

The structure of defence administration and the role of the public safety desk in our country

Defence administration is part of public administration, and it is carried into effect on central, regional, local and rural settlement levels. My purpose is to demonstrate the complexity and structure of the system. I will present the defence administration system of Hungary, the levels, functions and purpose of defence administration, and the organizations participating in defence administration on the levels of counties, districts and settlements. The activities and roles of mayors and the public safety rapporteur will be explained in details throughout my article. The importance of the duties of the public safety rapporteur will be represented through a few examples. I examine the changes in the legislation needed to create an even more effective co-operation between local governments and other organizations operating in defence administration.

Keywords: defence administration, local government, mayor, public safety rapporteur

Introduction

In the past few years, there have been continuous reorganizations and abridgements in the public administration of Hungary, so this includes witnessing the alteration of the defence administration tasks. During the development of defensive tasks against hazards (prevention, rescue, defence, recovery), it can be clearly seen that various kinds of tasks should be accomplished in the field of defence administration. After the changes in the legislation, law enforcement agencies take an ever-increasing part in defence administration, while local governments still have a minor role in the completion of these tasks. Within the framework of this paper, I will examine international standards, legislation, tasks and requirements, to find out how they can be effectively applied in Hungary for the protection of citizens, especially through the activities of local governments and the public safety rapporteur. One of the targets of defence administration in the future is that local government authorities, citizens and different law enforcement agencies (disaster management, police department) will carry out these tasks in co-operation with each

other, since a number of tasks re-arranged from law enforcement agencies and economic entities could be carried out by local governments, for example through the local tasks of civil defence. During my article, I will demonstrate the most important information that was being processed.

Research methods

During my researches, I took scientific grounding as my primary aspect, therefore I:

- ♦ studied all the bibliography in connection with this present paper that can be found in the library of the National University of Public Service;
- ♦ studied the defence administration duties carried out by local governments;
- ♦ consulted with defence administration experts;
- ♦ systematized the information being gathered for composing my article.

Defence administration

The organizational and institutional system of defence administration

The elaboration of the defence of Hungary is a governmental task, with the integral parts of defending the independence and sovereignty of the country, the conservation of national values and to ensure the conditions needed for the life, property, and social safety of the citizens. All of these are determined by the geopolitical status, insecurity, and the security policy and defence targets of the given country. The recent definition of safety can be interpreted, in a qualified sense – after all, the definition of safety includes not only the physical safety of the country and its citizens, but a much wider fields of economical, social, financial, environmental, etc., as well – through the defence system, from the point of view that the system, beyond defending the area of the country, has to provide safety for the citizens also, and has to provide the necessary conditions for that safety. This feeling of safeness must be provided by a complex security system, which is capable of integrating the actual security organizations and the sources necessary for their operation through the ways of planning, organizing and implementing, in every representative level [1].

The definition of defence administration

Defence administration and civil security have different meanings in every country:

- ♦ in some places it includes the whole volume of civil defence, transport, infrastructure, health care, the protection of population and material goods, and disaster prevention;
- ♦ in other places, it targets the protection of the material goods of the population, such as civil defence, civil emergency planning (Treaty of Rome, November, 1991.)

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

Target of defence administration

According to the Encyclopaedia of the Art of War, the target of defence administration is: "...in the preparation for home defence, organizing, co-ordinating and controlling the activities of bodies participating in ensuring the operation of the country during a war or a state of emergency for the effective and expert implementation of the tasks devolved upon them" [2].

The above mentioned definition is from the beginning of the 1990s, so the targets of defence administration are way beyond this in the present days, because besides home defence, it also includes the fields of civil defence, disaster management, defence preparation and mobilization of the economy, and ensuring the provision of the population at risk.

