

# The Welfare System as a Part of the Economic Measures for the State of Crisis

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The assessment of the current state of the citizens' social welfare in crisis situations. A comprehensive evaluation of the risks threatening the process of providing the overall support for the citizens in crisis situations. The position and tasks of the centres of the social welfare for the citizens in crisis situations at the level of the local state administration. In this paper we deal with the welfare system as a part of the economic measures for the state of crisis in the Slovak Republic.

## 1. INTRODUCTION

The security of the Slovak Republic is based on the political, economic, humanistic, legal, social, cultural, historical, military and strategic, internal security and ecological elements and their mutual links. It represents a structured multidimensional system that protects:

- the lives, freedom and property of the citizens,
- the society with its intellectual and material values,
- the state as a whole (unit).

The achieved level of the state's security is very closely connected with the real needs of the society which wants to feel safely with the current and potential threats on the one hand and with the international reputation, economic opportunities, technological prerequisites, human potential and a whole range of other assumptions on the other hand. The security system of the state represents the institutional and functional expression of the state's security policy. It is a system of the public administration's institutions, forces and means of the military forces, armed security units, emergency units and services, corporations and self-employed people, the appropriate legal

standards, mutual links and relations through which the security of the state, its citizens, material values and environment are ensured. An appropriately working security system is thus an inevitable assumption for achieving the state's overall security.

## 2. SECURITY SYSTEM OF THE SLOVAK REPUBLIC

The security environment from the global point of view, but also from the viewpoint of every country or region, changes and develops continuously. It is modified by a whole range of external as well as internal factors out of which majority is of a stochastic character; however, some of them have a strictly deterministic nature. A comprehensive analysis of the security environment has always had a quasi-objective character, and is limited by a range of subjective attitudes and the rate of accessibility and truthfulness of the input data.

The appropriate bodies of the legislative and executive powers, prosecution, local state administration, territorial self-government as well as the corporations and self-employed people have responsibility for guaranteeing the security of the

state in the range of determined scope of authority and in the framework of the stated competencies. The security state of the country is created by sub-systems, management areas of the security system, foreign security policy of the state, by providing the defence of the country, citizens' protection, protection of the property and the environment, the internal security and order in the country as well as the area of ensuring the forces, means and resources inevitable for the activities of the security system comprehensively.

The area of the Slovakia's security system is created by bodies of the public power of the state and the corporations and self-employed people which continually ensure planning, organising, coordinating, realising and checking the decisive measures for ensuring the constant functionality of the security system. The Slovak government and its Ministry of Defence and Ministry of Interior play the most important role here. It is linked with the area of the foreign security policy created by the bodies of the state's public power, especially the Ministry of Foreign and European Affairs of the Slovak Republic, the Ministry of Defence, Ministry of Interior and Ministry of Economy of the Slovak Republic. They make decisions and carry out activities in the area of forming a stable external security environment. The area of defence is created by the state's public power bodies and the corporations and self-employed people that create assumptions for ensuring the state's defence, preparation for the state's defence and for fulfilment of the obligations resulting from the international treaties concerning the common defence through their activities and measures. The area of protecting the citizens, property and environment as well as the internal security and order in the country is formed by the bodies of the state power and appropriate corporations and self-employed people whose activities and measures ensure prevention and solve the threats of the non-military character.

The area of ensuring the necessary prerequisites is the last sphere of the security system. It is created by the state's public power bodies and corporations and self-employed people participating in ensuring the material and technical prerequisites. Their activities and measures form assumptions for ensuring the functionality of the individual sections of the security system. One part of this area is e.g. the System of Economic Mobilisation, the state material reserves, but also the critical infrastructure elements. The result of their activities is especially the summary of the

organisational, economic, material and technical and financial measures without which it would not be possible to solve any major crisis situations.

### 3. ECONOMIC MEASURES FOR THE STATES OF CRISIS

The common crisis events can escalate into the State of Crisis (SoC) which we perceive as the crisis situations. In the law of the Slovak Republic (SR) there are 4 SoCs with corresponding examples of the crisis situations: State of Emergency (SoEm) (e.g. severe floods, severe earthquakes, major industrial accidents, etc.), State of Exception (SoEx) (e.g. riots, terrorism, etc.), State of War (SoW) (e.g. the threat of military aggression, threat of the war declaration, etc.) and War (e.g. war outside or inside the SR borders) [1]. The SoCs are legal states declared by the government of the SR and characterised by the fact that their solutions are no longer sufficient by the common forces and resources of the integrated rescue system. In order to deal with the SoC specific measures are used (economic mobilisation, state material reserves, directive public restrictions, using of armed forces, etc.) which can vary depending on particular CS solution requirements. For references see [2] and [3].

