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**A HAZAI VÉDELMI TERVEZÉS KOMPLEXITÁSA,  
A POLGÁRI VÉDELMI ÉS  
KATASZTRÓFAVÉDELMI TERVEK RENDELTETÉSE,  
HELYE A VÉDELMI TERVEZÉS RENDSZERÉBEN**

**THE COMPLEXITY OF THE DEFENCE PLANNING  
IN HUNGARY, THE FUNCTION AND PLACE OF  
THE CIVIL PROTECTION AND DISASTER  
MANAGEMENT PLANS IN  
THE DEFENCE PLANNING SYSTEM**

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A körülöttünk lévő, Magyarország és a lakosság biztonságát veszélyeztető tényezők széles skálán mozognak. A katasztrófákra és a biztonságot fenyegető egyéb veszélyekre való felkészülés a védelmi szféra minden területén alapvető fontosságú feladat. A felkészülés időszakában mindent meg kell tennünk annak érdekében, hogy az adott esemény elkerülhető legyen, illetve, ha mégsem az, akkor az ország, a települések és a védelmi szervek fel legyenek készülve minden olyan feladatra, amelyre az erők összefogásához, aktiválásához és hatékony működtetéséhez szükség lehet. Ahogyan a veszélyeztető tényezőkre helyi szinten fel kell készülni, úgy országos megyei és szinten is meg kell hozni azokat az alapvető intézkedéseket, amelyek elengedhetetlenek a védelmi szféra erőinek, eszközeinek, képességeinek alkalmazásához. Ez a tanulmány bemutatja a felkészülés időszakának egyik legfontosabb eleme, a védelmi tervezés komplexitását, továbbá a polgári védelmi/katasztrófavédelmi tervezés rendeltetését, fajtáit és helyét ebben a rendszerben. Kulcsszavak: tervezés, tervek, védelmi

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There is a wide range of factors around us, endangering Hungary and the public safety of the population. Preparedness for disasters and other threats to safety and security is an essential task in all the areas of the defense sector. In the period of preparedness, we need to do everything to ensure that a given incident can be avoided, or if it cannot, the country, municipalities and the defense authorities should be prepared for all the tasks, which may be required to concentrate, activate and efficiently operate the personnel. As one must prepare for the threatening factors at local level need, so must the essential measures be taken at national and county levels as well, which are inevitable to deploy

and use the forces, equipment and capabilities of the defense sector. This study demonstrates the complexity of defence planning, one of the most important elements of the period of preparedness, furthermore, the function, types and place of civil protection and disaster management planning in the above mentioned system. Keywords: planning, plans, protection planning

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## Introduction

The activity of our defence system does not start when an abnormal situation has occurred, but in the prevention period. No matter what the risks are, it is the task of the prevention period to map them, assess them, elaborate defence plans and establish the forces, equipment and capabilities necessary, in the light of the results gained. The question arises what protection planning is, what the main areas are and how it is realized today. This study, besides the above issues, asks whether the Hungarian protection plans are to be interpreted as individual sealed documents, or protection planning is to be dealt with as a complex system, whose elements are interrelated and can only be interpreted in conjunction with each other. It also examines what role it has in the complex system of protection planning and what types and levels civil protection planning has and where the place of civil protection plans in the system is.

Previous emergencies have changed, not only in number and intensity, but also regarding their character and devastating effect. Besides the known natural disasters (earthquakes, floods, wild fires, etc.), a number of new threat factors have appeared, such as the industry, storage, transportation of hazardous materials, accidents during the operation of nuclear power plants, aircraft crashes or extreme weather phenomena. With the end of a bipolar world, the risks of armed conflicts and wars for Hungary have declined, however, we may not say that we do not have to prepare for these challenges.

The effective protection against the harmful effects of hazards the establishment of the new institutional forms of self-care are a social expectation and demand. It is evidence in the economic life that without thorough and careful planning a country cannot function effectively. „Vision without action is a daydream. Action without vision is a nightmare” – a Japanese proverb<sup>1</sup> says, and it is very true in planning and implementing

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<sup>1</sup> <http://mikromarketing.hu/marketing-tippek/23-marketing-terv-kisvallalkozasoknak>

protection. In the following, I will examine planning in general, and specifically from the protection perspective.

## About Planning in General

*Planning* is an inventory of tasks, personnel, equipment and activities, and their appropriate distribution and operation to achieve a future benefit or success. This benefit is not only money but it may also be any other value.

The benefit of protection planning, for example, is a higher level of safety and security. Planning is a move on the time horizon<sup>2</sup>, information on the future, rooted in the past, and its framework is created by the present.

