financial year, which governs the financing of the tasks and functions of the municipality in the respective financial year. The municipal budget also includes the aims and objectives that the municipality will implement from the municipal budget expenditures, the so-called program budget. In its methodological guidance, the Ministry of Finance of the Slovak Republic recommends cities and municipalities to use the following program structure when programming the program budget (Soltes & Stofkova, 2016):

- Program 1: Planning, Management, and Control,

- Program 2: Promotion and Marketing,
- Program 3: Internal Services,
- Program 4: Services to Citizens,
- Program 5: Security,
- Program 6: Waste Management,
- Program 7: Communications,
- Program 8: Traffic,
- Program 9: Education,
- Program 10: Sports,
- Program 11: Culture,
- Program 12: Living environment,
- Program 13: Social Services,
- Program 14: Administration.

However, the stated structure of the program budget has only a recommended character - cities and municipalities can adapt it according to their activities. Almost all cities and municipalities mention the security program in their programming budget. Under this program, they finance activities related to police services, fire protection as well as civil protection (Boros & Velas, 2017). By analyzing the program budgets from the final accounts of cities and municipalities, it is possible to find out the real amount of funds that the cities and municipalities spent on these activities in the respective budget year (Kubas & Soltes, 2017). Figure 1 shows the development of funds spent on the security program with respect to the total budget of the regional capitals of the Slovak Republic.

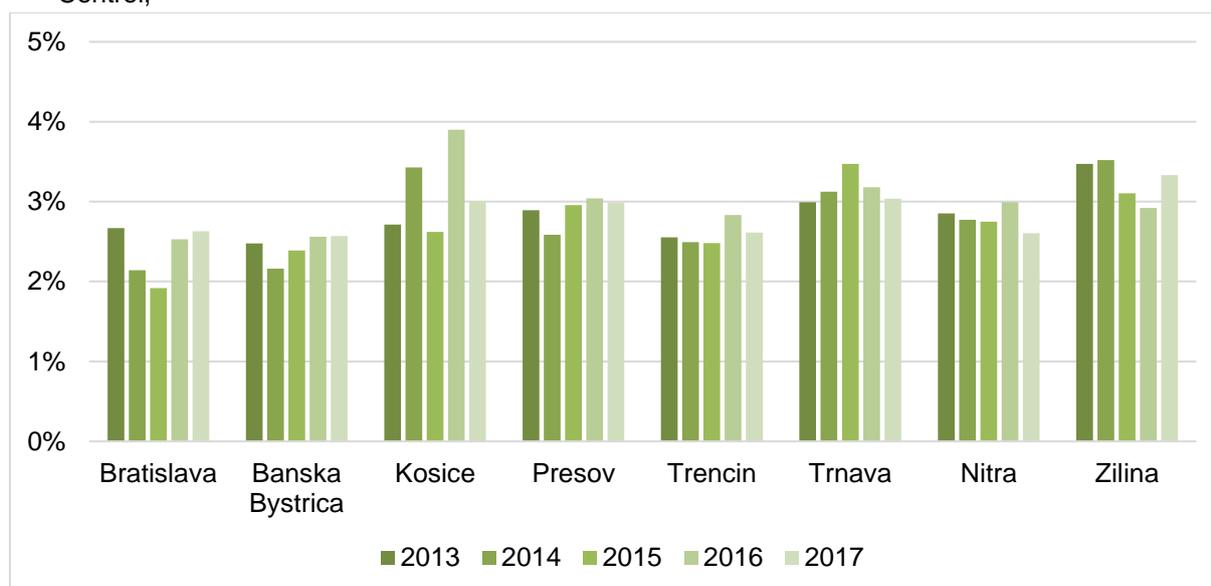


Fig. 1 The share of Security Program expenditures in relation to the overall budget of the city (According to Final accounts of cities)

In the long term, regional capitals invest in average 3 % of the total expenditure to security-related activities. In view of the overall budget, Bratislava has the lowest Security Program expenditure. As the capital of the Slovak Republic, which is attended by a lot of tourists and visitors, it would be appropriate to increase this share of

expenditure in relation to the overall budget. However, this expenditure includes the costs of running the municipal police, fire protection as well as civil protection. Figure 2 shows the Security Program expenditures per capita of the regional capitals.