Functions of defence administration

In the field of civil defence activities, the risk of armed attacks-conflicts have been reduced, while the following tasks have come to the fore:

- ♦ protecting human life; preventing local conflicts based on ethnical or other issues;
- ♦ humanitarian aid; co-ordinating the defence against weapons of mass destruction;
- ♦ emergency situations occurring from the production, transport and storage of hazardous materials;
- ♦ planning defence activities against disasters; protecting health care centres;
- ♦ providing international aid activities after a disaster occurs in the country;

- ♦ protecting the lives of people and providing the conditions required for survival in case of an armed conflict;
- ♦ technical development of civil defence (including technical equipment and means of communication);
- ♦ reducing the effects of environmental and ecological damage.

Levels of defence administration

Defence administration is carried into effect on central, regional, local and rural settlement levels (Figure 1).

Level of central control of defence

The Constitution of Hungary, as primary legislation, invests the Government, the Parliament, the President of the Republic and the minister of state competent in the proper speciality with controlling power in time of peace, on central level. During the time of special legal orders, the National Defence Council is established, which is the supreme controlling body in the defence system of the country. The National Defence Council controls:

- ♦ the defence activities of the Hungarian Defence Force and all of the bodies participating in the armed defence of the country,
- ♦ the operation of defence administration,
- ♦ the use of the country's resources for the purpose of defence, and the covering of the financial resources needed for the defence;
- ♦ the defence of public order, public safety and the inner order of the country;
- ♦ the protection of the population against the effects of weapons of offence and the elimination of its aftermaths.

The Council, within its scope of authority, determines the organization and order of the government, enters into international contracts except for peace-treaty, ensures keeping federal obligations, determines a special system for organizing the field of public administration and grants amnesty. Its president is the President of the Republic, its members are the president of the Parliament, the prime minister, the ministers of state, the leaders of the parliamentary parties and the Chief of General Staff with advisory power. The National Defence Council exercises its scope of authority as a body, its decisions are made in the form of a decree, which are signed by the President of the Republic and the prime minister.

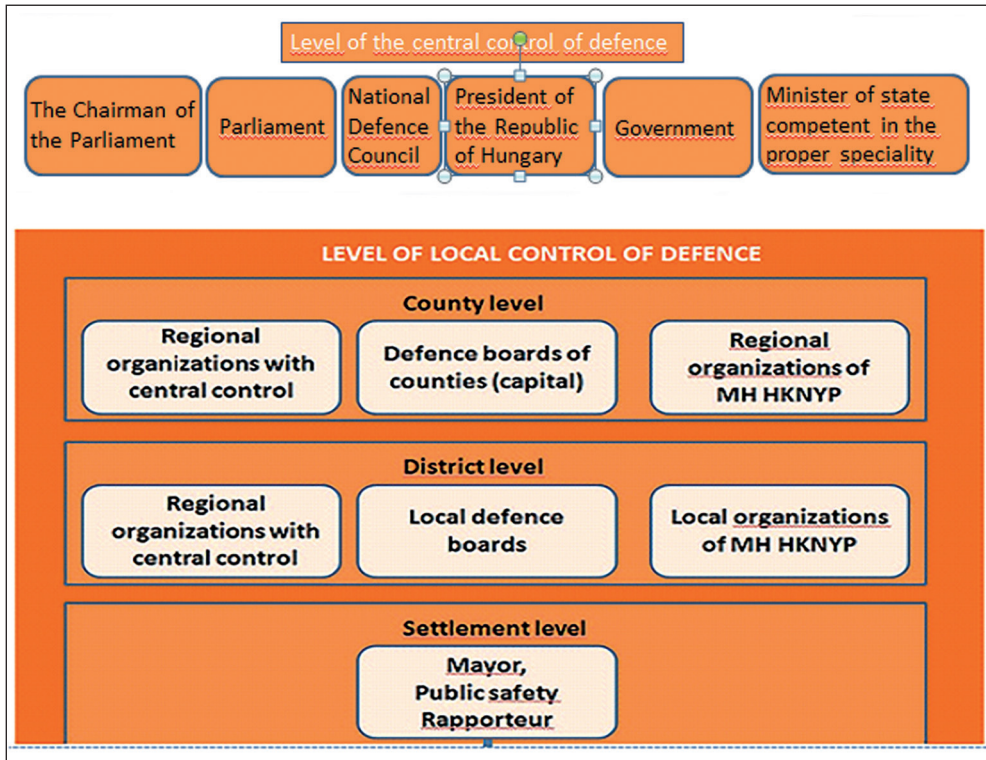


Figure 1. Levels of defence administration [3]

