

PERGE János

pergejanos1@gmail.com

ROLE OF THE HUNGARIAN DEFENCE FORCE IN THE FIELD OF DISASTER MANAGEMENT

Abstract

In Hungary, different forces of law enforcement perform various activities in the field of disaster management. In this article, I will present: the activities of the Hungarian Defence Force in the field of disaster management; the Defence System for Disaster Management, which provides these activities; the NATO Civil Emergency Planning; and I will examine the home-defence activities of Hungary in case of a disaster. Nowadays the level and the standard of preparedness to manage different types of disasters is extremely important for a state. I will present the legislation related to disaster management and the definitions of disaster management, which are essential for the full understanding of this subject. I will analyse the co-operation of the Hungarian Defence Force with the representatives of disaster management; and I will present the Defence System for Disaster Management and its tasks and application possibilities. I will present those disaster management tasks of significant importance performed by the Hungarian defence Force during the past years, and I also present the way the Hungarian defence Force is connected to the field of defence administration.

Hazánkban különféle rendvédelmi szervek közösen végeznek katasztrófavédelmi feladatokat. Cikkemben a Magyar Honvédség katasztrófavédelmi feladatait, az ezeket ellátó Honvédelmi Katasztrófavédelmi Rendszert, a NATO polgári veszélyhelyzeti tervezését mutatom be és hazánk honvédelmi feladatait vizsgálom katasztrófa esetén. Napjainkban rendkívül fontos, hogy az adott állam milyen szinten és színvonalon van felkészülve a különböző katasztrófa helyzetek elhárítására. Bemutatom továbbá a kapcsolódó jogszabályi hátteret, ismertetem a katasztrófavédelmi definíciókat, melyek tisztázása nélkülözhetetlen e téma teljeskörű megértéséhez. Elemzem a Magyar Honvédség együttműködését a katasztrófavédelemmel, vizsgálom és bemutatom a Honvédelmi Katasztrófavédelmi Rendszert és feladatait, alkalmazási lehetőségeit. Bemutatom azt, hogy a Magyar Honvédség milyen kiemelkedően fontos katasztrófavédelmi feladatokat végzett el az elmúlt évek során, illetve azt, hogy a Magyar Honvédség tevékenysége hogyan kapcsolódik a védelmi igazgatáshoz.

Keywords: *international co-operation, disaster, Hungarian Defence Force, Defence System for Disaster Management ~ nemzetközi együttműködés, katasztrófa, Honvédelmi Katasztrófavédelmi Rendszer, Magyar Honvédség*

INTRODUCTION

Public administration consists of state administration and local self-government administration. State administration includes – as a function of state administration – defence administration, which consists of the following tasks: home-defence, disaster management (civil defence), mobilization of the country's economic resources, and supplying the population. Home-defence administration has an ever-growing role nowadays, thanks to the continuous reorganizations and changes in its structure, since the existing military forces, as well as the special apparatus and outstanding knowledge of the Defence Force can provide a great deal of help in case of man-made and natural disasters. During my article, I will try to present that, beyond legislation, how law enforcement agencies and the Hungarian Defence Force co-operate with disaster management forces in everyday life.

DISASTER MANAGEMENT

The conception of disaster management is ruled by Act CXXVIII. of 2011, which states that disaster management is a national issue. The uniform control of defence belongs to the duties of the state. Based on these, disaster management can be defined as follows: "those complex activities of planning, organizing, co-ordinating, executing, controlling, establishing, operating, informing, alerting, supplying of data and surveying in the defence against different types of disasters, which are meant to provide the prevention of the formation of a disaster, the prevention of an immediate danger, the elimination of the causes, the reduction of their damaging impacts, the protection of the lives and properties of the population, providing basic vital conditions, performing rescue activities and implementing every condition for recovery" [1].

The definition of disaster is also framed in Act CXXVIII. of 2011, and according to that, a disaster is: "a state or a situation suitable for announcing an emergency, or does not reach the extent of announcing an emergency, which jeopardizes and impairs the lives, health, and valuables, of people, basic vital conditions of the population, natural environment and natural values in a way or extent, that the prevention and elimination of the damage or the elimination of the aftermaths exceeds the defensive capabilities of the organizations meant to deal with these situations in a certain decided co-operation order, and requires the introduction of special measures, the continuous and strictly co-ordinated co-operation of local self-governments and state institutions, or the resort to international aid" [2].

Also, according to the above act: "risk of disaster is such a process or situation, which has the rational aftermath of causing a possible occurrence of a disaster, which, therefore, jeopardizes the health of people, the environment and the life-and property security" [3].

Types of disasters

The standardization of disasters in scientific researches and educational publications is based on various aspects. In this study, I use a standardization in respect of the Defence System for Disaster Management (DSDM).

In the regulations, plans and documents connected to the operation of the DSDM, types of disasters are characterized as the following disaster situations:

- disasters connected to forces of nature (floods, extreme weather conditions, earthquake);
- disasters connected to nuclear activities, including national institutions containing and storing nuclear or radioactive materials, transportation of nuclear and radioactive

materials and space objects with nuclear energy sources when returning from space outside the area of our country;

- disasters connected to the use of industrial and chemical substances;
- traffic accidents reaching the level of an emergency (air-transport, public roads, railways, waterways);
- disasters connected to human epidemics;
- humanitarian disasters connected to mass human migration [4].