„*Planning* is a leadership function, functional framework of problem solving, and a series of activities to produce variants of actions leading to a goal”<sup>3</sup>. In light of the current situation, it is an evolvment of variants of actions aiming at achieving the desirable situation.

*Planning* aims at taking stock of the future objectives, determine the tasks, schedule of activities, necessary for its implementation, processes, to identify and provide the necessary personnel, equipment and materials. Another objective is to increase efficiency, minimize costs, and optimize results. Without planning, neither the supply nor the consumer sector can be successful in the economic life, and in the protection sector, protection cannot be successful either.

There is nothing else to do than to put down goals to be achieved, and the methods and instruments to implement them. It is a process of activities related to and built on each other.

This process can basically be divided into the following steps:

- definition of goals



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<sup>2</sup> Unknown author: A tervezés. – lecture note, Széchenyi István University. Győr. p. 1  
eki.sze.hu/magyar/se/MTM04FIN-1.pdf

<sup>3</sup> Hadtudományi lexikon. MHT, Budapest, 1995, p. 1323, ISBN: 963 04 5226 x (vol. I-II)

- situation analysis, inventory of skills,
- elaboration and evaluation of options,
- decision on the proposed plan,
- compilation of the plan, checking.

In the process of planning, we search and examine the objective and subjective components of factors influencing the future, we forecast their utilization and role with regard to events/activities in the future. The result of planning is a plan.

„Plans are nothing; planning is everything” — says Eisenhower, although we would think that a plan is important. It is clear, however, that our planning activity is based on a plan, it is retroactive to the planning process, so that those two together mean „everything”.

The main result of planning is not only a plan, but the thought process that takes place during the planning and which, by itself, helps achieve the objectives.

In doing so, the strengths and weaknesses are exposed, which, where appropriate, are essential for the goals set forth in a plan.

A plan is only good if it meets certain requirements.

These expectations are as follows:

- it should indicate the makers, consentients, approvers and implementers,
- goal setting should be correct, content should be appropriate for the goal,
- editing should be logical, wording should be clear and understandable,
- it should include transparent action algorithms easy to be implemented,
- it should be brief, concise, yet sufficiently detailed (independent data storage)
- it should be timely, accurate and updatable,
- it should be applicable and utilizable anywhere according to its format,
- it should be suitably classified according to the data content, it should be available.

## **2. NEW INTERPRETATION OF THE NECESSITY OF DEFENCE PLANNING, ITS DEFINITION, FUNCTION AND GOALS**

Without venturing into the area of expertise of economists, planning activities should also be interpreted in economic terms.

### **2.1. New interpretation of the necessity of defence planning**

„The structure of the culture of prevention is not simple. While the costs of prevention burden the present, its benefits are realized in the distant future. Moreover, the benefits are often not tangible, because ‘disasters’ that do not happen are the benefits.”<sup>4</sup>

Tasks of the period prior to disasters, hazards, incidents are carried out in order to prevent and avoid their occurrence. For example, such activities are monitoring, raising public awareness, authoritative work, risk-conscious construction, risk analysis, development of protection agencies, etc. During this period, additional tasks are also performed that help the responders prepare themselves and make any personnel and equipment available for a fast and efficient response in case an emergency occurs. Such an action is the formation and training of civil protection organizations, planning and the availability of personnel and equipment necessary, planning schedules and drills of emergency management activities, and the development of the cooperation of agencies involved, organizing joint exercises, as well as defence planning.

From the aspect of planning, a parallel line has to be drawn between the economic and defence sectors. While macro-economic issues aim at examination of the entire economy, micro-economic aspects scrutinize the economic behavior of individual economic actors, in protection topics, we should see and respond both on national, strategic (macro) level and at sites where disasters occur, on tactical and operational (micro) level the security

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<sup>4</sup> Kofi Annan, UN Secretary General, source: [www.katasztrofavedelem.hu](http://www.katasztrofavedelem.hu)

issues is to look at and react to both national and strategic (macro) level, all the disasters of developing the site, the tactical and operational (micro) levels. The one and only method to achieve it is the formulation of the complex system of defence planning, and the availability of personnel, equipment and capacities accordingly, which the responsibility of politicians and the obligation of experts.

