

CONCEPTUAL CIVIL PROTECTION MODEL IN THE REPUBLIC OF SRPSKA WITH REFERENCE TO THE REGIONAL DEPARTMENT ORGANIZATION

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Abstract: *Frequent emergencies show that the traditional civil protection system organization is not able to respond to their challenges. Today's emergencies, in addition to discrediting previously adopted civil protection systems, clearly show that existing national civil protection systems can hardly respond to such challenges without interstate cooperation. This is due to the fact that today's natural disasters, technical and technological accidents, as well as conditions resulting from social crises, are taking on such proportions that they often cover the territories of several countries. In order to be more ready to deal with such situations/conditions, it is necessary to first define and build civil protection state systems on modern scientific bases that will be efficient and effective on regional level at least. This paper will describe the applied research methodology, as well as the most significant research results. The aim of this research is to adopt civil protection system model that would be generally acceptable. The concept elaborates the civil protection organization system on at least three levels: strategic, tactical and operational, i.e., state, regional and municipal. For the needs of this paper, the emphasis is put on the middle level, the level of regional civil protection system organization. The possibility of applying the conceptual civil protection model was confirmed by the assessment of implementation experts in the territory of the Republic of Srpska.*

Key words: *civil protection, methodology, model, research results*

1. INTRODUCTION

With the disintegration of Bosnia and Herzegovina at the beginning of the 1990s and the beginning of war actions on the territory of this former Yugoslav republic, the existence of the civil protection system, which had existed until then, ceased. During that armed conflict, civil protection in the Republic of Srpska was not recognizable, nor did it carry out what was expected of such a system. At the end of the war, the society peacetime organization began, which recognized the need to organize and legalize the civil protection system. Until 2012, this system was developing looking for the solution that would be the most acceptable. Thus,

the civil protection was part of Ministry of Defense, Ministry of the Interior and Ministry of Local Government and Self-government. The Republic of Srpska regulated the field of civil protection for the first time, while respecting modern trends in 2012, by adopting the Law on Protection and Rescue in Emergency Situations (The Official Gazette of the Republic of Srpska, no. 121/12), which covers the field of protection and rescue, as well as the organization and activities of civil protection in protection and rescue system. As an administration, it was part of Ministry of the Interior of the Republic of Srpska. This law was in force until 2017, when it was amended. These changes did not significantly affect the civil protection system organization in the Republic of Srpska.

2. CIVIL PROTECTION LEGAL REGULATIONS IN THE REPUBLIC OF SRPSKA

Civil protection system in the Republic of Srpska (RS) is centralized, organized through the civil protection administration, regional departments and departments in municipalities/cities. The law clearly defines the emergency, extraordinary event, catastrophe, natural disaster, technical-technological accident, facilities and means of protection, means of assistance, consequence elimination, personal, mutual and collective protection, disposal of unexploded ordnance and dangerous substances. Inspection supervision is performed by inspectors as authorized officials in the Administration. The slow application of the law is visible in the fact that the establishment of the inspectorate, which would monitor the application of legal solutions in the field of civil protection, took five years from the adoption of the law, and the first admission of inspectors to the Civil Protection Republic Administration was only in 2019. Such delays in the application of the law only add to the confusion in responding to emergencies. If it is known that many municipalities do not have civil protection departments/services, and that very often in many municipalities these services/departments consist of people incompetent for civil protection affairs, it is clear why civil protection system does not function in many emergencies. Inspection supervision is the basic level of the Administration through which it realizes real insight into protection and rescue system of the local community. RS has only once complied with the proposal of the Law on Protection and Rescue in Emergency Situations and EU legal regulations and legal acts of the European Council. The compliance referred to the Law on Protection and Rescue published in the Official Gazette of the Republic of Srpska, no. 121/12.

3. COMPLIANCE OF THE LEGAL FRAMEWORK OF PROTECTION AND RESCUE IN THE REPUBLIC OF SRPSKA WITH THE LEGAL FRAMEWORK OF THE EUROPEAN UNION

The primary sources of law used in drafting the Law on Protection and Rescue in Emergencies are:

Treaty on the Functioning of the EU, consolidated text, part three, title XXIII, Civil Protection, Article 196 (The Official Gazette of the EU, 2010/C 83, March 30, 2010) – partially complied.

The secondary sources of law used in drafting the Law on Protection and Rescue in Emergencies are:

- Council Directive 96/83/EC on the major accidents/hazards control including dangerous substances (The Official Journal L 010, 1997) adopted on December 9, 1996 – partially complied.

- Commission Decision of November 8, 2007 establishing Community civil protection mechanism, (2007/779/EC, Euroatom) – partially complied (Official journal of the European Union, L, 2009).

The evaluation of the obligation fulfillment at that time was marked as “partial fulfillment”. No subsequent evaluations were performed.