Levels of disaster management

- International: (disasters of a cross-border nature, international efforts are needed to manage them),
- Nation-wide: (disasters threatening two or more counties, regions of the country, several military organizations or their immediate environment) requiring measures of a national-level,
- Regional: (disasters concerning or threatening one county, or the capitol's territory of competence) requiring the co-operation of organizations located in the county or the capitol and a regional-level assistance;
- Local: (disasters threatening the area of one defence district, military organization, or its immediate environment) requiring the co-operation of local organizations and a local-level aid [4].

I have to note, that there are no defence districts in the organization system of defence administration since 1st January, 2013., their areal division were replaced by districts and the precincts of the capitol with district rights.

Periods of defence activities against disasters

- Period of preparedness-prevention,
- Period of protection,
- Period of recovery [4].

International co-operation in case of disasters

There's no such things as borders in case of disasters, so international co-operation is extremely important. International organizations have established institutes with the capability of assisting the co-operation of civilian and military organizations. The following organizations are examples of such establishments:

- The Institution System of Civil Emergency Planning
- This program was created by NATO and it is the biggest non-military program within the organization which, beyond supporting civilians by military activities, aims to co-ordinate civil activities in time of peace, and together with the member states, it extends to the co-operant partner states as well. Ensures planning and administrative activities, the appropriate co-operation with the military and civilian organizations of NATO, helps national organizations to adopt the Ministerial Directives through recommendations, and supervising the activities of the Euro-Atlantic Disaster Response Coordination Centre (EADRRC). Its main role to support nations in planning and preparation, as well as to promote effective international response, in case the actual nation itself is not capable to cope with the disaster/emergency, or its aftermaths [6].
- Civil Emergency Planning Committee

- The supreme professional advisory council of NATO, with the specific tasks of providing counselling and co-ordinating, with four groups and eight committees under its control.
- UN Office for the Coordination of Humanitarian Affairs
- It promotes the concerted action of different countries in cases of emerging disasters and emergencies [7].
- Euro-Atlantic Disaster Response Coordination Centre [8].
- The steering committee of NATO, which, with the supervision of the Civil Emergency Planning Committee, provides the co-ordinating activities coming from partner countries in case of disasters occurring in the area of EAPC-countries [7] (for example, it provided help in the case of refugees arriving in great quantities).
- Common Emergency Communication and Information System
- A common communication and information system created for managing emergencies, which enables to communicate and exchange information between the appointed contact points, thereby ensuring the truthfulness, integrity and confidentiality of the exchanged information under normal circumstances and during emergencies between the states participating in the procedure [9].
- Monitoring and Information Centre
- This organization performs damage assessment and co-ordination activities.

HOME-DEFENCE ADMINISTRATION SYSTEM OF HUNGARY

The system of home-defence administration includes the central command of home-defence, and the local command of home-defence. Within the system of home-defence administration, there are defence administration bodies performing general administration tasks, and bodies providing specialized home-defence tasks, which are partly under public administration control, and partly under military control.

The organizations of home-defence administration with general functions – central, regional and local (settlement level) – are represented by the following bodies, based on the elements of public administration:

1. Home-defence organizations with the authorization of central command: the Parliament, the Committee on Defence and Law Enforcement of the Parliament, the President of the Republic, the Government, the National Defence Council (in case of a state of emergency), the Minister for Defence, and the minister with the scope of duties and authority;
2. Levels of the local home-defence administration: county level (County and Capitol Defence Committees), district level (Local Defence Committees, 23 in the precincts of the capitol, 174 in the districts), settlement level (mayors) [10].

Within a central command system, general function bodies of home-defence administration ensures the preparedness for home-defence (in normal times) and the activation, mobilization and application (in states of emergencies) of the Hungarian Defence Force, the law enforcement agencies, the other organizations participating in home-defence, the public administration organizations – including self-government organizations – and the population. Organizations of specialized administration of the home-defence administration – under the command of general function bodies and in co-operation with them – includes national and regional draft agencies performing military administration (HDF Military Administrative and ADP Centre, and the Military Administrative Centres under its command), which belong to the Hungarian Defence Force and have administrative extent, but their activities in time of peace have been

greatly decreased since the extinguishment of the regular army. Their administrative activities becomes significant mainly in periods of special legal order.

Duties of the Hungarian Defence Force and the Defence System for Disaster Management

The co-operation in the preparation against disasters, defence and the elimination of the aftermaths belongs to the duties of the Hungarian Defence Force, as it is stated in the Fundamental Law of Hungary. Since the responses to disasters require a proper co-ordinating and controlling activities, authorities created the Defence System for Disaster Management in 2005, with the main task of preventing disasters from happening, or, in case of a disaster, its task is to save people and properties, as well as to mitigate the aftermaths of the disaster.

The Defence System for Disaster Management is an integrant of the national disaster management system, its operation is regulated by laws and internal regulations [15], while its activities are based on the existing capabilities of the Hungarian Defence Force, and it consists of the appointed organizational units.

