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Н. Лега**DEVELOPMENT OF FINANCIAL AND MATERIEL MECHANISM  
TO PROVIDE THE ACTIVITIES FOR EMERGENCY RESPONSE****ФОРМУВАННЯ ФІНАНСОВО-МАТЕРІАЛЬНОГО МЕХАНІЗМУ ЗАБЕЗПЕЧЕННЯ  
ЗАХОДІВ З ЛІКВІДАЦІЇ НАДЗВИЧАЙНИХ СИТУАЦІЙ**

*The problematic issues having impact on the development of financial and materiel mechanism to provide the activities for emergency response are analyzed in the article. The financial sources for emergency response are systematized. The financing scheme for emergency prevention and response at facilities of all forms of ownership is offered. The item of expenditure "The purchasing of fire-fighting equipment and other special equipment of domestic production" of the State budgets 2013 – 2016 has been analyzed. It is concluded that the amount of funding for logistics support of the SES of Ukraine is increasing year after year and it is a positive factor, but taking into account rather high level of inflation during the recent years in Ukraine and obsolete equipment, such financing is insufficient and very low. It is determined that apart from purchasing the fire-fighting equipment and other special equipment the subdivisions of the SES of Ukraine need many other means of materiel support for performance of qualitative rescue operations, which are poorly financed or not financed at all. The basic principles of financial and materiel provision of activities for emergency recovery are offered.*

**Keywords:** financial and materiel provision, damages, materiel reserve, budget surplus fund, emergency recovery, budget.

**Topicality of the problem.** Minimization of emergency recovery losses is of great importance for the society and depends on the effectiveness of the emergencies' response and their recovery. It is well known that the effectiveness of the emergencies' response and their recovery depends on logistics support.

Today as never before the likelihood of the occurrence of the risks for domestic security in general and for the population health and safety in particular is rather high due to the armed conflicts. Probably nobody doubts that there is a necessity to keep the civil defense system in readiness in peacetime against the possibility of armed conflicts, including for the purposes of limited use of unconventional weapon. The priority of the mentioned task should follow from the new Concept of national security of Ukraine and is a result of the factors characterizing the current world military-and-political background: exacerbation of national, ethnic and religious extremism, terroristic threats; expansion of local wars and armed conflicts; proliferation of nuclear and other mass destruction weapon and development of the means of its delivery. The aforesaid determines the topicality of the study, aimed at the improvement of state policy in the sphere of civil protection in accordance with the needs of the time.

**Analysis of the latest sources of researches and publications.** In recent times many countries addressed the problem of the state management in the sphere of civil protection. The studies of its different aspects are presented in scientific publications of V. A. Domanskyi, O. O. Kalashnikov, V. V. Lipynskyi, O. M. Martyn, V. Y. Nazarenko, O. V. Sydorчук, O. O. Tursha, T. O. Shcherba, M. Rahn. However, the issues of financial and materiel mechanism to provide the activities for emergency response haven't been studied. The aforesaid issues were studied fragmentarily, without comprehensive approach.

**Definition of the article's purposes.** The purpose and objectives of the study include: the analysis of scientific publications, laws and regulations governing financial and materiel mechanism to provide the activities for emergency response; the classification of the sources for emergency response; the analysis of the item of expenditure "The purchasing of fire-fighting equipment and other special equipment of domestic production" of the State budgets 2013-2016; the integration of conclusions regarding the financing of logistics support of the State Emergency Service of Ukraine (the SES of Ukraine).