The economic mobilisation (EM) is one of the basic pillars of solving the crisis situations, transformation of economy, ensuring the basic needs inevitable for survival of inhabitants, and for ensuring the activities of the armed forces, armed security units, emergency units of the integrated rescue system and subjects of the economic mobilisation.

The EM system fulfils a whole range of measures which belong to the competencies of the economic mobilisation. The particular EM subjects are established according to the law or by decisions of the competent body. They represent especially individual bodies of the state administration, self-government (72 district offices, 2,930 villages and towns, 8 regional territorial units) and defined entrepreneurial subjects (also budget and state-funded institutions) which will carry out specific activities and measures (several hundreds of subjects) during the state of crisis in the area of production, trade, services, finance, social welfare and healthcare and realise specific activities and measures in selected spheres of the out-of-economy social superstructure and other institutions (Slovak Radio and TV, National Bank of Slovakia, the Treasury, Social Insurance and

public universities). Those subject ranked in the EM are prepared for realising particular EM measures already during the state of security and carry them out after declaring some of the states of crisis or based on an order of the competent body.

The EM measures ensure fulfilling the basic functions of the state during the states of crisis and their financing is carried out by the state from the financial means of the state budget. The EM measures can be divided to the general and specific ones. The general measures are fulfilled by all EM subjects. The specific measures are fulfilled only by those subjects whose duty results from their position in the crisis management system or their tasks determined by the decision of the competent body.

The general EM measures are as follows (Act 179/2011, Coll. [2], [3] and [4], [5] and [6]):

- the crisis planning – the procedures and activities of the EM subjects which determine the method of carrying out the assigned EM measures, including the working out of the crisis plan and information to the uniform information system of the economic mobilisation (UIS EM),
- ensuring the financial means – the acquiring of the financial means and managing it when carrying out other measures of the economic mobilisation,
- registering the human resources – keeping records about the human resources due to assigning the working duty during crisis situations,
- registering the material means – keeping records about the material means at the EM subjects and at district offices, this means can be used for fulfilling the measures,
- the fulfilment of the measures – a set of measures assigning the duties for the corporations and self-employed people to provide material means for realising the EM measures. The material means can be tangible and intangible assets including technologies, energy, water and documentation,
- the working duty – a set of measures for implementing the legal duty of a person having a permanent address in the Slovak territory to carry out determined activities of the EM measures during a crisis situation (the duty of the employee to stay at his/her workplace and to carry out activities also at another place than agreed or activities of a different type than agreed) or the duty of a person to fulfil tasks inevitable for coping

with the EM measures during a crisis situation.

The specific EM measures are as follows (Act 179/2011, Coll., [2] and [3]):

- protecting the vitally important resources,
- organising the production and organising the services,
- regulating the distribution and consumption of electricity and heat and regulating the distribution and consumption of the natural gas,
- maintaining the manufacturing capabilities,
- organising the distribution of the vitally important products or goods and their selling using extraordinary regulation measures,
- establishing offices for issuing distribution certificates,
- organising the healthcare aid,
- organising the traffic,
- organising the building and reconstruction activities,
- organising the veterinary care,
- organising the welfare system,
- creating the state material reserves and managing them,
- solving the situation when there is shortage of fuels,
- the reduced educational process,
- providing the air time,
- protecting the cultural heritage,
- protecting the objects of extraordinary importance and other important objects,
- carrying out the bank services connected with ensuring the financial means,
- organising the post services,
- the organisation of providing the electronic communication networks and services,
- organising the distribution of fuels.

As it has been mentioned in the introduction, the priority of the security is (except for other things) to protect life and help the citizens during the state of emergency. The Ministry of Labour, Social Affairs and Family of the Slovak Republic in collaboration with the corresponding EM subjects both during the state of security and emergencies prepares and fulfils the specific EM measures which help the citizens affected by a crisis situation. This measure is called the organisation of the social welfare. The objective of this measure is to assess the social situation of the affected people as soon as possible and at the place of the crisis situation, i.e. if the person is, e.g.:

- in the state of material deprivation and receives the social assistance benefits and allowance to social assistance benefits,
- a severely disabled person,
- a single parent who takes care about an unprovided child,
- a person who has the right for the old-age pension (who reached the age for this benefit),
- an underage person (he/she is solved primarily, mostly immediately after a crisis phenomenon),
- if the person's property is damaged (especially his/her dwelling).

