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DEFENCE ADMINISTRATION OF THE LOCAL GOVERNMENT OF DEBRECEN CITY WITH COUNTY RIGHTS

Abstract

Planning and organizing the tasks of defence administration are priorities for the local government of Debrecen City with County Rights, with the mayor and the public safety rapporteur working together in the centre of it – on local government level – to fulfil the tasks of disaster management. I will examine to what extent Debrecen City with County Rights takes part in defence administration. I will demonstrate the classification of Debrecen in disaster management, and the possible threatening factors. I will show the actions applied in defence administration and its procedure. I will examine what kinds of tasks have been established by the local government to institute civil defence organizations regarding the city of Debrecen. I will examine what kinds of tasks are needed in the field of defence administration to protect the lives and property of the local population, and to ensure the safe operation of the national economy, regarding the city of Debrecen.

Debrecen Magyar Jogú Város Önkormányzat munkájában kiemelt fontossággal bír a védelmi igazgatási feladatok tervezése és szervezése, melynek középpontjában – önkormányzati szinten - a közbiztonsági referens és a polgármester együtt látják el a katasztrófák elleni védekezés feladatait. Megvizsgálom, hogy a Debreceni Megyei Jogú Város Önkormányzat milyen mértékben vesz részt a védelmi igazgatásban. Bemutatom Debrecen katasztrófavédelmi osztályozását, és hogy milyen veszélyeztető források lelhetőek fel. Bemutatom a védelmi igazgatás során alkalmazott intézkedéseket és annak folyamatát. Vizsgálom, hogy Debrecen település tekintetében az Önkormányzat milyen feladatokat végzett el a polgárvédelmi szervezetek létrehozásában. Vizsgálom, hogy Debrecen tekintetében milyen védelmi igazgatási feladatokra van szükség a hazai lakosság élet- és vagyónbiztonságának, a nemzetgazdasági elemek biztonságos működése érdekében.

Keywords: *defence administration, mayor, public safety rapporteur, institution planning, threatening factors ~ védelmi igazgatás, polgármester, közbiztonsági referens, megalakítási terv, veszélyeztető források*

INTRODUCTION

In 2012/2013, the defence administration of Hungary had been completely changed: the district level had been added to the administration system, and a new legislation for local governments had come into effect, which effected the defence administration of towns and cities, such as Debrecen City with County Rights. Within the framework of this study, I will represent the defence administration duties and tasks of Debrecen. During my article, I will examine to what extent Debrecen City with County Rights takes part in defence administration. I will also examine to what extent the local government takes part in other tasks, based on local features. I will demonstrate the disaster management plan and the Institution Plan developed for accomplishing defence administration duties and preparations. I will analyse the traditional defence administration duties and the recently issued requirements resulted from our European Union membership. I will examine what kinds of defence administration duties are needed regarding the mayor's office of Debrecen City with County Rights, and which are those areas where local governments have special importance in the duties of defence administration. During this research work, I will show the most important information related to the subject of this study, processed in local level.

DEFENCE ADMINISTRATION

Defence administration is a determinant of the civil system of the country, a governmental-administrative system governing, organizing and co-ordinating the defence preparation of the country [1].

The legal definition of defence administration is determined in Government Decree No. 290/2011. (XII. 22.) - on the implementation of Act CXIII of 2011 on the home defence, the Hungarian Defence Forces, and the measures to implement in special legal orders - as follows¹: "defence administration is a task-and structural system, which is part of public administration, and an executive, dispositive activity created for the implementation of the defensive duties of the government and implemented by public administration organizations assigned to this duty; it includes the preparation for special legal order and all of the government activities intended for the planning, organizing and implementing of the duties of home defence, civil protection, disaster management, defence economics and supplying the inhabitants during these periods and situations".

Participators of defence administration in the area of Debrecen

- President of Hajdú-Bihar County Public Assembly
- Hajdú-Bihar County Defence Committee
- Hajdú-Bihar County Directorate for Disaster Management
- Debrecen Sub-office for Disaster Management
- Hajdú-Bihar County Government Office Defence Committee
- President of the District Local Defence Committee of Debrecen
- Secretariat for the Local Defence Committee
- Mayor of Debrecen City with County Rights
- Notary of Debrecen City with County Rights [2].