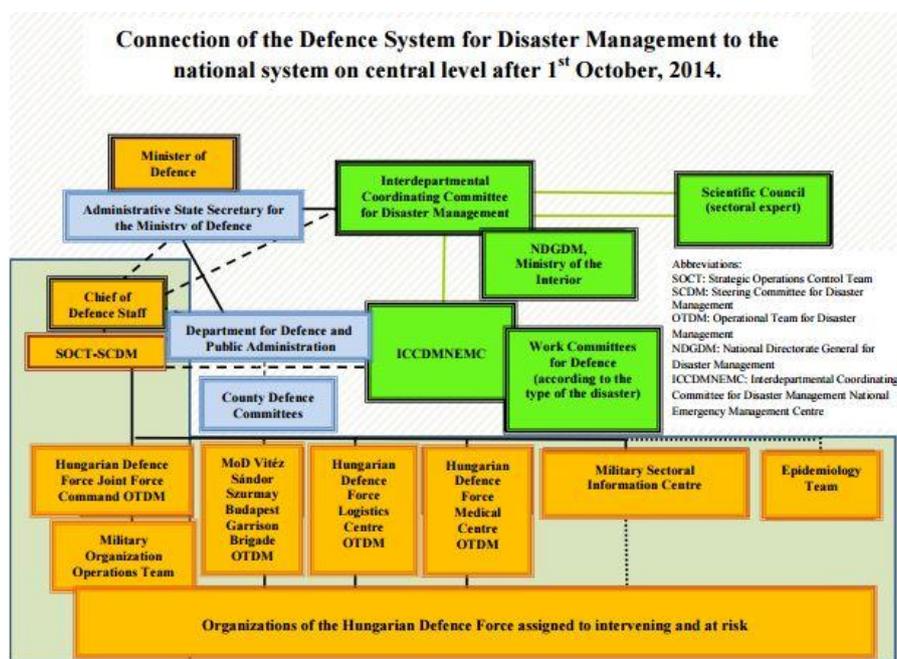


Figure 1: Organizational structure of the Defence System for Disaster Management (Source: New structure and operational order of the upper-level management-controlling system of DSDM. Conference on disaster management, 16th September, 2014. Budapest, Stefánia Palace)

Organizational structure of the Defence System for Disaster Management

The Defence System for Disaster Management is a double-duty organization. Its primary function is to save and rescue the personnel and property at risk, to mitigate the effects of the aftermaths and to eliminate them from the sector in case of disasters or severe emergencies affecting the home-defence sector. At the same time, it has to co-operate in performing disaster management tasks on national and international levels, based on the Government's decision, or the invitation of the Interdepartmental Coordinating Committee for Disaster Management or its steering operation body and the organizations of defence administration [16].

The three cores of the Defence System for Disaster Management

The Defence System for Disaster Management can be divided into three, well-separable parts: three cores.

The first core is to elaborate the operational regulations of the Defence System for Disaster Management and to determine the management system, i.e. the upper level part of the regulation. Its activities are: legislation, calculating the whole budget of the home-defence administration and the professional management of the whole system of the Defence System for Disaster Management. These tasks are performed by the Administrative State Secretary for Defence with the support of the Planning and Coordinating Department for the Ministry of Defence.

The second core includes disaster management tasks of the system connected to other sectors and bodies of public administration, which also belongs to the responsibility of the Administrative State Secretary, and the professional background is ensured by the Defence Administration Office of the Ministry of Defence.

The third core of the system is the unit ensuring the actual military force that can be used in case of a disaster, which belongs to the main responsibilities of the Chief of Defence Staff. This is the place where the Military Sectoral Disaster Management Plan is being prepared and where the decisions on the preparations and applications of the military forces of the Hungarian Defence Force in disaster management are made, and the actual managing of the forces assigned for the task of disaster response.

Military Sectoral Disaster Management Plan

Target: effective planning and organizing of the disaster management activities of the Hungarian Defence Force; defining tasks related to the operation, alerting, partial or complete activation of the disaster management activities, as well as their executive procedures in case of disaster risks and emergencies [4].

Purpose: to back up the establishment of the decisions of the Minister for Defence, the Administrative State Secretary for Defence, the Chief of Defence Staff, the Defence and Public Administration Office, and the Steering Committee for Disaster Management, and in the same time, it is the base for the application plans of the military organizations assigned to perform disaster management activities.

The plan is also suitable for:

- developing concrete measures for military organizations assigned for performing disaster management activities and for those at risk, determining tasks and organizing operational management;
- determining provision levels and scopes of duties for home-defence in such a concrete way that facilitates the effective operation of military bodies assigned to the Defence System for Disaster Management;
- creating co-ordination with other organizations participating in disaster management and ensuring untroubled co-operation [4].

Effect: it extends to the Ministry of Defence, the organizations belonging to the direct subordination of the Minister for Defence or under his direction and the central office, as well as to the organizational units of the Hungarian Defence Force [4].

The co-ordinated operation of the three cores is ensured by the By-laws of the Defence System for Disaster Management. Participating in the activities of disaster management has a great affect on the operation of the Hungarian Defence Force, so there has been some reorganizations not just in administration and management order of home-defence, but also in the management order of the Defence System for Disaster Management. The overall result of this was the establishment of a positive and more flexible system, and thanks to that, different work-groups can be more easily connected and controlled during emergencies. One of the main targets was to make the system more effective, while the decreasing of bureaucracy was also an important target [12].

Main components of the Defence System for Disaster Management

The most important task of the Minister for Defence is to issue the measures related to disaster management for the Defence Force, and to confirm the By-laws of the Defence System for Disaster Management in the period of prevention [13]. He is responsible for the adoption of the disaster management budget, the command of the emergency services and the establishment of the legal background. He decides on the ordering out of the forces under his scope of authority, and informs the home-defence committee of the Parliament in case of ordering out more than 3000 persons. In the case of not having enough time to execute the official provision procedure during a disaster, the Minister for Defence and the Chief of Defence Staff have the special authority of ordering out certain means and forces to the area concerned [12].