4. ANALYSIS OF THE EXISTING CIVIL PROTECTION SYSTEM ORGANIZATIONAL STRUCTURE – CIVIL PROTECTION REPUBLIC ADMINISTRATION OF THE REPUBLIC OF SRPSKA

The analysis of the existing civil protection system organizational structure was performed through the available documents that are on the website of the Civil Protection Republic Administration. Furthermore, the analysis was performed from the point of view that civil protection is a complex system too, not only Civil Protection Republic Administration of the Republic of Srpska. According to system theory – complex systems, Civil Protection Republic Administration of the RS should be treated as part of Civil Protection System of the RS. By definition in system theory, administration represents only a small part of the whole system. Administration means management and control of the whole (system). True, regional departments are included within the Civil Protection Republic Administration (RUCZ) of the RS, but a good part of the system is still missing. Here are a few extremely important shortcomings:

- There is no explicit structure and organization of civil protection system of the RS (more precisely, there is a very small part of the system – RUCZ RS), namely:
 - a. There is no explicit structure and organization of civil protection system of the RS – at the level of the RS: Civil Protection System of the Republic of Srpska as a whole; There is only the RUCZ RS which is only a small part of the whole called the system;
 - b. There is no explicit structure and organization of the civil protection system of the RS subsystem
- There are no five regional subsystems of civil protection system of the RS; There are only regional departments and nothing more, with the important difference between departments and subsystems;
 - a. There are no city subsystems of civil protection system of the RS for nine cities;
 - b. There are no municipal subsystems of civil protection systems of the RS for fifty-five municipalities
- There is no explicit appointment (responsibility, competence) for strategic management and control of civil protection system of the RS; What is “implied” is that it is the competence of the RS Government, because all administrations, including the RS RUCZ, are managed by the RS Government;
- There is no explicit hierarchal responsibility for the management and control of civil protection system in the RS in conditions without emergencies or crisis situations, and especially in emergencies and critical situations, as follows:
 - a. There is no explicit strategic management and control of civil protection system of the RS – at the level of the RS;
 - b. There is no explicit strategic-executive management and control of civil protection system of the RS – at the level of the RS;
 - c. There is no explicit tactical management and control of civil protection system of the RS – at the level of five areas in the RS (Banja Luka, Doboј, Bijeljina, Sokolac, Trebinje);

- d. There is no explicit tactical-executive management and control of civil protection system of the RS – at the level of five areas in the RS (Banja Luka, Doboj, Bijeljina, Sokolac, Trebinje);
- e. There is no explicit operational management and control of civil protection system of the RS – at the level of nine cities in the RS (Banja Luka, Doboj, Bijeljina, Sokolac, Trebinje, Prijedor, Zvornik, Istocno Sarajevo, Gradiska, Derventa);
- f. There is no explicit operational-executive management and control of civil protection system of the RS – at the level of nine cities in the RS (Banja Luka, Doboj, Bijeljina, Sokolac, Trebinje, Prijedor, Zvornik, Istocno Sarajevo, Gradiska, Derventa);
- g. There is no explicit executive management and control of civil protection system of the RS – at the level of 55 municipalities in the RS.

Such an approach to building a system can be said to be implicit. Here the adjective “implicit” is used to explain/justify the use (replacement) of the word system-administration. This means that it is assumed that administration is a system. However, if a complete definition of a system is applied, with a set of global behavioral characteristics; functions and interfunctional relations; global characteristics of interest; goals; purpose; vision; mission; global building features; wholeness; behavior; inputs-outputs; resources; including the structure; elements; functions; processes; activities; operators; system-environment interactions; measures; hierarchical structure;...it turns out that a whole range of entities that explicitly demonstrate a complex system does not exist. The situation (impression) is somewhat improved by the legislative definition, but even in that framework, there is a lot of “invisible”, implicit, which means that there is no civil protection system of the RS, but only a small part of the system defined by the RUCZ of the RS.

5. CIVIL PROTECTION CONCEPTUAL MODEL DEVELOPMENT IN THE REPUBLIC OF SRPSKA

The methodological framework for designing (designing and developing) the conceptual model of the civil protection system in the RS consists of several phases, as follows:

1. Adoption of system theory as an infrastructural method and system approach as a way of thinking in the design and development of the conceptual model of civil protection system of the RS;
2. Design and development of the zero conceptual model of civil protection system in the RS using the modeling method;
3. Realization of expert evaluation of the civil protection system zero conceptual model in the RS using the modified Delphi method;
 - 3.1. Design of questionnaires and instructions for experts, based on the zero conceptual model of civil protection system in the RS;
 - 3.2. Realization of expert evaluation of the civil protection system zero conceptual model in the RS;
 - 3.3. Processing and analysis of the results, with conclusions, of the expert zero conceptual model evaluation;
4. Design of the final conceptual civil protection system model in the RS. Here we will describe each of these research phases and give a theoretical basis for each of the methods applied in empirical research-design.

Table 1. Represents the adopted structure of the regional organization level of the civil protection system in the Republic of Srpska. The structure does not differ from the one adopted

at the level of Republika Srpska. The same applies to the local level (municipality or city). Deviations exist in local communities that have a smaller number of inhabitants.

