



# MASS MIGRATION AND CRISIS MANAGEMENT OF THE PUBLIC ADMINISTRATION OF THE SLOVAK REPUBLIC

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## **Abstract**

Author of this article analyses the current state of a readiness of the crisis management in the public administration of the Slovak Republic to deal with potential crisis situations caused by the massive influx of the illegal migrants to the city or town areas. Introduction of the article defines the theoretical framework of migration issue proposing the possible scenarios from threats of the own citizens and territories occupies by illegal migrants. It analyzes the current legal procedures of the crisis management of the public administration and its cooperation with non-governmental organizations to solve the social crisis. At the end of the article, the author presents the possible solutions for the training of staff and equipment of the rescue and security units to improve their readiness for real solution to the social crisis.

**Keywords:** *immigration policy, crisis scenarios, crisis management, public administration*

## **1 INTRODUCTION**

Since the outbreak of the illegal and uncontrollable immigration influx from Syria, Libya, Afghanistan and North African area to Europe, Slovakia has proved to be one of the most active members among states of the European Union in terms of the search for solutions how to eliminate the safety risk of civilians and land. Terrorist attacks, violence, and crimes against property are the primary reasons leading EU representatives and member states to adopt measures necessary to

sustain a public security as state Ujvary (2016) and Filipova (2016). To reinforce the Schengen border security, particularly the southern borderline comprising Italian border, immigration controls are being tightened up, countries are searching for possibilities to unite and simplify the asylum process. Under these circumstances, Refugee agreement between EU and Turkey surpasses other measures taken with the financial support of EU.

Slovak Republic as one of the most active EU member has demonstrated its will to maintain the state border protection with Hungary, Macedonia, and Slovenia through various activities with the support of police forces. Slovak government has

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taken several legislative and organizational measures regarding the protection of own citizens, economy and state territory to reduce the security risk as state Vaysilova, Georgiev (2016) including the law adjustment, the state border protection reinforcement and the military exercise of the Slovak Armed Forces and Slovak Police Forces in collaboration with neighboring state forces as well.

Less attention seems to be paid towards the preparation of the state administration authorities regarding hypothetical admission of a vast number of illegal immigrants during their transit to Western Europe and therefore it is the major topic of this article. Its main aim is to analyze and evaluate the current level of emergency management of the state authorities in the case of crisis, to define crisis scenarios and to suggest the possible outputs to improve the civilian protection and manners how to provide more efficient humanitarian aid to immigrants.

The aim of this article is to provide the better public perspective of the current alertness of the public authorities to resolve the crisis caused by the unexpected influx of refugees into the territory of towns and municipalities of Slovak Republic, to identify the expenses and deficiencies of the current situation and to draft the possible solutions.

Qualitative and quantitative methods of the scientific research were applied, such as the method of the scientific abstraction and description, methods of the analysis and synthesis, the mathematical statistics as indicated Filip, Filipova (2016), also the comparative method and the method of the scientific induction and deduction.

## 2 THEORETICAL CONCEPTS AND FRAMEWORK OF MIGRATION ISSUES

Accurate term definition is necessary within right comprehension of topic discussed therefore we choose only the terms and definitions directly related to the topic of the article and in accordance with ("Act of the National Council of Slovak Republic No 480/2002 Coll. on asylum as later amended") and from Dictionary of terms of crisis management as indicated Simak (2005).

*Migrant* is any person who is moving or has moved across an international border to the country where he or she was not born to ensure the better living condition for family and his/her own being.

*An immigrant* is a person migrating to another country with the intent to settle down. A *refugee* is a person who has been forced to flee his or her country of origin or country of residence because of persecution, war, disturbing public order or violence.

*Asylum* is a protection granted to the foreigner from persecution because of reasons stated in The Convention Relating to the Status of Refugees. (severe or repeated significant breach of Human rights).

*Complementary protection* is a protection against serious injustice in the country of origin.

*Migration* is a movement of person or group of people within the geographical and social area, temporary or permanent residence change (international, local).

*Legal migration* means boundary line crossing with the valid travel documents or with a valid visa and permit required to enter the country. Illegal migration is the unauthorized crossing of the border without valid travel documents, visa and residence permit or unauthorized stay in the territory of the specific country after the expiration of documents, visa or residence permit.