¹ Government Decree No. 290 of 2011. (XII. 22.) on the implementation of Act CXIII of 2011 on the home defence, the Hungarian Defence Forces, and the measures to implement in special legal orders CHAPTER I. INTERPRETATIVE PROVISIONS1. § n)

Defence administration in local governments

The mayor in his/her scope of authority controls and organizes the duties of preparation, defence and reconstruction.

The public safety rapporteur helps the mayor organizing the duties of disaster management, law enforcement and home defence.

DISASTER MANAGEMENT CLASSIFICATION

To create the proper defence level, a risk evaluation process must be regularly implemented in Debrecen (according to the operative regulations on disaster management), which is a kind of information gathering, so all of the existing risk factors that can be found in the given settlement will be analysed.

Risk evaluation includes:

- Risk identification;
- Risk analysis;
- Risk assessment.

Risk evaluation is accomplished by local governments together with the professional Disaster management directorates.

Risk analysis includes the distribution of the occurrent risks, which is carried out through the application of different kinds of models.

During the risk assessment procedure, threatening factors are being taken into consideration, where experts determine the probability of the occurrence of certain disasters in Debrecen.

Overall, it can be stated that regarding the threatening factors, this is a complex information database, which shows the possible hazards in Debrecen, and also informs about their expectable aftermaths.

Four different threatening fields were identified during the examinations:

- Natural disasters;
- Industrial accidents and risks of civilization;
- Risks related to critical infrastructure;
- Others (epidemic).

Based on the threatening factors, a risk matrix can be accomplished, with the frequency of the occurrence on the horizontal axis, and the threatening factor on the vertical axis. The risk matrix helps to determine the amount of damage caused by the threatening factors in Debrecen (Table 1).

Table 1. Risk matrix [14]

Affect	Frequency of occurrence			
	Rare	Not frequent	Frequent	Highly frequent
Very severe	Class II.	Class II.	Class I.	Class I.
Severe	Class III	Class II.	Class II.	Class I.
Not severe	Class III	Class III	Class II.	Class II.
Low	Class III	Class III	Class III	Class III

This register shall be examined until 30th June in every year, with the mayor making a suggestion whether the settlement needs to be reclassified.

DISASTER MANAGEMENT CLASSIFICATION OF DEBRECEN

Disaster management classification of the settlement of Debrecen [4]:

I. Class disasters:

- inland water;
- extreme weather conditions;
- factory using hazardous materials classified as upper tier threshold;
- heavy traffic (in case of industrial accidents and risks of civilization).

II. Class disasters:

- factory using hazardous materials classified as lower tier threshold;
- transport of hazardous materials;
- vulnerability of surface waters and underground waters (especially sweet water bases);
- air pollution reaching the alert threshold;
- vulnerability of the infrastructure providing basic supplies for the inhabitants (risks related to critical infrastructure).

III. Class disasters

- factory below the threshold value;
- risk related to other facilities (industrial, agricultural), risk of hazardous material discharge.

DISASTER MANAGEMENT PLAN

The disaster management classification can be considered as a kind of risk management plan. The actual documentation of risk management plan is elaborated by the co-operation of the mayor and the local organizations of disaster management. The target of disaster management is to manage natural, man-made and other hazards-risks [4].

The authority of the disaster management plan extends to:

- voluntary civil protection organizations mentioned in the plan;
- obligated civil protection organizations;
- other caritative organizations and organizations related to disaster management;
- the whole administrative apparatus of the local government.

Disaster management plans also includes outside defence plans and protection plans for preventing local water damage. The mayor should organize a training in every 3 years for accomplishing the regulations determined in the plan.

Disaster management planning is detailed in the Government Decree No. 234 of 2011 (XI.10) of the Government implementing Act No. CXXVIII of 2011 concerning disaster management and amending certain related acts.