Subsequently according to the social situation of the citizen the bodies have the task to realise the social welfare (Methodological Guideline No. 16053/20104) as follows:

- the measures for the insured person and recipients of the benefits,
- the measures for the recipients of the social assistance benefits,
- the measures for inhabitants relying on social assistance,
- the social and legal protection of children and social guardianship,
- the psychosocial aid,
- solving the unemployment,
- solving the issues in collaboration with the district office for determining the duty to work,
- working out materials for providing subsidies for the humanitarian assistance,
- the one-off financial assistance.

The Ministry of Labour, Social Affairs and Family of the Slovak Republic activates and creates the Centre of Concentrated Social Welfare (CCSW) for ensuring this comprehensive social assistance. The CCSW is a place of concentrated activities of institutions providing the social welfare during the crisis situations. The decisive role is a concentrated, fast and proactive assistance for the affected citizens and ensuring the social stability. The CCSW is the basic element for solving the social welfare during the crisis situation which is established in the affected regions as close as possible to the hit people. The determined subjects working in the framework of the CCSW organise their activities in such a way that the people hit by the consequences of the crisis situation can receive all relevant things resulting from the law within 30 days from the first contact with them.

The Ministry of Labour, Social Affairs and Family of the Slovak Republic, the Centre of Labour, Social Affairs and Family, the labour, social affairs and family offices, the National Inspectorate of Labour and inspectorates of labour, Social Insurance Company, Institute for Working Rehabilitation of Disabled Citizens, Institute for Labour Recovery of Citizens, Rehabilitation Centre for Blind and Partially Sighted People, regional territorial units, towns and villages, legal entities and self-employed people and NGOs dealing with activities in the area of social welfare (Methodological Guideline No. 16053/2014) belong to the subjects participating in the CCSW activities.

After activating the CCSW the obligation of the labour, social affairs and family offices, the affiliations of the Social Insurance Company, the National Inspectorate of Labour and the regional territorial unit and other institutions have to provide employees for its needs according to their territorial scope. After activating the CCSW the municipality provides space for its activities free of charge and during the crisis situation the natural people are obliged to submit to the social welfare organisation.

The possibility to establish the CCSW is a relatively new measure in the framework of the social welfare system for the citizens' needs during crisis situations. Its effective work depends on the preparedness of the competent employees as well as on the quality of the crisis plans. Several exercises have been carried out for verifying the functionality and preparedness of the CCSW. In the framework of them the CCSW activities were trained and subsequently adapted or adjusted for the needs of practice through identifying the problems. The Table 1 summarises and briefly describes the realised exercises into which the CCSW were also implemented.

The CCSW is activated during a crisis situation after fulfilling one of the following criteria for activating (Methodological Guideline No. 16053/2014):

- when an event develops which results in more than 10 injured or affected people out of whom minimally three are in a critical state,
- the **evacuation** of more than 50 people from the hit area taking more than 48 hours, the **development of social conflicts and unrests** due to long unemployment, social exclusion, national, racial, religious, opinion and another type of intolerance,

Table 1. Exercises of the Ministry of Labour, Social Affairs and Family of the Slovak Republic (MLSAF) and created CCSWs – an overview.