Administrative State Secretary for the Ministry of Defence

Based on the appointment by the Minister for Defence, the Administrative State Secretary participates in the meetings of the Interdepartmental Coordinating Committee for Disaster Management, where he represents the Ministry of Defence. Directs the Defence System for Disaster Management and the international co-operations related to the disaster management tasks of home-defence during the period of defence and confirms those budget principals which are the base for procuring the means required for disaster management services and for the technical and protective means for the protection of the personnel assigned to perform disaster management tasks [12]. Proposes for confirmation to the Minister for Defence the regulations needed for proceeding those measures that are intended to use in case of emergencies in a form of a decree within the sector, and the measures intended to be introduced in case of a disaster not having the amount for announcing special legal order.

Ministry of Defence, Defence Administration Office

Co-ordinates those defence administration tasks that arise from the representation of the portfolio in the meetings of the Interdepartmental Coordinating Committee for Disaster Management; provides professional support for the regional organizations of defence administration for developing action plans, and participates in the organization of the presidential retraining of the county, capitol and defence committees. Offers a suggestion for the order of maintaining professional connections with other central administrative, regional and local defence administrative organizations and participates in the preparation and prosecuting of national and international disaster management training. Supports the co-operation between the units of Defence System for Disaster Management and the regional bodies of the defence administration and ensures the operation of the telecommunication and IT system (K-600 KTIR) and the Unified Digital radio Telecommunication System (EDR) at the central, regional and local defence administration bodies in favour of disaster management.

Ministry of Defence Department for Planning and Coordination

Prepares the departmental order regulating sectoral tasks, the By-laws of the Defence System for Disaster Management, the directive related to the utilization of the budget of the Defence System for Disaster Management and the elementary budget for disaster management with co-operation of the related organizations, besides performing co-ordinating tasks on ministry level during disaster management trainings. Co-ordinates the process of maintaining connections with the bodies of the Interdepartmental Coordinating Committee for Disaster Management and the international co-operations in case of a disaster.

Ministry of Defence Department for Defence and Public Administration

Its primary duty is to co-ordinate the completion of the tasks originating from ministerial level and to support the work of the Administrative State Secretary and the Minister for Defence in

decision-making procedures. The team mainly consists of the assigned personnels of the Defence Administration Office, the Defence Staff and the Ministry of Defence Department for Planning and Coordination. It maintains a continuous connection with the leaders of the ministries involved in defence, the governmental and central agencies and the bodies participating in home-defence, as well as the regional and local bodies of defence administration. Analyses the information and performs the required co-ordination, participates in the preparation and execution of decisions assigned to the scope of authority of the capitol and the defence committees of counties.

Chief of Defence Staff

Assigns the leaders of the Operational Teams for Disaster management, the Military Sectoral Information Centre, the middle-level bodies and the executive military force intended to use; he attends the meetings of the Interdepartmental Coordinating Committee for Disaster Management with the right of consultation. He proposes the Military Sectoral Disaster Management Plan to the Minister for Defence and ensures the continuous command of the different emergency services as well as the mobilization of the technical equipment. He decides on the ordering-out of the personnel under his authority in case of an intervening disaster event, commands the work of the Steering Committee for Disaster Management, and supervises the execution of the tasks related to disaster management provided by the military organizations under his subordination [12].

HDF Training and Doctrine Centre

In co-operation with the Defence Staff Operations Directorate, it determines the requirements for the military training and preparing of the forces assigned to the Defence System for Disaster Management, elaborates and supervises the planning and execution of the general and professional trainings related to the tasks of disaster management. Participates in the inspection of the specialities under its competence, works up the experiences related to the operation of the Defence System for Disaster Management, initiates the integration of those experiments into the plans and regulations.

Hungarian Defence Force Medical Centre

Elaborates the action and disaster plan regulating the medical support of disaster management tasks, and ensures the updating of them. Assigns the personnel of the Steering Committee for Disaster Management and the assigned work-groups and ensures their operating conditions as well as the alerting, activization and operating conditions of the Epidemiology Defence Team. In case of epidemic danger and disaster, it is bound to make available 10% of its capacity within 3 hours and 20% of its capacity within 6 hours until the special circumstances exist, including the support of medical attendance of the wounded requiring specialists, prepares for the medical attendance of persons suffering from radiation disease or with the suspicion of having radiation disease together with the Medical Supplier Team and with the use of 100 beds. Plans and executes the preparation of the personnel assigned to participate in different disaster management tasks. Ensures the resources necessary for the operation, the possibility of alerting the assigned personnel and the conditions for application. Participates in the preparation and prosecuting of disaster management trainings, and executes its data providing duties stated in the Ministry of Defence Information Connection System and the related regulations.

Hungarian Defence Force Military Administrative and ADP Centre

Elaborates the regulations on the draft call for performing disaster management tasks and the release from the active list of the voluntary army reserve and executes the professional control, inspection and supervision of the military administrative activities related to the preparation for

the draft call of the voluntary army reserve. Supports the co-operation of the units of the Defence System for Disaster Management with the organizations of the defence administration. Supports the maintenance of connections between the Operational Teams for Disaster Management, the Operational Divisions for Disaster Management and the local disaster management committees via military administrative communicants in its personnel.