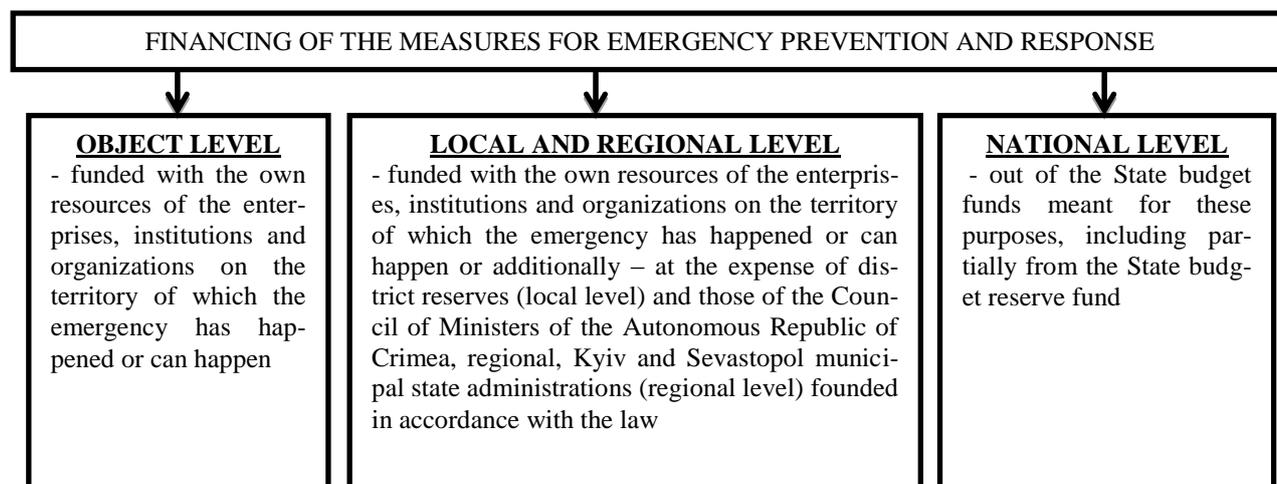
**Basic data for study statement.** According to the legislation of Ukraine funds of financial, medical and logistics resources, which are to be created at all management levels, are one of the main elements of the population and territories protection; they are formed against the possibility of emergency situations occurrence.

Depending on the extent of damages, logistics resources necessary for their remediation, the emergency situation may be classified as that of the national, regional, local and object levels [5].

In order to determine the level of emergency situation the following criteria have been established:

- 1) area expansion and volume of logistics resources necessary for the remediation of the emergency situation;
- 2) number of people which died or were injured because of the damage effects of the source of emergency situation or those whose normal conditions of vital activity were broken;
- 3) volume of damages caused by the damage effects of the source of emergency situation is calculated according to the Procedure of the evaluation of damages as the result of the manmade and natural emergency consequences, approved by Enactment № 175 of February 15<sup>th</sup>, 2002 of the Cabinet of Ministers of Ukraine.

Financing of works on emergency prevention and response is carried out in accordance with the Enactment № 140 of the Cabinet of Ministers of Ukraine (“Procedure of financing of works on emergency prevention and response”) of February 4<sup>th</sup>, 1999. Financing of the measures for emergency prevention and response at the facilities of all forms of ownership is carried out according to their levels (Fig. 1).



**Fig. 1. Financing of the measures for emergency prevention and response at the facilities of all forms of ownership**

Additional funds for financing the measures for prevention and response of emergencies of the corresponding level (providing that the above mentioned sources of financing are exhausted) can be allocated on the basis of the relevant executive body petition, in particular:

- object level – by the relevant executive body’s decision, to the sphere of management of which refers the object, regional and district state administration, executive committee of the municipal council;
- local level – by the decision of the central executive bodies, the Council of Ministers of the Autonomous Republic of Crimea, regional, Kyiv and Sevastopol municipal state administrations, municipal executive committees;

- regional or national level – by the decision of the Cabinet of Ministers of Ukraine.

The funds allocated for emergency prevention and response are used for [6]:

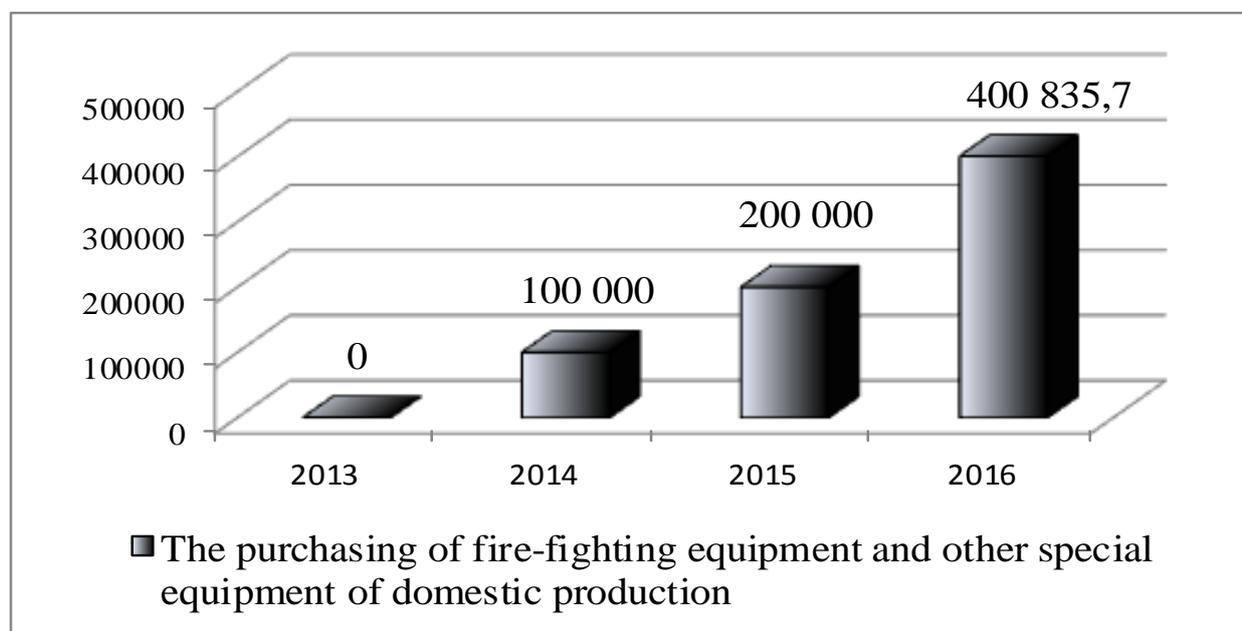
- performance of search and rescue missions, recovery and other urgent actions aiming at elimination of threat to public health safety caused by the emergencies;
- provision of financial aid to the emergency-affected population subject to the law;
- deployment and support of centers for temporary residence and meals of the emergency-affected population;
- performance of evacuation activities;
- support of rescue and other forces or agencies involved into emergency response;
- prompt response to emergency threats, prevention or mitigation of the possible consequences.

At present funding of the sphere of Civil defense is insufficient. To support the State Emergency Service of Ukraine (the SES of Ukraine) activity the general fund State budget for 2014 provided for expenses in the amount of 3 378 130,7 hrn. and the special fund – 562 863,6 hrn. During 2014 the open funding in the amount of 100 % as per monthly funding plan was forwarded, 99,6 % of the budgetary appropriated funds were used (3 365 806,6 hrn.). In fact, the revenue to the budget special fund constitutes 679 175,646 hrn.

(120,66 %). Resources of the reserve fund are used in the amount of 64 053,0 hrn. or 92,0 % out of the total amount provided for the SES of Ukraine (69 597,7 hrn.). According to the budget programmes financing of the SES of Ukraine includes: supervision and management in the sphere of emergencies – 67 226,7 hrn.; aerial research and rescue missions – 7 424,3 hrn.; hydrometeorological activity – 170 914,6 hrn.; applied scientific researches and scientific and technical researches, performance of works in accordance with the state purpose-oriented programmes and state order in the field of hydrometeorology, training of scientific manpower – 13 901,2 hrn.; applied scientific researches and scientific and technical researches, performance of works in accordance with the state purpose-oriented programmes and state order in the field of civil defense and fire safety, training of scientific manpower – 18 341,9 hrn.; support of the civil defense forces activity – 2 839 585,5 hrn.; training of manpower in the sphere of civil defense – 255 936,5 hrn.; acquisition of fire-fighting equipment of the domestic production – 4 800,0 hrn. [1]. According to Article 24, the Budget Code of Ukraine specifies the obligatory creation of the reserve fund, which cannot exceed 1 % of the amount of expenditures of the general fund of the State budget, for unexpected irregular expenses which couldn't have been envisaged at the time of the State budget drafting. In 2014 the State budget of the reserve fund accounted for 1 500 000,0 hrn., which constituted 0,46 % of the amount of expenditures of the general fund of the State budget.

According to the National purpose-oriented programme of the population and territories protection against manmade and natural emergencies for 2013-2017 enacted by the law of Ukraine № 4909-VI of June 7<sup>th</sup>, 2012, in the 751,022 mln. hrn. of expenses were envisaged for 2014, whilst the State budget of Ukraine for 2014 provided for only 4,8 mln. hrn. for the technical re-equipment of the agencies and forces of the SES of Ukraine.