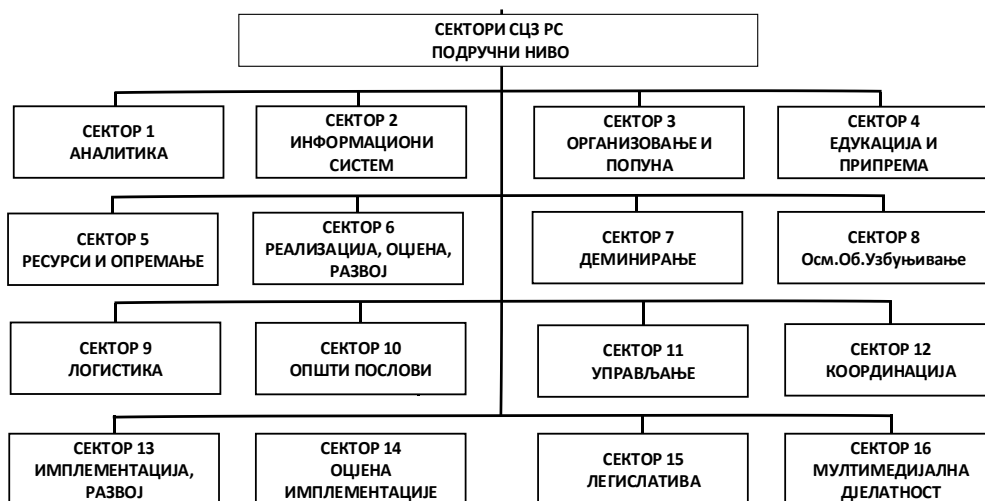


Figure 1. Represents the adopted structure of the regional organization level of the civil protection system in the Republic of Srpska. The structure does not differ from the one adopted at the level of Republika Srpska. The same applies to the local level (municipality or city). Deviations exist in local communities that have a smaller number of inhabitants

Source: (processing by the author)

6. TESTING THE CONCEPTUAL CIVIL PROTECTION MODEL IN THE REPUBLIC OF SRPSKA

Table 1. Review - Education level and scientific fields of the engaged experts *(Transformed and adapted by the author)*

No.	Education level	Total	Scientific field	Total
1.	PhD.	10	Security sciences	8
2.	MSc	2	Military sciences	4
3.	BSc	2	Technical sciences	2
Total		14		14

Expert assessment of the structure and elements of the civil protection system conceptual model in the RS

Based on the expert assessment of the structure and elements of the civil protection system conceptual model, the modules of the civil protection system conceptual model are accepted. There are differences between the experts' opinions when it comes to the composition of the Strategic headquarters, which does not affect its essence, which is why the proposed model is adopted. The proposed model of the civil protection system strategic-executive headquarters with the head and 16 assistants who are also the heads of certain sectors is adopted. The emphasis here is not on assistants but on tasks performed by sectors, which means that the number of assistants can be reduced, but sectoral tasks cannot be reduced. It is concluded that the majority of experts (85.14%) believe that the offered modules can be the basis of the civil protection system model in the RS. If the implicit culture related to the application of system theory is taken into account, this result shows that there is a high level of experts' agreement on the need to apply system theory and civil protection system conceptual modeling in the RS.

That is, it says that it is necessary to design and implement civil protection system in the RS as a system with all the attributes of the system. Additional argumentation for a systematic approach to the design and implementation of civil protection system in the RS is provided by the analysis of expert comments. Apart from certain dilemmas and slight disagreements, the experts support the design of the structure and elements of civil protection system conceptual model. The specifics are the answer to the question 24: Do you agree that within the civil protection system conceptual model there is Sector 16: Multimedia activity with seven units, as follows: 1. Civil protection system magazines, 2. Civil protection system textbooks, 3. Civil protection system monographs, 4. E-civil protection system algorithms, 5. E-civil protection system-citizens, 6. Multimedia education, 7. Multimedia competitions? All experts fully agree that this sector exists. It follows from experts' comments that it is necessary to consider including a more detailed specification in the final model that improves citizen education and multimedia communication with citizens.

Conclusion: This organizational structure of Sector 16: Multimedia activity with seven elements is accepted, which along with Sector 2: Information system, demonstrates the realization of the needs for the so-called society digitalization (Zoric, 2021).

7. CONCLUSION

From the paper presented, it can be concluded that civil protection system can be adopted only by applying scientific methods, which find their basis in the common-sense experts' thinking, as well as in the real need of the Republic of Srpska. Also, to conclude that the civil protection system can function successfully only if it is hierarchically arranged both horizontally and vertically. The key to success lies in the connection between different levels, which consist of people. The paper clearly points out a shortcoming of the existing "implicit" civil protection system, which ultimately has a crucial role in the (non)acceptance of the system, primarily in our region, and which is a consequence of the existing laws incompatibility with EU directives and recommendations. If you want to develop a system that is generally accepted and accepted in our region as such, primarily through its compatibility, it is necessary to comply the laws with the above-mentioned directives and recommendations. The experts' opinions proved to be crucial for the adoption of the civil protection system at all levels, which is shown in the regional civil protection system in the Republic of Srpska.

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