Sequence Number	Exercise	Character	Training Institution	Number of Participating People
1	Exercise 2012 Havran 17 <sup>th</sup> and 18 <sup>th</sup> October	Simulated accident of a nuclear power station	Centre of LSAF, National Inspectorate of Labour, Inspectorate of Labour Nitra, LSAF Office Nitra, Trnava, Dunajská Streda, Senica, Social Insurance Company and its affiliations in the region	4,800
2	Exercise 2013 20 <sup>th</sup> and 21 <sup>st</sup> November	Two-level exercise	Centre of LSAF, LSAF offices in Poprad, Kežmarok, Stará Ľubovňa, CCSW Svit, Batizovce, Spišská Belá, Spišská Stará Ves, Stará Ľubovňa, Plaveč	900
3	Exercise 2014 27 <sup>th</sup> to 30 <sup>th</sup> October	Two-level exercise	Centre of LSAF, LSAF offices in Námestovo, Dolný Kubín, Ružomberok CCSW Zákamenné, Bobrov, Pribiš, Žaškov, Sliache, Komjatná	900
4	Exercise 2015 27 <sup>th</sup> to 29 <sup>th</sup> October	Two-level exercise	Centre of LSAF, LSAF offices in Dunajská Streda, Komárno a Nové Zámky CCSW Orechová Potôň, Dolný Štál, Mojzesovo, Dvory nad Žitavou, Svätý Peter and Kameničná	900
5	Exercise 2016 18 <sup>th</sup> to 20 <sup>th</sup> October	Two-level exercise	Centre of LSAF, LSAF offices in Senica, Malacky, Pezinok, Social Insurance Company and its affiliations, Slovak Red Cross, CCSW Senica, Častkov, Veľké Leváre, Jakubov, Dubová, Svätý Jur	1,600
6	Exercise 2016 14 <sup>th</sup> - 15 <sup>th</sup> November	Two-level exercise	Centre of LSAF, LSAF offices in Brezno, Revúca, Rožňava, , Social Insurance Company and its affiliations, Slovak Red Cross , CCSW Betliar, Krásnohorské Podhradie, Mokrá Lúka, Hronec, Podbrezová	1,600

- the **mass redundancies** of more than 50 people when failing to keep the legal standards and procedures.

These criteria have been fulfilled during the last decade several times after developing various emergencies or crisis situations. During the process of their solution the CCSWs were activated and various activities connected with the social welfare of the affected citizens were implemented. The table 2 shows examples during which the CCSW

was activated, including the description of the emergency and consequences it caused.

One of the primary requirements of the current crisis managers for solving the aforementioned situations (but also others) is to have an access to the actual data from any place (as mentioned before the CCSWs are field workplaces) and the possibility to exchange the information between the involved subjects quickly to ensure adequate help for the affected inhabitants in the shortest possible time.

Table 2 Help for people affected by an emergency.

Sequence Number	Year of the Emergency	Emergency	Consequences
1	2009	Accident of the bus in Polomka	12 dead, several injured
2	2009	Explosion in the coal mine Handlová	19 dead
3	2010	Floods – Košice and Prešov regions	Evacuation of citizens
4	2010	Tragic event (shooting) in Devínska Nová Ves	8 dead, 13 injured
5	2011	Flood in village Malčice	Long-term evacuation of 750 people, including 150 children
6	2012	Extreme frosts in January and February	Tens of villages were hit (around 20, 000 people)
7	2012	Fire of block of flats in Bačkov	92 affected and evacuated people
8	2013	Bridge built in the framework of the highway near the village Kurimany	4 dead, 14 injured
9	2014	Mass redundancies in Veľký Krtíš	289 fired people
10	2014	Tragedy of the bus with students near Červeník	4 dead, 28 injured
11	2015	Fire in the village Malcov	19 dwellings burnt, 119 people without dwellings, including 59 children
12	2017	Fire in the village Krivany	7 flats hit, 41 people were affected, including 25 children

At the same time the solution of such situations requires a comprehensive planning of tasks, resources and procedures in all spheres of the economic and non-economic superstructure of the state (also the social welfare), the preparation of the involved subjects in the state of security and an effective way of managing and coordinating their activities during the crisis situation. To support the fulfilment of these requirements the EM system utilises the centralised unified information system of economic mobilisation - UIS EM – and its specific application programme EPSIS® JISHM (furthermore only EPSIS). The employees of the Crisis Management Department worked out the technical and operating requirements in the process of procuring this information system (based on the assignment of the Ministry of Economy of the Slovak Republic).

#### 4. UNIFIED INFORMATION SYSTEM OF ECONOMIC MOBILISATION

The specific programme EPSIS is a supporting programme for the crisis management of the EM subjects. Some of them are also bodies of the crisis management. It serves for making decisions of the crisis management bodies during preparation for solutions as well as during the solution of a crisis situation itself and reducing the impacts of a crisis situation. The information system is only one aid

which is to make the crisis manager's operation during making decisions for coping with the crisis situation or solving the crisis situation easier. During the state of security, the programme EPSIS is used for planning the realisation of the EM measures and for collecting data about the necessary resources (about the staff, material, energy, transportation, etc.) as well as for collecting data about the subjects and objects that can be used for solving the crisis situation.