The following threatening factors cannot be found in the area of Debrecen [4]:

- flood;
- geological hazards;
- earthquake;
- landslide;
- implosion;
- subsidence;

- river bank sliding;
- factory using hazardous materials classified as upper threshold value;
- risks related to a nuclear facility (within its range of 3 to 30 km);
- risks related to a nuclear power plant;
- factories operated for military purposes using hazardous materials, facilities handling hazardous materials, which are not subject to Chapter 4 of the Act on disasters;
- human epidemics or risk of epidemic and epizootics;

Disaster management includes the tasks of the defence period (alarming the inhabitants, evacuation, reception, reintroduction) and the reconstruction-rehabilitation period (damage assessment, documentation, implementation, rescue, improvement of equipment, drawing conclusions).

Based on the disaster management plan, the mayor informs the inhabitants on the hazards that can be found in the settlement. After being confirmed by the leader of the local disaster management organization and the president of the local defence committee, the disaster management plan will be sent to the local disaster management organization by the mayor.

INSTITUTION PLANNING

Debrecen City with County Rights has accomplished an Institution Plan for the implementation and preparation of the duties of civil protection.

The target of the institution plan was to prevent hazards of natural, man-made and other origin. The accomplishment of the institution plan helps to ensure the lives and property of the population, and the operation of infrastructure and services. Regarding the implementation of the tasks of civil protection, the mayor proceeds at first instance.

During the formation of civil protection units, the number of inhabitants had to be taken into consideration.

According to 18. § (1) of the Decree of the Minister of the Interior No. 62 of 2011. (XII.29.) –on regulations of disaster management – in settlements classified as Class I. and Class II., the headcount of the civil protection organizations must contain at least 750 people if the number of inhabitants is above 100,000; so, according to the suggestion of the leader of the disaster management sub-office, the mayor defined this headcount in 750 people.

Aspects of establishing civil protection organizations:

- Threatening factors related to Debrecen, identified in the results of the risk assessment;
- Disaster management classification of Debrecen (Class I.);
- Taking the duties included in the disaster management plan of Debrecen into consideration;
- Threatening factors related to Debrecen;
- Headcount of people participating in defence administration (the number had to be properly determined for completing the duties of defence administration related to Debrecen).

To determine the obligation for civil protection, it was considered [5] that our allegiance is an obligation for civil protection, therefore every citizen who had turned 18 can be obliged to perform duties in a civil protection organization, except they are exempted from it.

Citizens exempted from the obligation for civil protection [5]:

- a person who has not turned 18 yet or who had reached retiring age;
- a pregnant woman from the determination of her pregnancy;
- a mother raising her child in her own household till the child is 6 years old;
- a parent raising her child alone in his/her own household till the child is 14 years old;
- a parent taking care of 3 or more children who are under 14 years old;
- a person taking care of a lineal relative or spouse alone, who is requiring special care or continuous nursing;
- a person who lost at least 67% of his/her working ability, or incompetent to fulfil the obligation due to physical conditions.

Persons fulfilling their obligations for civil protection by serving an office, acting under public mandate [5]:

- members of the European Parliament;
- members of Parliament;
- a state leader, a government official with leadership assignment, a government official in the field of disaster management, a public official, or a public servant;
- a notary;
- a judge, a public prosecutor, an attesting notary, a bailiff;
- members on the active list of the Hungarian Defence Force, army reserve of the Hungarian Defence Force, official staff or employee of law enforcement agencies and the National Tax and Customs Administration of Hungary;
- a government official of health care administration;
- a physician, a trained nurse and a health care expert working in a hospital, outpatient department, or in primary health care;
- an employee of National Ambulance service or other ambulance society;
- a voluntary and professional fireman performing emergency services, an expert member of a voluntary fire association;
- a member of a sector-specific association performing public functions;
- operating staff of public utilities;
- a priest, a pastor or a rabbi possessing a higher education specialist degree and actively performing his profession.

The obligation to appear and the assignment of the officials to certain activities shall be ordered by the mayor of the home town. To keep the database up to date, change of address or workplace must be reported within 15 days.

The 750 individuals were summoned to fulfil their obligation for civil protection in a decree issued by the Mayor's office, then they were obligated for training and drilling organized by the local disaster management departments. Deferment from this procedure is possible with the permission of the mayor.