The analysis of the item of expenditure “The purchasing of fire-fighting equipment and other special equipment of domestic production” of the State budgets 2013-2016 [2] (Fig. 2) suggests that the amount of funding for logistics support of the SES of Ukraine is increasing year after year and it is a positive factor, but taking into account rather high level of inflation of the recent years in Ukraine and obsolete equipment, such financing is insufficient and quite low. Apart from the acquisition of the fire-fighting equipment and other special equipment the SES of Ukraine forces need many other means of logistics support for performance of high quality search and rescue missions which are not funded at all or funded insufficiently.



**Fig. 2. The purchasing of fire-fighting equipment and other special equipment of domestic production in 2013-2016, hrn.**

Besides according to the Cabinet of Ministers of Ukraine Directive №768-p of August 20<sup>th</sup>, 2014 “On allocation of resources from the reserve fund of the state budget” the SES of Ukraine was provided with funds in the amount of 53,5 mln. hrn. for the acquisition of the mine clearing gear and search of ex-

plosive ordnance devices, aerial equipment recovery, support of the emergency response forces by clothing allowance, first-aid medical service means, signal supply, support by airborne and rescue gear, combustible and lubrication materials for aircrafts and fire and rescue equipment, airfield-engineering aviation support of flights, funding of public utilities. Besides for the equipment of the General Directorates of the SES of Ukraine, in Donetsk and Lugansk regions 9 power generating units were received as a humanitarian aid of the State Fire and Rescue Service of the Republic of Latvia. At the end of the year German Society for international cooperation humanitarian aid was processed, accepted and transferred to the subordinate units to support functioning of the transfer stations for the internally displaced people, in particular: fan heaters, power generating units of different capacity, wheel loaders, diesel hand pumps, clear-water reservoirs. A humanitarian aid of International Committee of the Red Cross (Switzerland) was delivered to support the pyrotechnical units of the General Directorate of the SES of Ukraine in Lugansk region, in particular: metal detectors and protective gear (helmets, protective aprons) [4].

Logistics support and reserves is the basis for implementation of decisions regarding the emergency response and population protection against dangers. Procedure of creation and usage of reserves for emergency prevention is performed according to the Enactment №775 of September 30<sup>th</sup>, 2015 of the Cabinet of Ministers of Ukraine.

Materiel readiness reserve is a supply of construction materials, fuels and lubricants, medications and healthcare products, foods, equipment, technical means and other material values (hereinafter – material values), intended for emergency prevention and recovery, care assistance to the population affected, performance of high priority recovery works and measures [8].

Materiel readiness reserves are established by [8]:

- the SES of Ukraine – operational materiel readiness reserve for emergency prevention and recovery, urgent care assistance to the population affected;

- the Ministry of Agrarian Policy and Food of Ukraine (through the State Forest Resources Enterprise of Ukraine), the Ministry of Economic Development and Trade of Ukraine, the Ministry of Energy and Coal Industry of Ukraine, the Ministry of Health of Ukraine, the Ministry of Ecology and Natural Resources of Ukraine (through the State Water Resources Agency of Ukraine) – departmental materiel reserve for emergency prevention and recovery in the corresponding economic branch;

- the Council of Ministers of the Autonomous Republic of Crimea, regional, Kyiv and Sebastopol municipal state administrations, district state administrations, local authorities – regional and local materiel reserves intended for emergency prevention and recovery and care assistance to the population affected;

- the business entities which own or use the high-risk facility (facilities) or potentially hazardous facility (facilities) (hereinafter – enterprises), – facilities' materiel reserve for emergency prevention and recovery and remedial actions performance.

Creation, supporting and replenishing of materiel reserves are effected: operational materiel reserve – by the aid of the state budget resources through the SES of Ukraine; departmental materiel reserve – at the expense of the state budget resources through the corresponding central executive bodies; regional and local – by using the budget funds of the Autonomous Republic of Crimea and local budgets; facilities' materiel reserve – from own funds of the enterprises. Creation, supporting and replenishing of materiel reserves can be effected using the charitable contributions of national and legal entities, charitable organizations and associations of citizens and other sources permitted by applicable law.