Another parallelism is that people decide in the correlation of costs and benefits in short-term economic decisions, while their long-term decisions are made depending on how the relationship between their risks and benefits develops. So, in the field of protection as well, there are decisions and tasks, which are defined by the difference between input costs and benefits. This is due to the fact that in case of an adequate protection system and prevention, protection expenditures decrease, unspent money is the profit/benefit. In settlements where hazards are “embodied”, local level protection capabilities should be formed in a way to develop a protection situation and level so that the “input” should bring returns by having no disasters developing, or if yes, protection efforts, in a given case, will be less protractive and costly. During national, strategic level decisions, protection activity is influenced by the input risks of tasks and the relation of the all-societal benefit returned by implementation. Just as in economic life, there is no benefit/profit without investment, so the definition and the implementation of these tasks may not take place without investment, i.e. without preparedness in the prevention period. One of the pillars of preparedness is defence planning, whose material result is a protection plan. The practical result of suitable quality planning is balance, i.e. the equalization of opposing forces (hazards and reactions), and the development of protection systems and activities, which, at the same time, form the basis of relative safety and security.

## 2.2 The concept of defence planning, its function and goal

The defence planning is one of the most important tasks of the prevention period, defined by law. Bodies, authorities, offices and persons designated and obliged to implement it are stipulated by law. A framework legislation establishes its basis, but besides it, all sectors stipulate planning

forms and tasks relating to their special fields of expertise in separate decrees and instructions.

Its function is the preparation for the performance of protection tasks defined in laws and other legal instruments of State control. The obligation to draft plans is stipulated in laws, from national down to local level and the relevant powers and authorities.

The aim of defence planning, no matter on what level it is implemented, is to define hazards, prepare for tasks relating to hazards, ensure all personnel and material-technical conditions for managing an abnormal incident in a fast and efficient way, and to be able to protect the safety and security of citizens, the environment and property. Planning takes place in the prevention and preparedness period, its result is a protection plan, which forms part of the protection documentation of the given level responsible for planning. Issues stipulated in the plan are mainly implemented in the period of emergency management and recovery. (Diagram 1)

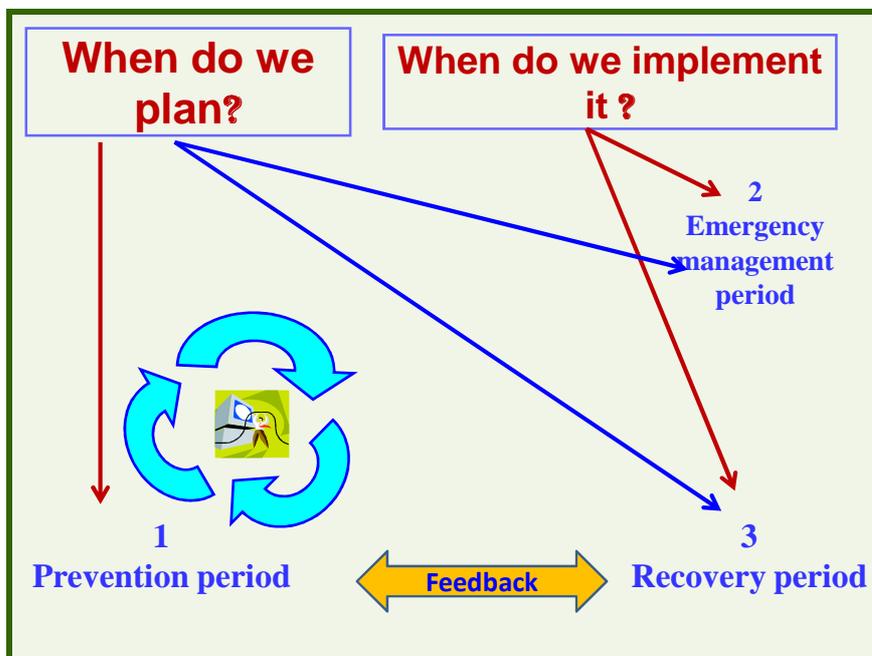


Diagram 1: The defence planning and the periods of the implementation stipulated therein and their correlation (author)

In this context a question arises: who has the main task and responsibility as far as planning? It can be ascertained that the responsibility and tasks lie in the media below in defence planning issues:

- political decision-makers (Parliament),
- executive power creating the instrument (Government),
- ministries participating in the direct implementation and their heads,
- heads of agencies responsible for protection,
- local elected or appointed leaders,
- onsite intervention controllers.

### 2.3 The complexity of the defence planning, elements of the national system of plans

There are systems, in which everything is interdependent, and if one of the system elements does not function properly in this system, the entirety of the system, its success is at stake. The same can be said of a country's protection planning.<sup>5</sup>

In Hungary, in recent years all elements of the protection sector, often interdependently, continued its own planning activity, and suggested that its planning system is a national level planning system, but, by far, it is not so. Since the harmonization of their planning, organizing it into uniform system was not on the top of the priority list, therefore no uniform approach or practice developed.