Education in civil protection:

(this is an important duty of organizations performing preparation activities)

- Flood-and inland water protection: learn to fill up sandbags properly, to calculate the necessary number of sandbags, learn to place the sandbags properly;
- First-aid: medical attendance for injured people, calling for an ambulance in case of an accident, using respiratory devices, artificial respiration or rescuing people;

- Preparing for rescue: choosing the most important things a person can carry within the shortest possible period of time;
- Accidents occurring during the transport of hazardous materials: recognizing hazardous materials and materials labelled with hazard warning symbols;
- In case of fire: learning about the fire-extinguishing media applicable in case of electrical fires, learning the use of fire-extinguishing devices;
- Isolating activities: performing isolating activities with the possibility of maintaining contact with the outside world;
- Escape routes: choosing the proper escape routes;
- Knowledge of warning systems: recognizing warning symbols and learning about warning devices.

ORGANIZATIONAL UNITS FOR PERFORMING OBLIGATIONS FOR CIVIL PROTECTION REGARDING THE AREA OF DEBRECEN

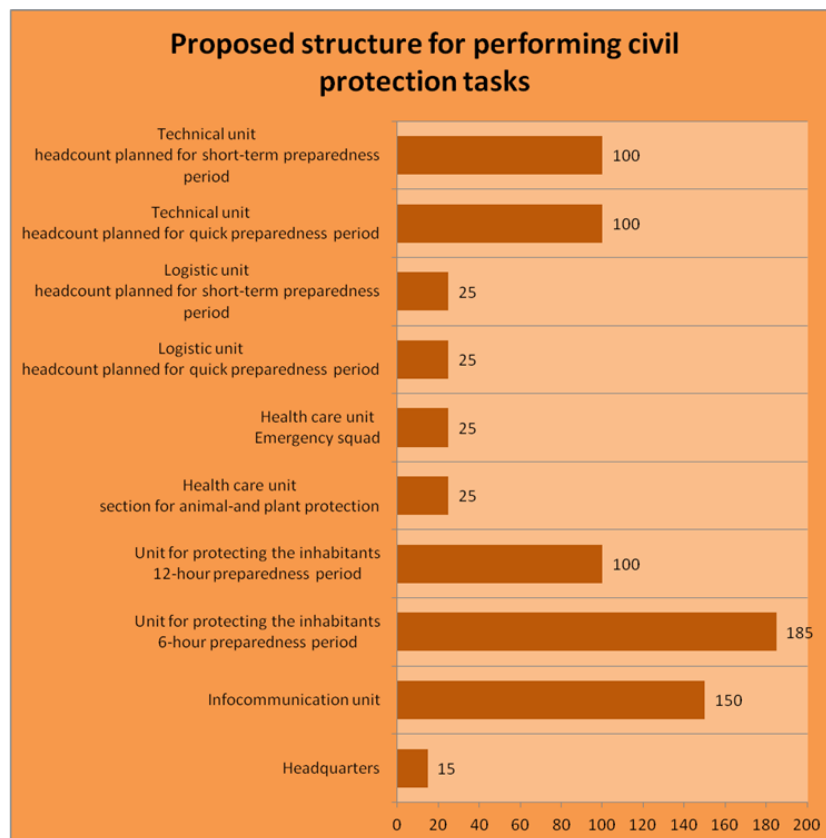


Figure 1. Proposed structure for performing civil protection tasks [8]

- Headquarters

Each specific unit is organized from the headquarters, as follows:

- Technical unit
- Logistic unit
- Health care unit
- Unit for protecting the inhabitants
- Infocommunications unit (Figure 1)

Headquarters for Civil Protection

Tasks of civil protection headquarters of settlements:

Based on the threatening factors identified as the results of risk assessment: controlling the implementation of disaster management duties detailed in the emergency plans, the mitigation of the effects of local threatening factors, and the activities of civil protection and rescue organization related to primary rescue activities.