Regional (county) level of control

The regional level of defence administration includes the regional bodies of the central administration, government offices of counties (capital), defence boards of counties (capital), the ministerial commissioner, general assemblies of counties (capital), the deconcentrated and centrally controlled regional administration organizations and the regional headquarters of law enforcement agencies.

Defence boards of counties (capital) are organizations of public administration operating under the control of the Government, which perform their duties determined by the law and government decree in the fields of home defence preparations, disaster management, civil protection, the mobilization of the economy and supplying the population.

Their purpose is to co-ordinate and control the duties of prevention, preparation and defence within the scope of their authority, on county and local level, with the co-operation of the regional office of the professional disaster management organization. Defence boards of counties (capital) are corporate bodies. Their organizational and functional orders are determined by themselves, with the prior approval of the

Minister of Defence of Hungary, and the Minister of the Interior responsible for the defence against disasters [4].

General and disaster management duties of the president of the defence boards of counties (capital):

- ♦ co-operation of the duties of home defence and disaster management on county (capital) level;
- ♦ ensuring the work organization and the operating conditions of defence boards of counties (capital);
- ♦ continuous assurance of the operating ability of the info-communication system and other electrical information communication system used for disaster management purposes of the defence boards of counties (capital).

The president of the defence boards of counties (capital) performs his/her defence administration duties with the co-operation of the County (Capital) Government Office, which is a regional public administration body of the Government with general scope of authority.

Defence boards of counties (capital) within their scope of powers for home defence:

- ♦ control the local defence committees; control the home defence activities of mayors;
- ♦ perform the civil protection duties assigned for their scope of power that must be executed during periods of armed conflicts;
- ♦ determine the requirements and duties of home defence preparation for the organizations participating in home defence through an individual decree, and co-ordinate their implementation;
- ♦ assign the real estates needed for the Hungarian National Force, the law enforcement agencies and other agencies participating in home defence, and inform the mayor concerned;
- ♦ determine the obligations of regional economics and financial services;
- ♦ ensure the operating conditions for the organizations of defence administration and control the implementation of duties assigned to their scope of authority by special provisions;
- ♦ for the purpose of practising and inspecting the duties of home defence preparation, they can organize a training with the approval of the Government and with the co-operation of the organizations participating in home defence.

The secretary of the defence boards of counties (capital) is assigned by the Minister of Defence – with the prior approval of the president of the defence boards of counties (capital), and the Minister of the Interior responsible for the defence against disasters – from the staff of the Defence Agency of the Ministry of Defence, and the professional disaster management organization. [5]

In normal periods, the secretary's work organization is the secretariat of the defence boards of counties (capital), which is an organization with independent legal status op-

erating in the centre office of the capital and county government office under the direct subordination of the president of the defence boards of counties (capital).

The secretariat of the defence committee performs the information management and procurement duties of the defence boards of counties, maintains continuous contact with the defence boards of the neighbouring counties, the leaders of the organizations participating and co-operating in defence preparation, and the defence administration organizations concerned in the international (cross-border) co-operations. Prepares the decisions of the defence boards of counties in periods of disaster risk and special legal order, provides ordered tour of duty, and ensures the conditions for continuous operation, plans the training and retraining of the defence boards of counties and others participating in defence preparation.