Hungarian Defence Force Joint Force Command, Logistics Centre, 'Vitéz Sándor Szurmay' Budapest Garrison Brigade

They assign and, if it is necessary, redeploy disaster management work-groups, have the disaster management plans of the work-groups elaborated and confirm them, ensure the data required for accomplishing internal defence plans and plans for defending objects. They organize the disaster alert process and information of their own and their subordinates, control the work of the subordinate military organizations related to disaster management. They participate in the preparation and prosecuting of the disaster management trainings, accomplish the executive commanding plan of those trainings and supervise the assignment, preparation of the executive forces and the existence of their document system, papers, alert process and application conditions. They execute their data providing tasks stated in the related regulations and plan, organize and control logistic supports for the subordinate military organizations and ensure every war store necessary for executing disaster management activities.

Hungarian Defence Force 'Artúr Görgei' NBC Information Centre

Operates the Military Sectoral Information Centre, including the assurance of conditions required for alert, activation and operation and accomplishes and updates the documents and database of the Centre. Participates in the preparation and prosecuting of the national and international disaster management trainings which are in accord with the function of the organization. Works up the data of the sectoral database called "hazardous substances and hazardous objects" and ensures the usability of the necessary information for the decision-making system of the sector.

Defence Staff Operations Directorate

Determines the requirements for the system of emergency services and the conditions for preparing, requisition, alert and activation of the military forces assigned to the Defence System for Disaster Management. Plans and implements the involvement of the Hungarian Defence Force into the prevention and elimination of disasters and provides a continuously updated version of the Military Sectoral Disaster Management Plan. Co-ordinates the elaboration of the measures regulating the disaster management activities of the military organizations under its subordination, issues measures, co-ordinates the short-term plan for the actual, expected tasks, constructs the operational conception. Co-ordinates the operational planning and elaboration work of the executive forces related to disaster management and controls the preparation for disaster management of those forces. Ensures the alert, activation and operational conditions of the HDF Steering Committee for Disaster Management, and ensures the sectoral "hazardous substances and hazardous objects" record database for the use of the directorate. Participates in the preparation and prosecuting of the national and international disaster management trainings and within this framework, accomplishes the commanding plan of the trainings on department level.

Defence Staff Signal, Information and Information Protection Directorate

Elaborates the requirements for the HDF signal, information and information protection system and the military telecommunication and IT network, participates in the inspections of

specialities and issues professional orders for supporting the messaging, information and information protection of disaster management tasks.

Defence Staff Personnel Directorate

Determines the regulations for the personnel records of the military organizations assigned to the Defence System for Disaster Management and prepares the personnel responsible for the personnel record of the military organizations and elaborates the professional sections of the upper-level regulations and plans related to the personnel support of the appointed forces.

Defence Staff Logistics Directorate

Determines the principles for logistic support of the forces assigned to the Defence System for Disaster Management and elaborates the professional regulation on the planning and execution of logistic support for disaster management tasks, determines the record order of the costs of defence and totalizes the logistic-type costs after executing the task. Besides that, it participates in the organization of the co-operation between the organizations involved in defence and in the inspection of specialities in its competence.

Hungarian Defence Force Steering Committee for Disaster Management

This organization was created for providing superior management tasks, which works on the alert in a 24-hour service in the period of defence. Alerts the home-defence forces assigned to disaster management and initiates the use of executive forces, appoints the areas of responsibility, base barracks and base objects according to the place, type and extension of the disaster. Controls the home-defence forces involved in the execution of disaster management tasks, and the pull-out of the military organizations at risk into safety. If necessary, it offers which home-defence forces can be further prepared and involved in disaster management. Controls the collection and processing of all the information required for assessing and estimating the expected and intervening disasters, the data communication and data exchange, informs the on-duty press officer of the Ministry of Defence (MoD) on its activation, then, with the co-operation of the officer, it involves the assigned representative of the MoD Cabinet of the Minister Press Office in its work on a regular basis.

Hungarian Defence Force Operational Teams for Disaster Management

Organizational units providing middle-level managing and military tasks, which were created by the regulations of the Steering Committee for Disaster Management and work under its control; they conduct the disaster management activities of the military organization concerned and assigns the local military commanders. Furthermore, they additional task is to collect, analyse and transfer data to the Steering Committee for Disaster Management. After finishing their defensive tasks, they control the withdrawal of the forces, estimate the execution of their work, accomplish the summing reports, collects and analyses the gathered experiments and makes suggestions to the bodies authorized for making decisions about the changes they found necessary.

Hungarian Defence Force Epidemiology Defence Team

A middle-level managing team, which most important task is to providing professional services in case of an epidemic, including sampling, identifying pathogens and the effectuation of other measures in case of an epidemic [12].

Field Officer

The Field Officer is a leader assigned by the commander of the area of responsibility, who controls local defence activities, maintains connections with the representative of the

organization controlling local defence. The Field Officer is responsible for supplying the personnel working on the assigned location, as well as their resting and the organization of their relieving [14].

Executive Forces

The personnel of the Hungarian Defence Force assigned and prepared for disaster management tasks.