Managing local civil protection organizations ensuring the local protection of the settlement, with the control of the mayor. The headquarters is responsible for maintaining contacts with other local governmental organizations, caritative organizations, law enforcement agencies, business associations and other organizations taking part in rescue activities, receiving, processing and issuing measures with the continuous estimation of the situation and co-ordinating of the activities.

Structure of civil protection headquarters of settlements:

Commander	1
Second-in command	1
Infocommunication rapporteur	2
Rapporteur for protection of the inhabitants	2
Health care rapporteur	2
Logistic rapporteur	2
Technical rapporteur	2
Information rapporteur	2
Legal rapporteur	1
Sum-total:	15 people

Infocommunications unit

Responsibilities of the infocommunication unit: Local warning and information of inhabitants and the staff of civil protection organizations, operating the technical devices of warning systems, ensuring communication between professional disaster management organizations, civil protection organizations and controlling and participating organizations, operating means of IT and communication, supporting the infocommunication conditions for the management, maintaining contact with the operator of governmental networks used for disaster management purposes. The work of the infocommunication unit is supported by the rapporteur for warning activities and the rapporteur for supporting the management (Figure 2). The infocommunication unit works in 3-hour preparedness time.

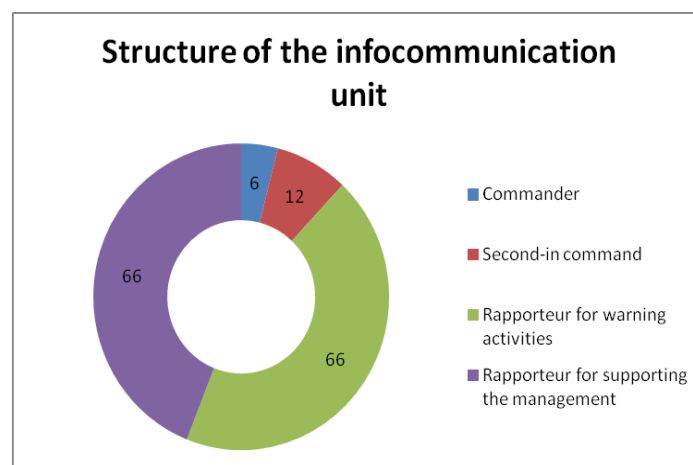


Figure 2. Structure of the infocommunication unit [9]

Unit for protecting the inhabitants

Responsibilities of the unit for protecting the inhabitants: Evacuation and rescue of inhabitants from the threatened area, organizing and implementing the tasks related to relocation and reception. The work of this unit is supported by the rapporteur for rally, the rapporteur for accommodation, the rapporteur for incoming delivery and discharging, and the recording official (Figure 3).

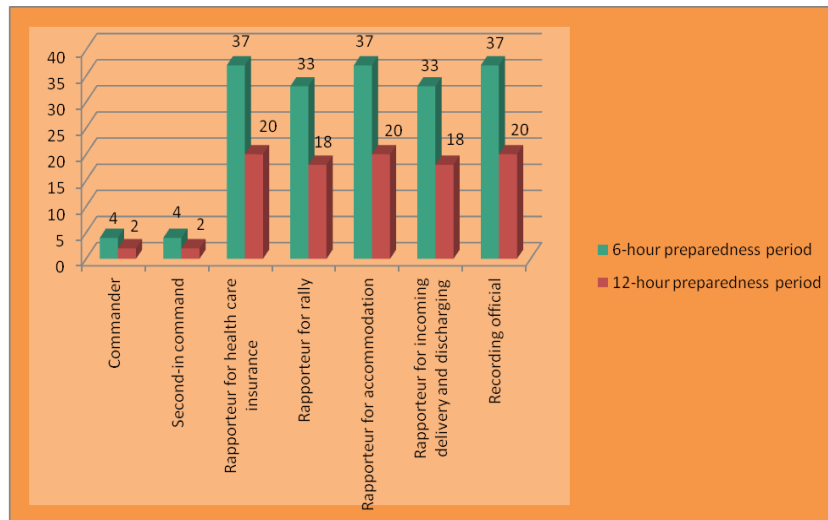


Figure 3. Structure of the unit for protecting the inhabitants [10]

The unit for protecting the inhabitants can be divided into two parts:

- the first can be divided into 6-hour preparedness time and consists of 185 people.
- the second can be divided into 12-hour preparedness time and consists of 100 people.