The basic advantage of the programme EPSIS and the whole centralised UIS EM is that:

- it operates on-line through the Internet (following, processing and updating the data is carried out in real time at various management levels),
- the data can be utilised directly in the field (the lap top and mobile connection are necessary),
- the control of the programme EPSIS is simple through a few icons and functions, the instructions are available,
- the system offers a better possibility of recording the users and checking their entrance to the system,
- making the data accessible among the EM subjects is realised on the sector and interdisciplinary levels through adjusted access authorisation,

- the EM subjects can be informed through SMS and e-mail messages, bulk SMS in selected areas,
- it can be continuously developed (flexibility), and the users need not upgrade it through an installation,
- it can utilise data from other information systems and to update this data in adjusted intervals,
- it is suitable for creating documents and inserting external files,
- the data can be linked with map materials and export it to your local PC (see the figure1),
- it is possible to utilise the available code lists and registers for a more effective operation with the data and information,
- the data can be utilised also for other purposes than the economic mobilisation in compliance with the valid legal regulations.

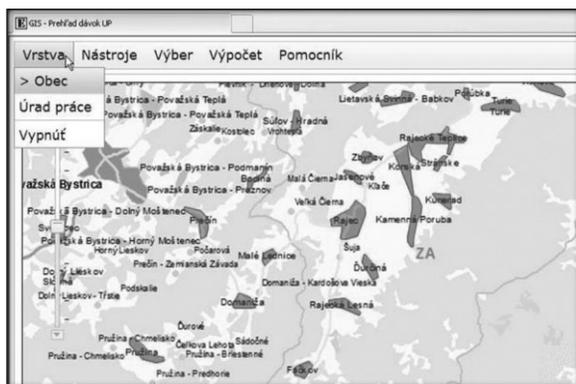


Fig. 1. Map of assigned social benefits by the labour offices for the inhabitants of the affected villages in the framework of solving the crisis situation in EPSIS.

Legend:

GIS – Prehľad dávok UP = GIS – Benefits overview of the Government Office of Labour, Social Affairs and Family of the Slovak Republic support, Obec = Village (Commune), Úrad práce = Government Office of Labour, Social Affairs and Family of the Slovak Republic, Vypnúť = Exit (the programme), Nástroje = Tools, Výber = Selection, Výpočet = Calculation, Pomocník = Help.

The Ministry of Economy of the Slovak Republic creates a basic model composed of general modules which can be extended by specific modules based on the requirements of other EM subjects. They submit their requirements regarding to realising specific EM measures and it requests to include specific functions enabling to realise the given measures to the system. E.g. the Ministry of Labour, Social Affairs and Family of the Slovak Republic and cooperating EM subjects need such

modules, functions and depictions (see the figure 1) which would enable ensuring the social services during the crisis situation effectively. On the other hand, the development of the programme EPSIS is limited by time and financial possibilities of individual administrators of the budget chapters.

## 5. CONCLUSION

The need to support making decisions by information technologies is nowadays an inseparable part of the decision-making process. EPSIS does not only replace the common information systems utilised by the individual EM subjects for solving their specific tasks and everyday administration activities, but it also enables coordinating activities and management for solving the crisis situations from the point of view of the central body (or a supervisory body – e.g. Centre of Labour, Social Affairs and Family) and executive subjects can (in real time) require completing the personal and material resources for carrying out the EM measures. In the framework of the social welfare they are e.g. completing the technical means for the CCSW operation, completing the human capacity necessary for settling the citizens' requirements, etc.

The University of Žilina's place in the framework of the Slovak citizens' social welfare is especially its active participation in the crisis management exercises where the university representative, namely the representatives of the Faculty of Security Engineering, play the role of referees. They supervise the exercises from the professional viewpoint and provide the participants with feedback in the form of recommendations for more effective management of the social welfare of the affected citizens and according to the exercise orientation also other areas. The subsequent collaboration can help implement the ideas to the methodological instructions for establishing, operating and managing the CCSWs. Also the programme EPSIS is similarly modified and is completed by suitable modules, functionalities and elements. Their goal is to solve the social situation and on the other hand to achieve the required performance of the affected citizens, i.e. to help them in their social situation as quickly as possible and in a suitable form. For details and references see [7] and [8].

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