Government reserve – is a special strategic materiel assets' stockpile to be used for the purposes and under procedure prescribed by the Law of Ukraine “On Strategic Materiel Reserve”. The materiel assets' emergency stockpile (constantly maintained at a specified level) is established as a part of the strategic materiel reserve.

Government reserve includes:

- mobilization reserve – supplies of inventory and raw materials resources intended for launching of production of military and other industrial products, repair of military assets in a particular period, launching of railway and road traffic route restoration works, sea and river ports, airfields, communication lines and facilities, gas- and oil-products pipelines, energy and water supply to ensure trouble-free operation of manufacturing industry, transport and communications, care delivery in the war-time period;

- supplies of raw materials, inventory and food resources to meet the national strategic demands;

- supplies of inventory resources aimed at priority tasks performance at the time of emergency response and for carrying out the other tasks as required by the Law [3].

Emergency funds can be used for performance of the following activities:

(a) actions for manmade, natural and social emergency response;

(a<sup>1</sup>) actions regarding manmade and natural emergency prevention based on monitoring, expertise, researches data and prognoses concerning probable drift of events, aimed at prevention of their grow into manmade and natural emergency situations or mitigation of the probable effects;

(a<sup>2</sup>) actions regarding preparations and performance of snap elections of the people's deputies of Ukraine;

(b) other unexpected actions of inconstant character which can be performed out of public funds subject to the law and which couldn't have been predicted during budget draft formation, thus at the time of budget approval there were no grounds for conduction of such actions as per enactments of the Supreme Council of Ukraine, the President of Ukraine, the Cabinet of Ministers of Ukraine, the Supreme Council of the Autonomous Republic of Crimea, the Council of Ministers of the Autonomous Republic of Crimea, relevant council, local public administration, executive body of the relevant council, etc.

The SES of Ukraine permanently undertakes actions for creation of materiel reserves of all levels (but national one) for emergency response and delivery of emergency medical aid to the population affected. In 2014 the actual volume of the SES of Ukraine operational materiel reserve's creation was 2,2 % of the stipulated nomenclature due to the absence of the budget assignment for the replenishing of the aforesaid reserve in the state budget. In 2014 all regions of Ukraine carried out practical work regarding creation and accumulation of the actual materiel reserves on implementation of the requirements of Order of creation and application of materiel reserves for emergency prevention and response, draft of the essential order and planning documents on accumulation of regional and local materiel reserves. According to the statements on accumulation of materiel values in the materiel reserves in case of emergency response provided by the regional state administrations, Kyiv City state administration as of 01.01.2015, the regional materiel reserves on regional bases and supply warehouses were accumulated by an average of 36,6 % of the stipulated nomenclatures. As was demonstrated by the analysis the state of the accumulation of regional materiel reserves and their volumes increased by 3,6 % as compared to the beginning of 2014, but it doesn't in full correspond to the approved standards due to the insufficient funding. Higher amounts of regional materiel reserves are created in Vinnitsa (81,1 %), Zaporizhzhia (72,4 %), Dnipropetrovsk (71 %) and Kyiv (70,6 %) regions.

The implementation of measures regarding creation of the required resources is considerably activated in Cherkasy (62,5 %), Poltava (57,8 %), Ivano-Frankivsk (53,4 %), Khmelnytskyi (53 %), Sumy (52,6 %) and Donetsk (47 %) regions. The aforesaid issue is being resolved more slowly in Chernigiv (43,9 %), Ternopil (42 %), Lviv (41,3 %) regions. The state of the accumulation of regional materiel reserves in Kharkiv region is 38 %, in Zakarpattia region – 23,5 %, in Kirovograd region – 18,3 % of the planed volume.

In Mykolaiiv and Volyn regions the volumes of the created regional materiel reserves are below 13 %. In Rivne, Odesa and Zhytomyr regions the volumes of the created regional materiel reserves are below 10 %. In 2014 the minimal volumes of the created regional materiel reserves were in Chernivtsi region (2,6 %), Kyiv city (2,3 %) and Kherson region (2 %). The accumulation of regional materiel reserves as of 01.01.2015 p. [1] is shown in Table 2.

Local materiel reserves are formed by an average of 34,9 % of the planed volume.