In the following, I will attempt, using foreign analogy, to submit a recommendation on a version of developing our national level civil planning system in light of the present initial position of our protection planning system, our vulnerability and possibilities. (Diagram 2)

The subsystems of the national level civil planning system, as it is demonstrated in diagram 2, form a correlated entirety with each other.

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<sup>5</sup> *For want of a nail the shoe was lost, for want of a shoe the horse was lost, for want of a horse the rider was lost, for want of a rider the battle was lost, for want of a battle the kingdom was lost, and all for the want of a horseshoe nail.* – an English nursery rhyme also referring to the fact that the malfunction of system elements may cause the failure of the entire system.

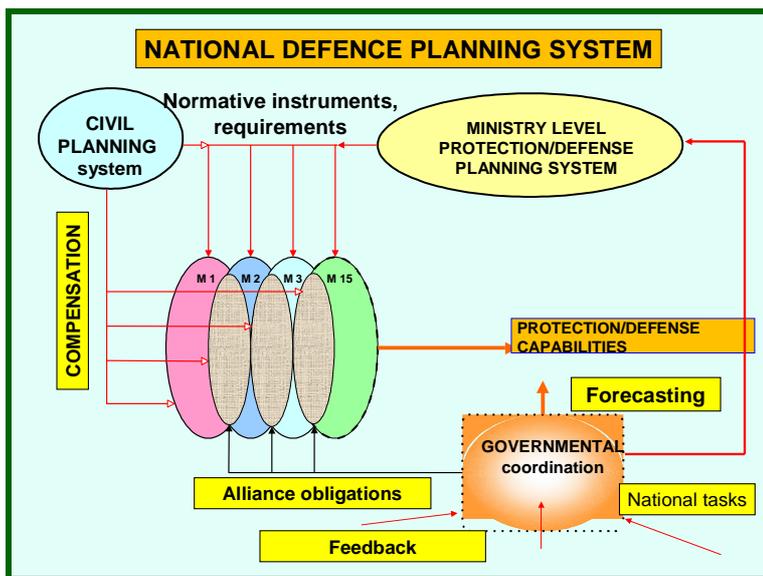


Diagram 2: The national level of defence planning system (author)  
Source: Dr. Rudolf Tóth 6

In the process, government coordination, based on national and federal needs, provides forecast, and determines protection capabilities necessary in the future. Based on this, the various ministries start the development of ministry-level protection planning system. They formulate protection requirements for all the ministries, to which they make norms and instruments available. It is possible that besides original expectations, let's say, in case of an ad hoc situation, they are faced with extra tasks, so the basic norms and instruments are not sufficient; in such cases they receive compensation. It may be implemented by reducing the number of tasks or they get extra personnel and instruments (compensation). The situation would be an essential element because the changes in the goals and tasks, in the form of feedback, planning also reacts. During planning, also between ministries and the government, continuous consultation and feedback goes on in order to define the tasks realistically.

At present, considering both the levels and the plans, and the number of plans, the plan system is complicated. It would be advisable to simplify

<sup>6</sup> Dr. Rudolf Tóth: 2011, slide 4

it, and, in this context, to indicate two main protection planning areas: one relating to war-time, the other to crisis situations. This latter has not yet been exactly defined, but all non-wartime plans could be included. Protection bodies form a complex, interrelated system. (Diagram 3)