Participation of the forces of the Defence System for Disaster Management in international disaster management tasks

According to the decision of the Government, the forces of the Defence System for Disaster Management provide assistance in international emergency situations. The co-ordination of the sectoral participation and the preparation tasks for the government's decision are performed by the Administrative State after the reconciliation with the Interdepartmental Co-ordinating Committee for Disaster Management, while the tasks related to the assignment, preparation and use of the forces of the Defence System for Disaster Management participating in international emergencies, according to the Government's decisions, are performed by the Chief of Defence Staff. The force originally assigned to the execution of international disaster management – depending on the type of the disaster and the Government's decision – was the HDF Tisza Construction Battalion Hungarian Company [4].

Measures and obligations related to the disaster management tasks of the Hungarian Defence Force

- The Fundamental Law of Hungary;
- Act CXIII of 2011 on home defence, the Hungarian Defence Forces, and the measures to implement in special legal orders;
- Act CXXVIII of 2011 on disaster management and amending certain related acts;
- Government Decree No. 290/2011 (XII.22.) on the implementation of certain regulations of Act CXIII of 2011 on home defence, the Hungarian Defence Forces, and the measures to implement in special legal orders;
- Government Decree No. 234/2011 (XI.10) on the implementation of Act CXXVIII of 2011 on disaster management and amending certain related acts;
- MoD Decree No. 23/2005 (VI.16.) on the control and tasks of the home-defence sector against disasters; (VI. 16.)
- 28/2012. MoD Regulation (IV. 21.) on the By-laws of the Defence System for Disaster Management; MoD Regulation No. 62/2014. (IX. 26.) on the issue, assurance and use of the By-laws of the Defence System for Disaster Management; MoD Regulation No. 61/2010. (V. 20.)
- 74/2014. MoD ASS–CoDS joint measure of the MoD Administrative State Secretary and the Chief of Defence Staff (HK 10.) on certain regulations of the operation of the Defence- and Administrative Team and the Strategic Operations Command Team - Steering Committee for Disaster Management.
- 285/2014. CoDS measure of the Chief of Defence Staff (HK 11.) on the disaster management tasks of the military organizations of the Defence Staff and the Hungarian Defence Forces
- 26/2014. CoDS CoOD measure of the Chief of Operations Directive (HK 11.) on the structure, operation and report order of the Atom-, Biological-, Chemical-, Alert and Communication System of the Hungarian Defence Force [4].

Based on the above measures and means of common law rules for regulating organizations, it can be stated that military and law enforcement bodies perform the tasks of preventing disasters, eliminating of the aftermaths of intervening disasters and recovery together. The basic legal background for their co-operation is provided by Act CXXVIII. of 2011., 2. § section (1), as follows: "defence and the elimination of aftermaths must be ensured by the co-ordination of bodies created for this purpose and the operations of different defence systems and by the involvement and co-operation of citizens, civil defence organizations, economic entities, the Hungarian Defence Force, the law enforcement agencies, the National Tax- and Customs Administration, the state weather service, the state ambulance service, the bodies of water conservancy, the health administration organization, voluntary civil organizations and public bodies created for this purpose and furthermore, the causer and generator of a non-natural disaster, state organizations and self-governments" [5].

Disaster management preparedness scale of the Hungarian Defence Force

The Defence System for Disaster Management has provided such an preparedness system, which enables the quick and effective join of the Hungarian defence Force in the execution of disaster management prevention and elimination tasks. The Defence System for Disaster Management can be alerted by forecaster organizations, or those military services, which observe disasters.

The Hungarian Defence Force has a three-level preparedness scale.

- After the order of the first scale, a 12-hour emergency service begins, and within three hours following the order, the personnel involved must report at the appointed rallying point.
- In the case of the second scale, a concrete danger for causing a disaster exists, and it is expected that the disaster cannot be avoided, so the execution of the tasks must be started within six hours following the order.
- The third scale is the operational preparedness, which means that the execution of the tasks must be started within three hours following the order.

Disaster management activities of the Hungarian Defence Force

The Hungarian Defence Force has the proper headcount and professional skills for managing disasters in a high-quality manner, which was supported by the reform of the army with the significant modification of its personnel.

Concerning disaster management tasks, the Hungarian Defence Force can provide assistance in case of extreme weather conditions (like heavy snowing), flood and inland waters, forest fires, earthquakes and damage in industrial buildings (together with the HAVRIA research group, mobile laboratory and medical teams), as well as in case of a social risk (refugee affairs, migration) [18].

The Defence Staff Operations Directive prepares a contingency plan for disaster management tasks (for elaborating flood-control tasks, performing the tasks related to the prevention of the aftermaths of an industrial accident, performing the tasks related to the aid provided by the Hungarian Defence Force in international disaster situations, etc.). The aim of the plan is to inform the departments and offices of the Ministry of Defence and the military organizations under the control of the Chief of Defence Staff, which are involved in the duties of flood control, on the execution of the disaster management activities in order that the leaders of the Operational Teams of Disaster Management and all of the organizations involved could be able to prepare for the successful and effective planning and execution of defence activities [19].

The Hungarian Defence Force have participated in disaster management activities several times, but three fields can be significantly emphasized, in where they were and are of great help.

Flood control

With regard to the risk of disasters, Hungary belongs to the average level, but regarding floods, she belongs to the threatened category. Nowadays, the appearance of extreme weather conditions are a big risk in our country, and one of their aftermaths is the forming of floods. From a geographical point of view, it can be stated that the risk of floods in the Carpathian-basin are extremely high, especially alongside River Tisza, where the disasters of floods are even worse than floods created by River Danube.