There is no departmental materiel reserve as such in the Ministry of Agrarian Policy and Food of Ukraine and the Ministry of Infrastructure. In the Ministry of Health materiel assets to the departmental reserve were not forwarded; the objects' limited reserves are created in institutions which are referred to the State Service of Emergency Medicine of Ukraine. In the Ministry of Energy and Coal Industry of Ukraine the creation of departmental reserve is assigned to the companies which in fact have objects' reserve in the amounts as follows: the State Enterprise "NEC "Ukrenergo" – 84,6 % of the planed volume in the amount of 57 668,5 hrn.; the State Enterprise "National Nuclear Energy Generating Company "Energoatom" – 90,6 % in the amount of 52 789,5 hrn.; National JSC "Power Company of Ukraine" – 87,7 % in the amount of 26 418,0 hrn.; National JSC "Naftogas of Ukraine" – 84,0 % in the amount of 85 467,5 hrn.; PJSC "Ukrhydroenergo" – 99,0 % in the amount of 3 113,3 hrn.; the State Enterprise "Eastern mining processing plant" – 91,5 % in the amount of 92,7 hrn.; coal industry enterprises – 81,2 % in the amount of 47 880,0 hrn. The State Agency of Water Resources of Ukraine created departmental reserve by 23,0 % of the planed volume. The State Forest Resources Enterprise of Ukraine created departmental reserve by 73,3 % of total requirements.