Local (district) level of control

There are local defence boards operating in the districts and in the precincts of the capital. The scope of authority of the local defence boards adjusts to the districts and the precincts of the capital. Local defence boards are public administration bodies operating under the control of the defence boards of counties, which control and co-ordinate the implementation of the local duties of home defence preparations, disaster management, civil protection, the mobilization of the economy and supplying the population [6].

Local defence boards are corporate bodies. Their president is the leader of the district (precinct of capital) office of the capital and county government office (hereafter district office), its deputies regarding disaster management are assigned by the leader of the local office of the professional disaster management organization, its deputies regarding home defence are soldiers on the active list of the National Defence Force assigned to this position in case of need. Other members besides the president and the deputy: [7]

- leader of the law enforcement agencies assigned according to the scope of authority of local defence committee, with the exception of the professional disaster management organization;
- leader of the regional organization of the central public administration;
- representative of the capital and county government office;
- in case of introducing special legal order, representative of the military administration organization.

The organizational and functional order of the local defence committee are determined by themselves, with the prior approval of the defence committees of counties (capital). The local defence committee – within its home defence administration power – controls and co-ordinates the preparation and implementation of public administration duties related to the augmentation of the National Defence Force. Co-operates in the control of the home

defence duties of the organizations operating on its scope of authority. Co-ordinates the implementation of the obligations of regional economics and financial services within its scope of authority. Controls the establishment and operation of the information system needed for the home defence duties in its scope of authority. Co-operates in the implementation of duties resulted from the special regulations of the period of special legal order. Organizes and co-ordinates the duties related to the civil protection and supply of inhabitants in case of peace, state of emergency, state of preventive defence and raid.

Local (settlement) level of control

The local (settlement) level of duties and organizations of the defence administration system are represented by the mayors, who perform their duties determined by the law and government decree in the fields of home defence preparations, control and co-ordinate the implementation of these duties. The mayors perform their defence administration duties with the co-operation of the public safety rapporteur (in case of settlements of Class I. and II.) [8].

For the purpose of home defence, the mayors:

- ♦ co-ordinate the activities of the local organizations participating in home defence;
- ♦ order the implementation of the obligations of regional economics and financial services assigned to their scope of authority;
- ♦ participate in the operation of the information system needed for the home defence duties within the scope of authority, control the performance of the duties of civil protection assigned to their scope of authority and planned for the period of armed conflicts in case of peace, state of emergency, state of preventive defence and raid;
- ♦ co-operate in the organization and performance of the duties of the preparation and mobilization of the economy.

The act on disaster management determines two scopes of activities for mayors: duties in the time of prevention and duties of controlling defence.

Duties of mayors in the defence administration of settlements

The mayors (the lord mayor in the capital) in their scope of authority controls and organizes the tasks of preparation, defence and reconstruction.

They are responsible for the preparation of the disaster management plans for the settlements and districts, and for ensuring the conditions of defence. Control the preparations for defence, obligate the citizens subject to civil protection obligation for performing

civil protection services by issuing a decree for disaster management, and assigning the citizen for training and drilling into civil protection organizations in regional, settlement, district and workplace levels. Communication is very important at this level. [9]

During the prevention period, they are obligated to perform every duty for the prevention of disasters and the establishment of the defence ability of the settlement. Preventive tasks and tasks related to prevention, which are required for managing a given situation, must be performed in the prevention period. During the time of reconstruction and rehabilitation, duties aimed to restore the situation before the risks occurred, and the recreation of the operation conditions must be performed.

Definition, role and duties of the public safety rapporteur

The public safety rapporteur is the determinant in the settlement level of the defence administration duties, existing from 1st January, 2013, who performs the duties of defence administration (disaster management, law enforcement and home defence) in the government administration system of the public administration. However in the organization of the local government system, I decided that with both the demonstration of the actors of public administration, and the demonstration of their duties makes it easier to place the public safety rapporteur in the system of Hungarian public administration.