Health care unit

The health care unit is responsible for the prevention of plant diseases and epizootics, the prevention of spreading and elimination of plant diseases and epizootics, the co-operation in the urgent duties related to casualties, performing proper activities and decontamination for protecting inhabitants threatened by infections, searching for injured people and performing first-aid for them, transporting injured people to hospital or to a collection centre, health care support for civil protection organizations, performing chemical and radiological decontamination tasks.

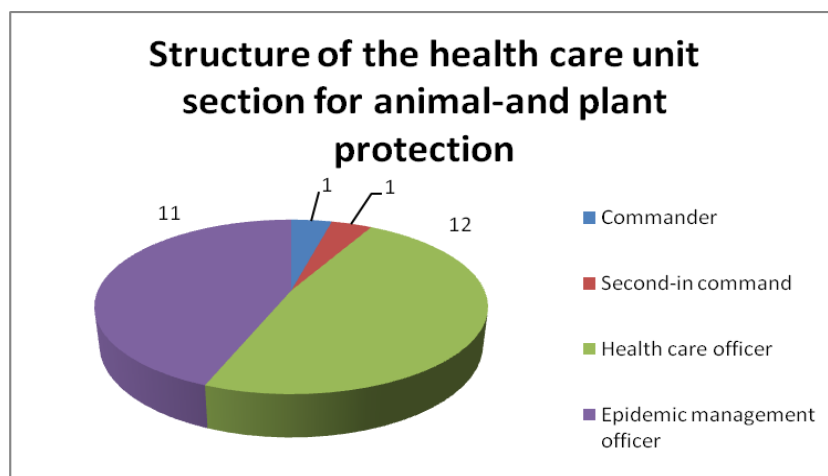


Figure 4. Structure of the health care unit section for animal-and plant protection [11]

The work of the health care unit is supported by the health care officer, the epidemic management officer, the localization officer, and the orderly officer. There are two groups: the health care unit section for animal-and plant protection, and the emergency squad. The health care unit section for animal-and plant protection contains 25 people and planned for 12-hour preparedness time (Figure 4).

The emergency squad (Figure 5) were planned for a short-term preparedness period:

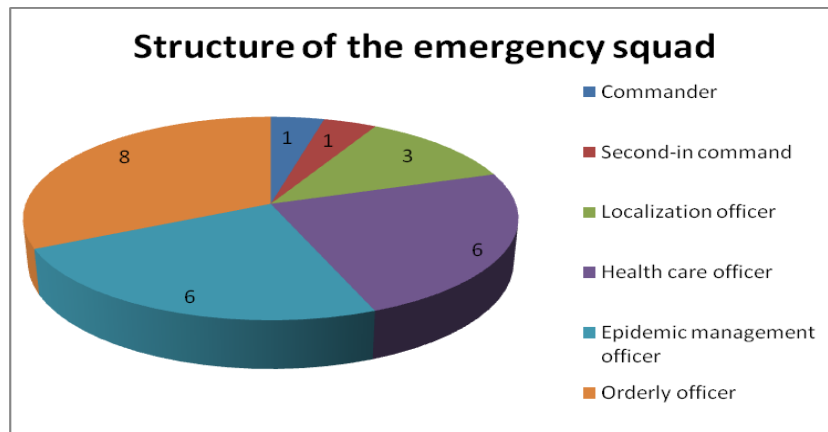


Figure 5. Structure of the emergency squad [12]

Logistic unit

The logistic unit is responsible for ensuring the material-and technical conditions for operating the civil protection organizations, supplying the civil protection organizations and inhabitants in need, performing transportation tasks, ensuring the intended use of buildings for defensive purposes and double-duty buildings, and the regulations of staying in them, ensuring the conditions of protection in the parts of the buildings intended to use for property protection, logistic support of clearing-hospitals.