## 3 ANALYSIS OF CURRENT STATE OF MIGRATION IN SLOVAKIA

The current situation of the illegal migration within the European Union is perceived by Slovak authorities as a security risk with the potential to evolve under such conditions into the security threat. By the end of 2017, the EU has admitted 705 705 of immigrants, with the highest number registered in Germany (222 thousand) and France (99 300). According to the statistics of Eurostat, Slovak Republic has admitted 330 immigrants throughout years 2014 and 2015, in the year 2016 only 145 and at the end of 2017 also only 160, what is the minimum in whole EU. The development of immigrants' influx within the whole EU and the chosen member states of EU during the years 2008 and 2017 is given in table 1.

Table 1 The development of immigrants' influx within the whole EU and the chosen member states of EU by years from 2008 to 2017

Country	2008	2012	2014	2015	2016	2017
EU (28)	226 330	309 820	627 780	1 322 190	1 260 910	705 705
Germany	26 945	77 650	202 815	476 620	745 155	222 560
France	41 845	61 455	64 310	75 750	84 270	99 330
England	31 695	28 895	33 820	39 000	39 735	33 780
Belgium	15 940	28 285	22 850	44 760	18 280	18 340
Hungary	3 175	2 155	42 775	177 135	29 430	3 390
Czech Republic	1 650	755	1 155	20 365	1 475	1 445
Poland	8 515	10 755	8 025	12 190	12 305	5 045
Slovakia	905	730	330	330	145	160

Source: (Eurostat, 2018)

Table 2 Development of asylum seeker number in Slovakia since 1993 to 2003.

Year	Number of applicants	Asylum granted	Asylum denied	Provided protection	Interrupted procedures	Granting citizenship
1993	96	41	20	0	25	0
1994	140	58	32	0	65	0
1995	359	80	57	0	190	0
1996	415	72	62	0	193	4
1997	645	69	84	0	539	14
1998	506	53	36	0	224	22
1999	1320	26	176	0	1034	2
2000	1556	11	123	0	1366	0
2001	8151	18	130	0	6154	11
2002	9743	20	309	0	8053	59
2003	10358	11	531	0	10656	42

Source: (MV SR, 2018)

According to the data of the Bureau of Borderline and Alien Police (Statistical Overview of Legal and Illegal Migration in the Slovak Republic, 2017) number was subsequently increasing up to the end of the year. By the end of 2017, Slovakia had reported the sixth lowest number of foreign citizens among all EU states, with 104,451 foreigners granted by residence permit living in Slovak territory. Countries with lower share are only Lithuania, Croatia, Romania, Bulgaria and Poland. EU citizens represent 51.7% of the total number of foreigners reportedly in our territory with

most citizens from the Czech Republic. Table 2 provides a data regarding the historical development of immigrants' influx into the territory of Slovak Republic since 1993 to 2003

Data given in the table indicates that Slovakia was not been an attractive country for asylum seekers right after the independence establishment. The situation has changed after admission process to EU with the number of applicants increased to 10358. Due to strict criteria, only 11 people were granted the asylum permit. The accession of Slovak Republic to the EU commenced an

interesting progress regarding applicants for asylum when a number of applicants dropped from 11000 of immigrants in 2004 to 909 after the accession to Schengen and tightening of control at the outer borderline with Ukraine followed by 331 applications in 2014 and 330 in 2015. By the end of 2017, only 166 applications for asylum were submitted [10]. To sum it up, since the constitution

of the Slovak Republic in 1993 to the end of 2017 only 850 asylum applicants were granted permit of the total number of 58 682 representing 1.44 % of total share. Lack of interest of asylum applicants reflects such facts. Development of a number of the asylum applicants in the period between 2004 and 22 of April 2018 is stated in the table. 3.

Table 3 Development of asylum seeker number in Slovakia since 2004 to 22. April 2018.

Year	Number of applicants	Asylum granted	Asylum rejected	Provided /unprovided protection	Interrupted process	Granted citizenship
2004	11395	15	1592	0	11782	20
2005	3549	25	827	0	2930	2
2006	2849	8	861	0	1940	5
2007	2642	14	1177	82/646	1693	18
2008	909	22	416	66/273	457	4
2009	822	14	330	98/165	460	1
2010	541	15	180	57/101	361	3
2011	491	12	186	91/47	270	7
2012	732	32	334	104/153	383	0
2013	441	15	124	34/49	352	7
2014	331	14	197	99/41	163	12
2015	330	8	124	41/24	148	5
2016	146	167	82	12/13	35	3
2017	166	29	77	25/26	73	6
2018	49	1	34	5/4	16	0
Total since 1993	58 682	850	8101	714/1532	49 562	247