The Defence Force possesses the amount of specialists (Tisza Construction Battalion, which provides assistance basically in the elimination of damage occurred on the catchment areas and runoff areas of River Tisza, and it is the prepared personnel of the assigned military forces) and the technical-mechanical equipment that can be used for rescue activities (cross-country lorries, heavy transport helicopters or other technical machines), that can be effectively used during the execution of flood control activities. In case of disasters, it can provide aid with the use of several work-groups (diver and air teams, lift equipment team, transport-towing team, medical teams, diagnostic teams, aquatic rescue teams, fire services, etc.) [18].

Main duties of home-defence forces participating in disaster management activities:

- reinforcement and raising of primary flood-control works;
- construction of emergency dykes and temporary flood-control works;
- participating in the activities for preventing the forming of boils and overflows;
- providing the use of a tracked amphibian vehicle for rescuing people and properties;
- providing logistics- and securing tasks for the defence forces participating in defence activities;
- maintaining the preparedness for interference and rescue [18].

Considering the past decade, the Hungarian Defence Force had provided an essential aid during the flood-control of 2006 and 2010, and it did its share during the flood-control situation caused by increased raining at the upper-catchment area of River Danube in 2013. In the interest of flood-control, thousands of soldiers were mobilized from the personnel of the Defence Force, proper technical equipment and devices were applied and huge amount of army reserve were successfully used.

The red mud disaster

The biggest industrial disaster of Hungary was the red mud disaster in 2010. As a result of the damage of the red mud containment of the Hungarian Aluminium Zrt. (MAL Zrt.), a huge amount of alkaline red mud had spilled out to the lower areas of Kolontár-Devecser. In the interest of controlling the unprecedented industrial disaster, the Government had announced an emergency. Defence control duties were performed by the Interdepartmental Coordinating Committee for Disaster Management and the local Operational Team for Disaster Management, recovery activities was performed by the Governmental Coordinating Centre for Reconstruction, and 1 person was assigned for the representation of the MoD.

The Hungarian Defence Force has also provided a great aid in the defence activities and the eliminations of the aftermaths of the red mud disaster. 319 soldiers and 127 transport vehicles have been commanded to the site by the defence force. The Government had ordered for the evacuation of Kolontár and the construction of an embankment. 715 persons had been evacuated and transported to the temporary accommodating stations as part of the provisions. During rescue, the Havaría Laboratory of the Hungarian Defence Force has performed chemical and radiological examinations and participated in the rescue activities. Injured civilians were taken care for in the Military Hospital - State Healthcare Centre where they were transported by emergency transport helicopters. Logistic support was performed by the HDF 54th "Veszprém" Radar Regiment, while the soldiers of the HDF 93rd "Sándor Petőfi" NBC

Battalion were responsible for the transportation of civilian vehicles from the contaminated area. As a result of the quick, effective and professional actions, the evacuation of Devecser was not required. The Defence Force provided help with its military personnel called out from four garrisons to neutralize the contaminated environment (they used plaster to absorb the alkaline substances); to transfer a total of 300 t sludge from the area and to clean a 15 km long road. During the following week after the red mud disaster had occurred, 2300 soldiers, 344 pieces of technical equipment and six helicopters participated in the defence and damage elimination, and another 450 persons were in a continuous preparedness in case the emergency situation would increase. [20].

István Simicskó Minister for Defence highlighted the followings on the fifth anniversary of the disaster: as a result of the sludge overflow, ten people had lost their lives, 286 people had to be taken into medical care, the number of claimants were 730, the highest headcount of responders were 4000 in the most critical period. The wildlife of Stream Torna had been completely died out, 1017 ha agricultural land had been flooded by the red mud and more than 360 houses had been damaged. The Minister for Defence has expressed his appreciation for the Hungarian defence Force for their active participation and resistance [21].

Managing the migration crisis

Migration is the name of the process when people permanently change their habitation and society due to economical and ethnical reasons, or hostilities.

The history of migration goes back to the 19th-20th century, when huge amounts of European citizens had been migrating into the United States. World War II had changed a lot of things when the "dictatorships" that came into power in many countries (mainly in Eastern-Europe) did not permit there citizens to travel to abroad freely. Migration trends have increased again from the 80s, mainly on the area of the Balkans and from the successor states of the Soviet Union.

The Arab Spring (2011), the period when Arab civilians had been rising against the authoritarian regimes, had a great effect on migration: Rebels in Tunisia, Egypt, Libya and Syria tried to assume power either in a peaceful manner or triggering a civil war. Many people had been forced to leave their homeland in certain regions of the world (Sub-Saharan region, South-Asia and the Middle-East) due to population growth, natural disasters and wars in many countries. According to the report of the UNHCR Global Trends 2013, 51,2 million people have left their homes and country due to wars [23].

Millions of immigrants arrived in Europe in the past decades and thousands of migrants besiege Hungary and Europe via Hungary nowadays. The number of future arrivers cannot be estimated right now, since the citizens of Syria and Iraq, and also people from the Balkans need humanitarian aid, and besides that, many people, including the ones from North-Africa, leave their home countries as a result of newly formed wars.

Migration effects the fields of security policy, aliens policing and correctional policy, and also has an influence on demographical changes. Besides, there are other risk factors as well, one of the most important of them is health risk (epidemics and diseases, since the immigrants have unascertainable medical background) [24].