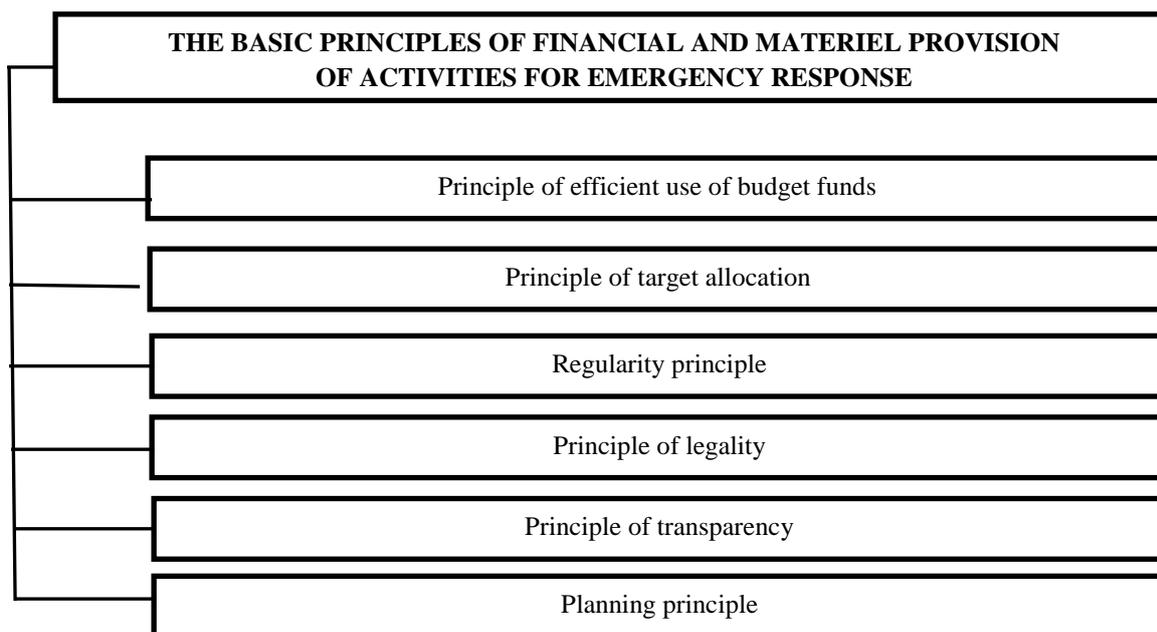
Table 2

**The accumulation of regional materiel reserves as of 01.01.2015 p.**

№	Territory	% of the planed volume
1	The Autonomous Republic of Crimea*	-
2	Vinnitsa region	81,1
3	Volyn region	less than 13
4	Dnipropetrovsk region	71
5	Donetsk region	47
6	Zhytomyr region	less than 10
7	Zakarpattia region	23,5
8	Zaporizhzhia region	72,4
9	Ivano-Frankivsk region	53,4
10	Kyiv region	70,6
11	Kirovograd region	18,3
12	Lugansk region *	-
13	Lviv region	41,3
14	Mykolaiv region	12
15	Odesa region	менше 10
16	Poltava region	57,8
17	Rivne region	менше 10
18	Sumy region	52,6
19	Ternopil region	42
20	Kharkiv region	38
21	Kherson region	2
22	Khmelnyskyi region	53
23	Cherkasy region	62,5
24	Chernivtsi region	2,6
25	Chernigiv region	43,9
26	City of Kyiv	2,3
27	City of Sevastopol*	-
<b>Average figures</b>		<b>36,6</b>

\*Information is not available

The authors singled out the basic principles of financial and materiel provision of activities for emergency response (Fig. 3).



**Fig. 3. The basic principles of financial and materiel provision of activities for emergency response**

**Summary.** Taking into account the insufficient financing as of 01.01.2015 the regional materiel reserves on regional bases and supply warehouses were accumulated by an average of 36,6 % of the stipulated nomenclatures; local materiel reserves were accumulated by 34,9 % of the planed volume. The fuller regional materiel reserves were created in Vinnitsa (81,1 %), Zaporizhzhia (72,4 %), Dnipropetrovsk (71 %) and Kyiv (70,6 %) regions. In 2014 the smallest volumes of accumulation of the regional materiel reserves were in Chernivtsi region (2,6 %), Kyiv city (2,3 %) and Kherson region (2 %).

Establishing and accumulation of the national materiel reserves for the Single National System of Civil Defense needs covers the following:

- renewal of the rated value of materiel reserves (resources) for performance of priority works on emergency recovery on national, regional, local and objects' levels;

- establishing and continuous replenishment of the Cabinet of Ministers of Ukraine financial resources reserve fund, executive bodies, local self-governing authorities and objects for financing of expenditures related to the emergency recovery;

- government and local self-governing authorities' abiding by commitments to refund charges regarding provision of essential services to the population effected and emergency response to the state-owned and private agencies;

- simplification of the procedure of usage of materiel and financial resources at the stage of emergency recovery and support of the population effected;

- bringing to standard figures supplies of inventory and raw materials resources for provision of essential services to the population, territories protection, functioning of strategic production branches and their strengthening, regulatory bodies and civil defense forces during special period and within time specified by the corresponding statutory enactments;

- creation of reliable and overall funding of the Single National System of Civil Defense priority trends.

We believe that financial and materiel provision of measures for emergency response ought to be carried out in a single package.

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### **ФОРМУВАННЯ ФІНАНСОВО-МАТЕРІАЛЬНОГО МЕХАНІЗМУ ЗАБЕЗПЕЧЕННЯ ЗАХОДІВ З ЛІКВІДАЦІЇ НАДЗВИЧАЙНИХ СИТУАЦІЙ**

*У статті проаналізовано проблемні питання, які впливають на формування фінансово-матеріального механізму забезпечення заходів з ліквідації надзвичайних ситуацій. Систематизовано джерела забезпечення заходів з ліквідації надзвичайних ситуацій. Запропоновано схему фінансування заходів із запобігання та ліквідації наслідків надзвичайних ситуацій на об'єктах усіх форм власності. Проаналізовано статтю видатків «Придбання пожежної та іншої спеціальної техніки вітчизняного виробництва» Державних бюджетів 2013 – 2016 рр. Зроблено висновок, що фінансування матеріально-технічного забезпечення ДСНС України з кожним роком збільшується, що є позитивним показником, але, враховуючи значний рівень інфляційних процесів за останні роки в Україні і застарілу техніку, таке фінансування є несуттєвим і дуже низьким. Визначено, що, крім придбання пожежної та іншої спеціальної техніки, підрозділи ДСНС України потребують багато інших засобів матеріального забезпечення для якісного проведення аварійно-рятувальних робіт, на які або зовсім не виділяються кошти, або вони є незначними. Запропоновано основні принципи фінансового та матеріального забезпечення заходів з ліквідації НС.*

**Ключові слова:** фінансове та матеріальне забезпечення, збитки, матеріальний резерв, резервний фонд бюджету, ліквідація надзвичайних ситуацій, бюджет.