Definition of public safety rapporteur: “co-operator in the professional duties of prevention, defence and reconstruction, and in the duties of law enforcement and home defence of the mayor, who possesses the legal relationship of a public servant, assigned to this duty by the mayor and possesses the necessary education determined in the executive decree of this law” [10].

The institutional system of the public safety rapporteur was established with Act CXXVIII of 2011. The primary purpose was to create a position which bridges local governments and disaster management, and helps the mayor organizing the tasks of disaster management, law enforcement and home defence. The workplace of the public safety rapporteur is in the mayor’s office, where they perform their activities. The necessary conditions for the job must be provided by the mayor. The operational field of public safety rapporteurs is the field of public administration, where they were assigned to the position.

Role of the public safety rapporteur

The position of the public safety rapporteur is assigned by the mayor. If the mayor’s office is a common office, the mayors assign the public safety rapporteur together, but if they cannot agree, the decision will be the authority of the mayor’s office in the chief town of the county.

Conditions of the legal relationship of the public safety rapporteur

- ♦ certificate of secondary education at least;
- ♦ obtaining a successful public safety rapporteur certificate within 90 days of the assignment;
- ♦ must possess the legal relationship of a public servant before the assignment;
- ♦ this position must be maintained only in those settlements, which is in Class I or II in the classification system of disaster management [11].

Duties of the public safety rapporteur

Helps the work of the mayor with expert suggestions. Participating in the development of the disaster management plan, and makes recommendations for citizens participating in the disaster management plan. The work of the public safety rapporteur is controlled by the mayor and the leader of the disaster management sub-office.

Duties of the public safety rapporteur in the period of prevention and preparation

In the period of preparation, the performance of the duties require a high professional standard. The disaster management plans must be kept in focus continuously, which means a wide range of duties. Maintaining contacts with the organizations included in the plan must be of enhanced importance. Changes related to the plan must be monitored continuously. The public safety rapporteur performs important duties in the preparation of disaster management tasks. Maintains contacts both with the organizations of disaster management and other organizations participating in disaster management.

During the prevention period, the public safety rapporteur takes part in information of the inhabitants. Inspects and registers the information systems for warning the inhabitants and maintains continuous contacts with the operators of these systems, initiates the repairing or replacement of them in case of malfunction. The public safety rapporteur can be invited regularly to attend the meetings of the management, where the can report the duties accomplished.

Duties of the public safety rapporteur in the period of defence

Preparing expert decisions for the protection of the inhabitants. Performing the duties for protecting the inhabitants by the development of the disaster management plan of the settlement [13] [14] (warning, messaging, informing, rescue, evacuation, reception, reintroduction and providing basic supplies for the inhabitants).

Duties of the public safety rapporteur in the period of reconstruction and rehabilitation

Performing damage estimation, while continuously maintaining contacts with the organizations taking part in reconstruction. Preparing documentation on the damage occurred. Helping the decision-making of the mayor during reconstruction. Monitoring and helping in the creation of humanitarian centres, helping in the solving of the duties related to aid supplies and donations.

Training of the public safety rapporteur: they must attend a retraining course (5-day course) yearly (educators are assigned by the National Directorate General for Civil Protection and the Educational Centre for Disaster Management). Threatening factors, types of disasters, calamities, industrial accidents, which have come to the fore lately (e.g. explosions in chemical plants) are being studied during the course, as well as the threats to civilization, such as epidemics. The critical infrastructure is also demonstrated during the education program.

In my opinion, the disasters that occurred in the past years and decades can demonstrate well that more and more experts should be involved in the defence administration in the fields of disaster management and local governments (public safety rapporteur).