Source: (MV SR, 2018)

Bureau of Borderline and Aliens Police reports cases of illegal migration to SR every year despite the accession to Schengen and tightening of outer borderline with Ukraine. According to the annual reports of the Bureau, more than 1 100 immigrants have illegally crossed state and airport borderline so far. The number rose in 2014 and 2015 due to the European migrant crisis. In 2015 there were 2 535 foreigners, 2016 more than 2170 crossed the borderline or stayed in the territory unauthorized. At the end of the year 2017, the number was 2706. Regarding nationality of illegal immigrants, the majority are Ukraine (1786), Serbia (227), Viet Nam (160), followed by Iraq (108), Afghanistan (34) etc. and another 48 countries of North America, Africa, Asia and Indonesia. Development of the illegal migration in SR from 2011 to 2017 is stated in fig. 1.

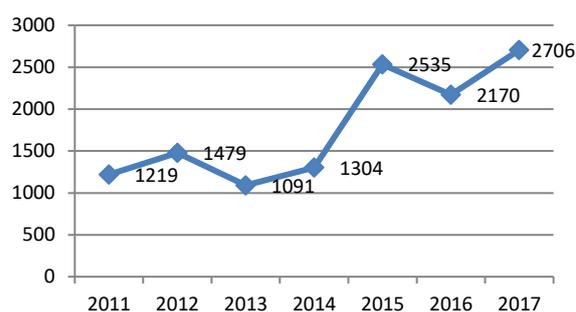


Fig. 1 Development of illegal migration in Slovakia since 2011 to 2017

Source: (MV SR, 2018)

In conclusion, we can sum up, that stated data of legal but primarily illegal immigration in the Slovak Republic do not represent a security threat, even though it might represent the security risk requiring consistent concern of the authorities and the

executive security services of the public administration to prevent the occurrence of the security threat or crisis

#### 4 SCENARIO OF POTENTIAL THREAT TO TERRITORY OF TOEN/MUNICIPALITY DUE TO MASS IMMIGRATION

Therefore, we can presume traffic and railway junctions with a connection to Austria and the Czech Republic to obtain the highest level of concern in the case of the mass immigrant influx.

Main railway station in Bratislava, district of Stare Mesto or railway station in Petržalka with direct connections to Austria located in Petržalka district is very likely to become places of the mass immigration gathering.

Anticipated structure of immigration groups includes men, women, and children of all ages, various religions with dominant Islamic belief. Physical and psychic exhaustion together with the state of health immigrants might cause a potential security risk to the civilians living in districts mentioned above and the passengers in traffic junctions. Physical abuse, looting, movement obstruction must be considered as well as the highest possibility of the terrorist attack or transmission of exotic diseases such as HIV, tuberculosis, hepatitis type B and C. Transmission of scabies and lice is also very likely due to the contamination of public places, garbage accumulation etc.

Inevitable measures required to eliminate the security risk and to prevent the security threat or crisis are:

- protection of own civilians and movement regulation in places of cumulation of migrants (Police department, Municipal police in cooperation with Slovak Armed Forces)
- protection of immigrants against Slovak extremists' assaults (Police department, Municipal police in cooperation with Slovak Armed Forces)
- basic needs of immigrants (food, beverages, medical aid, warm, clothes, emergency accommodation, toilets, waste)
- translation / interpreting
- psychological help

- transport of the people to the country of destination or a refugee camp in Humenne or accommodation camps in Opatovska Nova Ves and Rohovce
- medical help

Accurate management of measures assumes a necessity to answer the main questions:

- What kind of protection are we able to provide to own inhabitants and how?
- What kind of humanitarian aid are we able to provide to immigrants and how?

#### 5 EVALUATION OF CURRENT STATE OF PROCEDURES OF CITY DISTRICT/MUNICIPALITY REGARDING SOLUTION TO AN EMERGENCY

Steps and measures required in a case of emergency due to the mass influx of illegal immigrants to the area of city district or municipality should include the preparation part, declaration of the emergency, solution of the crisis itself and reparation of damaged system and land.