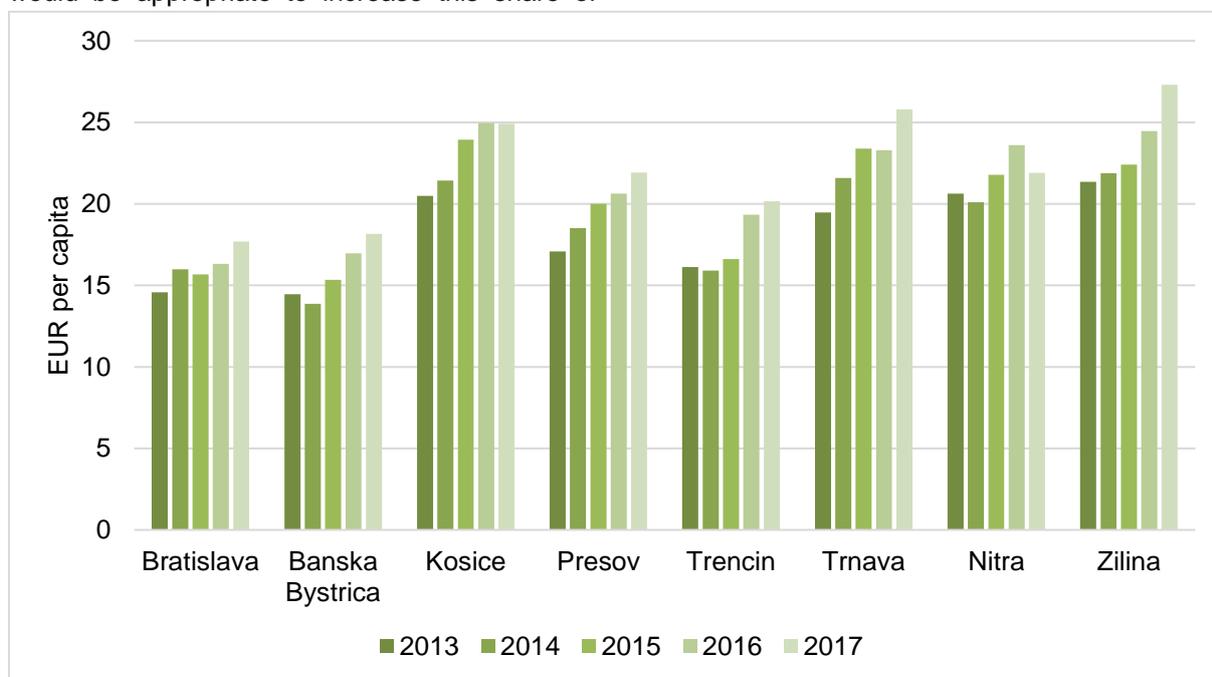


Fig. 2 Security Program expenditures per capita (According to Final accounts of cities)