The most significant disasters that have occurred in the past 10 years:

- The dam of the settling reservoirs of the Romanian gold mines burst in 2000, causing serious cyanide contamination of River Tisza, which threatened drinking water supplies.
- Flood on the Upper-Tisza region after the bursting of the dam at Tarpa. Inhabitants of several villages had to be evacuated, with the help of the army and civil organizations besides individuals.
- In 2002, an enormous amount of rain occurred on the basin of River Danube, which threatened local inhabitants.
- Snowing on a country-wide scale interrupted road traffic in several locations in 2003. The reach of many settlements were limited, villages were blocked. This emergency situation was solved with the help of army corps and the Emergency Centre of the National Directorate General for Disaster Management (NDGDM).

- ♦ There was a leakage of gas in the nuclear power plant of Paks in 2003, but there was no radiation. The radiation protection unit of the NDGDM were involved to manage this situation.
- ♦ In 2004, the water-level of River Hernád reached a critical level, so several areas had to be closed.
- ♦ Cloud-burst in the Mátra region in 2005.
- ♦ Inland water alongside the areas of River Danube and Tisza.
- ♦ Heat warning and fires in 2007.
- ♦ Enormous amount of rain in 2008.
- ♦ Damage occurred in the property of inhabitants caused by storms in 2009.
- ♦ Flood and inland water affecting the whole country in 2010.
- ♦ Flood on the River Danube in 2013.
- ♦ Snowstorm in 15th March, 2013, when a huge amount of snow descended all around the country, therefore a lot of settlements were interrupted and isolated from the outside world.

Summary and conclusions

The detailed introduction of the actors in defence administration reflects well that the participation in defence administration requires a complex and wide-range of professional knowledge. The new system of defence administration created from 2012/2013 included the position of the public safety rapporteur for helping the mayor, this individual is an expert in the tasks of disaster management as well as in the local tasks of law enforcement and home defence.

The skilled public safety rapporteur knows properly, how to prepare the inhabitants for the duties of defence and reconstruction. It can be clearly seen, how important it is to employ experts (public safety rapporteur) who possess the proper knowledge in the fields of disaster management and home defence in the period of preparation-prevention and defence. The proper professional skill can be of great help to see the correlations (industrial safety). It is also important, because mayors are civilians who were elected by the citizens, so there are not any professional conditions required to perform their duties (in the field of defence administration), therefore they have not got the proper professional experience in the field of disaster management. Since mayors have to accomplish a wide-range of other activities, and have not got the proper professional experience in the field of disaster management and higher education expertise, a well trained public safety rapporteur can be of great help in every situation. It is also important, that the more experts work in the reconstruction activities, the quicker will be the accomplishment and co-ordination of reconstruction work. In my opinion, higher education and several years of expert experience are needed for public safety rapporteurs.

This would be possible with the university level programmes of defence administration and disaster management and the research theme at the National University of Public Service, which provides detailed knowledge of disaster management, fire protection, home defence, constitutional law and other international learnings, with proper professional help. For the conditions of more effective work, it would be essential to create an independent – including only the duties of defence – job within the mayor's office, which, at the same time, could ensure continuous professional development as well.

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A védelmi igazgatás felépítése és a közbiztonsági referens szerepe hazánkban

PERGE JÁNOS

A védelmi igazgatás a közigazgatás részét képezi, mely központi, területi, helyi és települési szinten valósul meg. Bemutatom a rendszer komplexitását és felépítését, Magyarország védelmi igazgatás rendszerét, a védelmi igazgatás szintjeit, funkcióit, célját és a védelmi igazgatásban részt vevő szerveket megyei, járási és települési szinten. Részletezem a polgármester és a közbiztonsági referens tevékenységét és szerepét a védelmi igazgatásban. Néhány pozitív példán keresztül szemléltetem a közbiztonsági referensi feladatok fontosságát. Vizsgálom, milyen törvényi változásokra van szükség, melyek által még hatékonyabban tudna együttműködni az önkormányzat a védelmi igazgatásban szereplő egyéb szervezetekkel.

Kulcsszavak: védelmi igazgatás, önkormányzat, polgármester, közbiztonsági referens