Based on all of these facts, it is statable, that the biggest disaster emergency nowadays is the process of mass, illegal migration [23].

The first step to manage this situation is the elaboration of a proper Migration Strategy, which, after the situation analysis of the migration process, expansively determines the procedure of entry, residential, integrity, international protection and repatriation policies and the system of resources required to the accomplishment of these ambitions based on the identification of the specific directions and efficient causes of migration and with the drafting of the national interests, values and targets of our country. Includes the expectable effects of

migration on society, social affairs and budget, emphasizes the requirement for ensuring fair treatment and the references of migration concerning human rights. It has a definite solution to the national-and public safety and public order risks related to the illegal elements of migration, and together with this, it emphasizes, that the foreigner, who wants to enter, reside and integrate here, has to accept and respect the standards of the European Union, the Fundamental Law and other laws of Hungary, and together with these, the rules of social coexistence [22].

Several state organizations participate in fulfilling the tasks related to the immigrants. Some of them are performing public proceedings tasks of refugee affairs or the operation of the accommodation centres, such as the Office of Immigration and Nationality; others are performing border policing, criminal investigation and crime prevention tasks, such as the following law enforcement agencies: Police, Defence Force and other national security agencies.

Migrants arrive to Hungary from three different directions:

- Starting from the areas of Middle-Asia, through Russia and Ukraine to the eastern border;
- People coming towards Hungary from North-Africa via Turkey, through Bulgaria and Romania;
- through the Balkans pathway, starting from Turkey, through Macedonia and Serbia, which is now the most common way of approaching Hungary [25].

After examining the present situation, it is statable, that Hungary is mainly a transit country for the immigrants. Due to the Schengen border barrier, immigrants reach their destination country through Hungary, while Hungary must comply with the terms and conditions of the treaties, as the external border of Europe.

Migration have been continuous from the countries of the Balkans on the south area of Hungary in the past years. The number of immigrants used to be under 100 people per day, but nowadays (end of September, 2015) this number has reached 10000 people per day. Migration crisis has turned to be a European-level problem nowadays, and the Hungarian Defence Force has an important role in the local management of this problem.

On 13th July, 2015, at 8 a.m., the Hungarian Defence Force, with the support of the police, has started the preparation work needed for the building of the temporary fence with the purpose of border control, on the outer area of Mórahalom. Units participating in the tasks: HDF 5th "István Bocskai" Infantry Brigade, HDF 37th "Ferenc Rákóczi II" Engineering Regiment and the HDF 86th "Szolnok" Helicopter Base, with the total of 43 soldiers. Soldiers transported the necessary technical equipment by eight vehicles from the barrack of Hódmezővásárhely to the site. After surveying the area, they performed field-work required for starting the building of the temporary fence with the purpose of border control - cutting of trees and underwood, soil preparation, road construction. They used one tracked bulldozer and one universal groundworks machine. The building of the 150 m long sample section was completed together by the Ministry of Interior and the competent organizations of the Ministry of Defence [26].

In September, 2015, they completed a field-exercise called "Decisive Action", which aimed to assist in the work of the police to manage the emergency situation alongside the border [29]. Within this, the defence force was serving at the southern border with great force, a total of 3800 soldiers early in September 2015, where its main task was to provide assistance to the tasks of constructing the fence at the border, so thanks to the increased number of soldiers, several kilometres of fence was constructed. In the middle of September 2015, 4300 soldiers were serving at the southern border, whose main duties were to accelerate the construction of the border barrier and to reduce the risks of human smuggling activities and terrorism [27]. During the execution of the tasks of border policing, soldiers belonging to the voluntary army reserve were also put in by the defence force, who could assist in every duties at the border

except for the tasks of policing. At the end of September, 2015, 500 voluntary soldiers were mobilized from the army reserve of 5000 soldiers [28].

Previously, soldiers had been assisted in the duties of the police during patrol, but it became obvious, that the effective management of a migration of this extent requires the amendment of measures.

A new act addressing the management of migration had been issued in Magyar Közlöny in 22nd, September, 2015, which authorized the Police and the Defence Force with new rights until the end of this existing crisis [30]. Soldiers have the right to take action according to the rules created for the police, but the soldiers must be lead and controlled by a military commander in every case.

At present, the biggest risk of disaster is represented by the migration crisis, and the Defence has undertaken a great part in the management of this situation. After examining the situation, it can be stated, that the disaster management activities of the Hungarian Defence Force related to the migration crisis are effective, but they can be still improved, which will be hopefully facilitated by the changes in the measures and the continuous co-operations with international organizations. It is obvious, that the present migration crisis requires at least a European-level, but rather a world-wide co-operation.

SUMMARY

In the past years, new types of challenges and risks have arisen in the fields of security policy, among which the identification of natural and social threats and the reduction of emergencies have been emphasized. Within all of these, civilian and military co-operation has more and more importance in providing disaster management tasks.

During the management of disasters that have already been occurred, the disaster management activities of the Hungarian Defence Force was a great support to the work of disaster management organizations. According to the facts detailed in my article, the effectiveness of the Hungarian Defence Force, including the operation of the Defence System for Disaster Management can be well seen, it meets the requirements of the government and the Ministry of Defence, and gets an ever-increasing social recognition, and, as a matter fact, it should get this recognition.

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