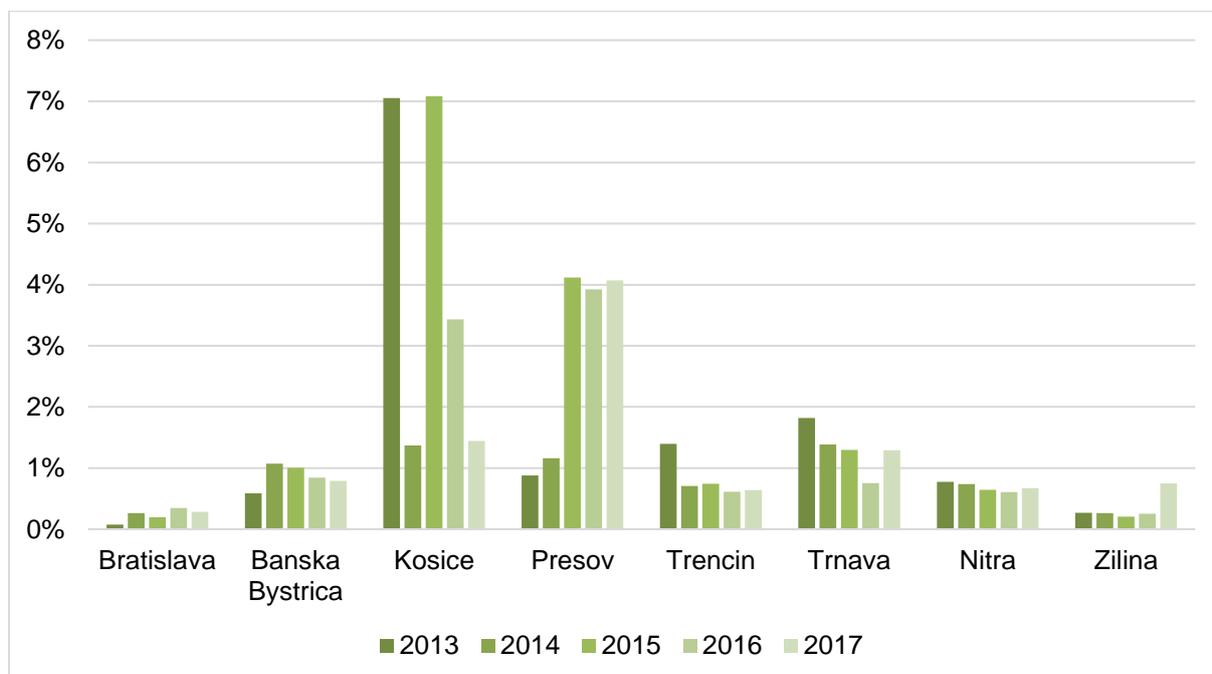


Fig. 3 The share of civil protection expenditure in relation to all security-related expenditures (According to Final accounts of cities)

Even though the city of Zilina, due to its total budget, invests in activities in the field of security the least funds from regional capital cities, given the number of inhabitants, these investments represent the most of the regional capital cities. On the other hand, the city of Bratislava, whose security expenditures in terms of total expenditures, were the highest among the regional capital cities, placed in this term. The regional capital city spends on security-related activities per capita on average € 20.

The mentioned security costs include activities related to the activity of the municipal police and the operation of the camera system, fire protection as well as civil protection. From this package of security-related activities, most of the money is invested in municipal police and CCTV operations. Cities invest the smallest part of the money thus spent on civil protection.

Figure 3 shows the share of civil protection expenditure with respect to all security-related activities.

On average, only about 1.4% of security-related spending is spent on regional protection activities in the field of civil protection. From this point of view, the city of Kosice, which follows the city of Presov, has the greatest financial resources for civil protection. In terms of population, this expenditure is less than one euro. For this reason, it can be concluded that civil protection is only a minimal cost to cities.

Most of the expenditures on civil protection have been spent by the city of Kosice for a long time. In 2013 and 2015, it spent more than 7 percent of its funding on security-related activities for civil protection. Higher expenditures on civil protection in 2013 were used to eliminate the emergency situation on the slope of the road. In 2015, the impact of the accident on Mlynsky nahon, where most of the funds were directed, had an impact on higher civil protection costs. Every year, the city of Kosice invests financial resources to eliminate extraordinary events and consequences of natural disasters, but also to finance the civic association MRAK, whose activities are aimed at raising awareness and the importance of rescue by acting primarily on children and youth.

Other regional cities only used funds for routine civil protection activities. These activities include

the maintenance of civil protection shelters, energy charges, courses, training, seminars, but rewards for civil protection staff.

6 CONCLUSIONS

One of the main functions of the state is supposed to fulfill is a security function. Its aim is to protect the life, health, and property of citizens. For this purpose, selected central state administration bodies, as well as national security corps, are established. Since security issues are wide and specific in its territory, the State has delegated some activities to regional authorities, but above all to local government bodies, in order to more effectively fulfill its security tasks.

In terms of the delegated performance of state administration at the local level, cities and municipalities through their bodies are obliged to perform certain tasks in the field of security. These tasks are mostly related to the protection of life, health, and property of citizens through the activities of municipal police, but also tasks related to fire protection and civil protection. To fulfill these tasks, cities and municipalities have earmarked funds from their budgets. By examining them, it is possible to determine whether the security issue for cities and towns is crucial and what tasks are most often associated with it.

By analyzing the budgets, it can be concluded that the spending of regional cities on security-related tasks represents 3% of total expenditure. As part of this spending, most of the funding is earmarked for the operation of municipal police. Civil protection, which can be considered one of the important areas of security, has only negligible representation in the spending of cities and municipalities. On average, less than 1.5 percent of funding goes to civil protection out of the total amount of security funding. Most of the money for these tasks is spent by the city of Presov, but also by the city of Kosice. By a detailed analysis of the budget expenditures of the city of Kosice it is possible to find out that a greater amount of funds for civil protection was invested because of non-standard tasks, such as dealing with extraordinary events, natural disasters, but also the financing of a civil association focused on education in the field of civil protection.

Based on the analysis of the budgets of the regional cities, it can be concluded that the issue of security and civil protection is not a priority area for cities. Cities and municipalities should endeavor to allocate at least 3 percent of their funding each year to their security-related tasks.

Under these funds, it is necessary to finance not only the activities of municipal police but also to draw attention to activities related to civil protection, like the city of Kosice or the city of Presov.

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