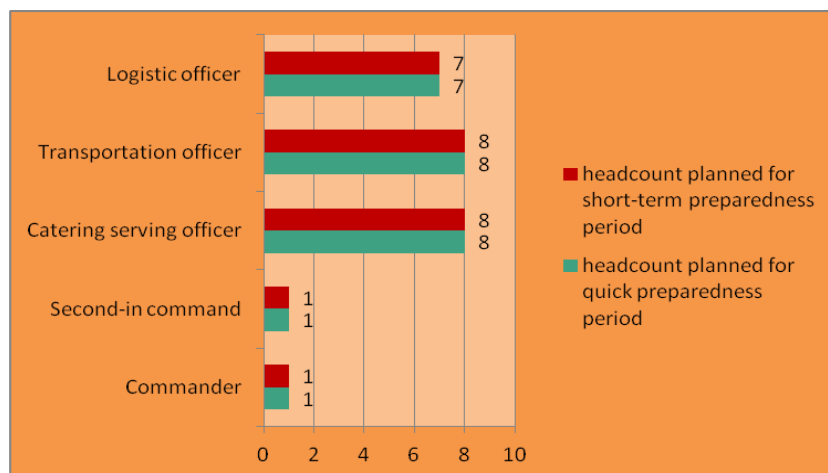


Figure 6. Structure of the logistic unit [13]

The work of the logistic unit is supported by the catering serving officer, the transportation officer and the logistic officer.

In the case of the logistic unit, there are duties planned for quick preparedness period, and duties planned for short-term preparedness period (Figure 6). The headcount planned for quick preparedness period consists of 25 people.

The headcount planned for short-term preparedness period also consists of 25 people.

Technical unit

The technical unit is responsible for the elimination of the aftermaths of extreme weather conditions, searching for and rescuing persons in wrecks, participating in the estimation, mitigation, elimination, reconstruction (if needed) of technical and other damage occurred in buildings and critical infrastructure, participating in the preventive protection of inhabitants and properties, participating in the protection of the protected parts of cultural heritage, creating and building of buildings for preventive purposes, participating in the protection against damage caused by waters.

The technical unit consists of:

- a technical rescue section

50 people planned for a long-term preparednes period

Commander	1
Second-in command	1
Subordinate officers	48
Sum-total:	50

50 people planned for a short-term preparednes period

Commander	1
Second-in command	1
Subordinate officers	48
Sum-total:	50

- a mechanical section

50 people planned for a long-term preparednes period

Commander	1
Second-in command	1
Subordinate officers	48
Sum-total:	50

50 people planned for a short-term preparednes period

Commander	1
Second-in command	1
Subordinate officers	48
Sum-total:	50

The 750 people obligated for participating in civil protection were informed on their assignment in the civil protection organization of the settlement in an individual resolution by the Mayor's Office of Debrecen City with County Rights according to the 2013. (IX.18) resolution of the Mayor's Office, following the rules in the 55. section 1. of the Act on Disaster management.

After training, the inhabitants assigned for civil protection can be summoned for service at the time when threatening factors occur, so they are obliged for participating in the elimination of damage.

The complexity of the duties clearly show, that it would be a great help in the development of the Institution plan and in the continuous inspection of the local governmental database, if there were more experts employed for these tasks.

It would also be a great help if there were an individual position inside the mayor's offices for the implementation and inspection of civil protection duties, to ensure the proper professional background even in the prevention period.

SUMMARY

During the preparation of this study, I focused on the activities of the mayor and the public safety rapporteur, and the duties of the local government.

Debrecen is exposed to several threats – natural, and technological. That's why it is important to prepare for these threats. Local defence is the most effective, because local inhabitants-experts are the ones who understand local features better.

The complexity of the system can be well observed from the establishment of defence administration and civil protection organizations. The participation of the local government in the defence administration and the making of the Institution plan with the proper accuracy is of high importance, since when an emergency occurs, everyone has to know their duties, scope of activities, and has to perform them with the proper responsibility.

Overall, it can be stated, that with the enforcement of laws, the local government performs its defence administration duties expertly and effectively, and its performance is continuously improving in this activity.

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- [10] 3. ábra. A lakosságvédelmi egység felépítése
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