Preparation part includes:

- to summon the task force of city district/municipality under the threat of mass gathering of immigrants
- send a request for emergency team to relevant district office Ministry of the Interior of the Slovak Republic Decree No 523/2006, Coll.
- summon the representatives of Ministry of Interior of the Slovak Republic, Immigration Bureau of SR, Bureau of borderline and aliens police, Public transport company of Bratislava, Railways of the Slovak Republic, Health service
- invite non-governmental humanitarian organizations and charities.

The debate over the preparation of crisis solutions

- public warning system and notifying security forces
- determination of the appropriate premises for immigrants to cumulate
- personal security system (civilians protection, rescue team, humanitarian aid)
- medical services (National Health services)
- material supply

- financial provision - solution expenses
- communication system
- media support.

Declaration of the emergency situation is realized under the condition of increasing number of illegal immigrants in reserved premises and is decelerated by authorities in the question of the relevant district in compliance with the (“Act of the National Council of Slovak Republic No 42/1994 Coll. on civilian protection”). It is likely to assume that crisis situation would be declared by the chief of the district council in question or mayor of city district/municipality. The government of Slovak Republic has the authority to declare the emergency situation on the understanding of the terroristic threat or the vast public danger.

Besides the declaration of the emergency, there is a necessity to warn public and demand the cooperation of emergency and security services.

All measures during the preparation of the emergency are managed by emergency crisis team and comprise:

- organization of rescue operations regarding the current situation and anticipated development of situation (emergency services in cooperation with non-governmental humanitarian organizations),
- own civilians/public protection
- movement of immigration restrictions and protection within the premises
- provision of medical and material aid
- provision of social protection of children and social guardianship
- provision of psychological emergency aid
- transport of immigrants to the refugee camps or countries of destination

In the phase of reparation of damaged and polluted premises, district/municipality in question is using personnel in compliance with (“Act no. 5/2004 Coll. on Employment Services”) and funds from own resources and funding from reserved funds from national budget as indicated by Víghova and Stangova (2013).

**Emergency situation measures** stated above are corresponding with the current jurisdictional state. Despite the higher emergency risk of public threat and territory of Slovak republic within last two years, Slovak government focuses primarily

on state borderline protection and terrorist attack prevention.

Crisis management authorities for public administration competent in such question shows lack of preparation regarding emergency crisis management in their territorial plan. The workshop organized in April of 2016 by authorities of city districts of Petržalka is an example of the positive approach and the active interest of public administration authorities and was carried out as a response to the hypothetical emergency situation caused by the mass illegal influx of immigrants. The aim of the workshop was to propose solutions of the hypothetical emergency situation within the city district of Petržalka.

Workshop conclusions have revealed some problematic sections of jurisdictional adjustment of the current situation:

- legal regulations do not presume provision of humanitarian aid to the citizens of the third countries in the Slovak Republic
- establishment of the particular public administration on the subject of public health care and labor, social affairs, and family lead to discharging representatives from the management of cities/municipalities and districts emergency teams
- public administration authorities do not express appropriate level of engagement regarding possible cooperation with humanitarian organizations and charities not even during preparation of hypothetical emergency situations. Except for Red Cross representatives, no other non-government organizations are presented at various rescues service exercises of an integrated rescue system.

Suggestions to improve the current state:

- Unconditional adjustment of Act of the National Council of Slovak Republic No 387/2002 Coll. on the Management of State in Crisis Situations Other than a Time of War and State of War
- Workshops and exercises for emergency management authorities of districts with potential security risk occurrence caused by illegal and mass migration
- cooperation improvement of the city districts and municipalities with humanitarian non-

governmental organizations and charities to protect own citizens and help the citizen of the third countries in the territory of Slovak Republic

- representatives of specialized public administration (Central Office of Labor, Social Affairs, and Family) to be involved in the emergency teams

## 6 CONCLUSIONS

The Slovak Republic declared during the Presidency of the Council of the European Union the issue of illegal and uncontrollable migration its major priority and has adopted a broad range of measures within the 2014 and today regarding protection of state borderline and its citizens

against security threat which illegal migration is supposed to present.

The lower focus is set on the preparation of conditions for activities of crisis management authorities of the lowest level of public administration, even though the regional authorities of Bratislava's city districts and surrounding municipalities are the most likely to face the emergency caused by mass immigration influx to their territory.

The aim of this article was accomplished since it provides the analysis of the current migration situation in Slovakia. The article defines the problematic parts in the process of solving emergency situations by public administration authorities and suggests the possible manners of improvement.

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