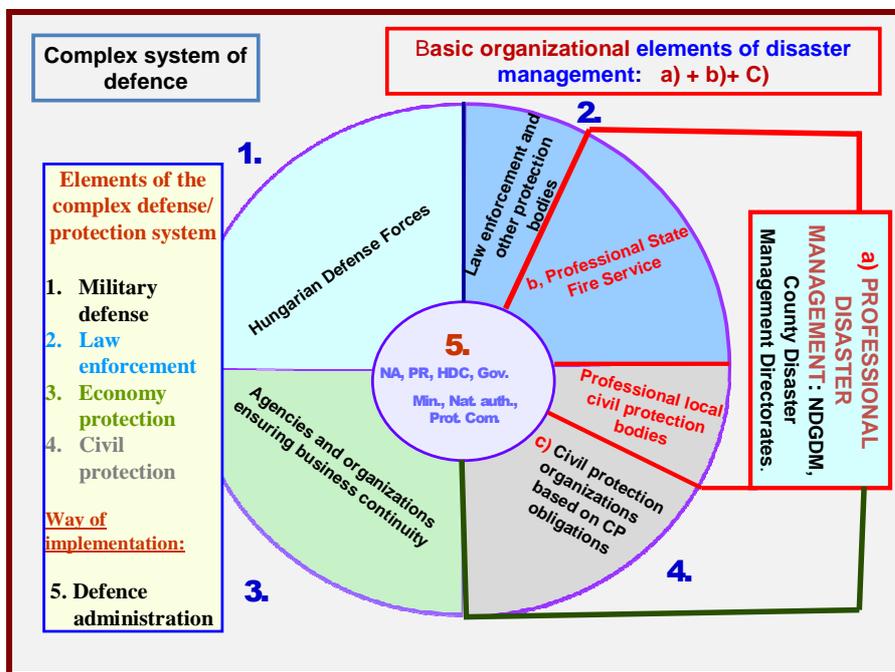


Diagram 3: The complex system of defence (author)

All subsystems of this system have a protection planning task. Protection planning belongs to the tasks of the prevention and preparedness periods. The partial plans of certain bodies, in an ideal case, are organized into a unified national plan. So, the protection plans themselves form a complex system, including planning concerning the armed defense of the country, the mobilization of the economy and the personnel and technical orders, furthermore civil protection planning. Another important area is civil emergency planning disaster management as well. (Diagram 4) If planning is not adequately coordinated between the organizations, within any of the organizations, it disrupts the unity of the plan system, makes the partial plans of bodies and organizations, thus, indirectly, the uniform system of protection plans.

## 2.4 Levels of the country's defence planning, requirements of defence planning

Planning may be of different levels, accordingly, the following types are distinguished:

- strategic level,
- operations level
- tactical level planning.

Within this, national, county and local level plans are made. In order to achieve and implement the goals planning may be needed:

- task planning system, planning system planning organization and institution
- resource planning system and budgetary planning system.

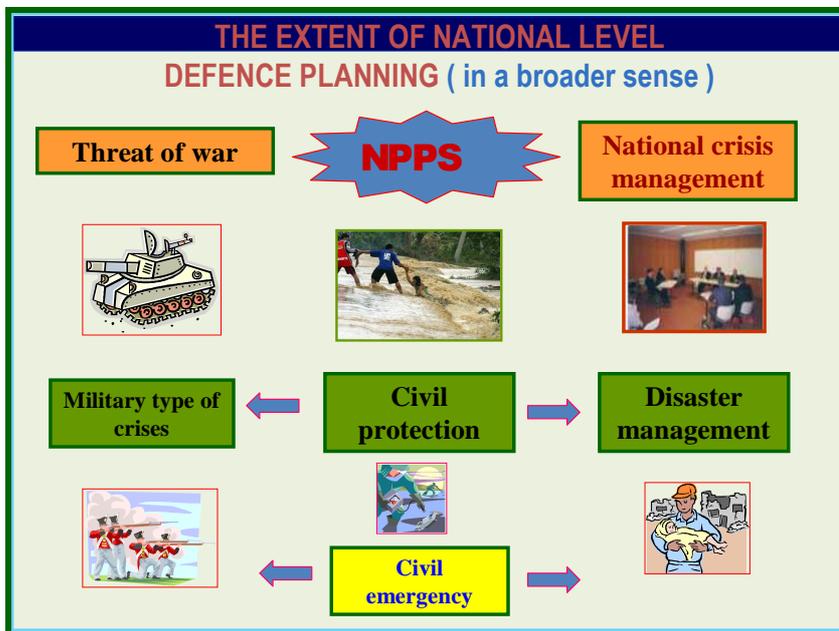


Diagram 4: The national level of defence planning system<sup>7</sup> (author)

<sup>7</sup> Picture: illustration. (MTI/AP/Mike Alquinto)  
[http://vasnepe.hu/nagyitas/20091009\\_tajfun\\_utan\\_pusztito\\_arviz](http://vasnepe.hu/nagyitas/20091009_tajfun_utan_pusztito_arviz) 2011 11. 13.

The requirements of defence planning are diverse, different at various ministries, but are basically as follows:

- It is expected that it should make it possible to adequately respond to challenges and risks determined in security and defense policy principles,
- It should be integrated,
- It should adjust to the system elements of the complex protection system, its financial conditions,
- It should be capable of meeting the national requirements and our obligations originating in Hungary's membership in international organizations as well.

Another expectation is that the Government should be responsible for planning, it should make protection purposed planning of resources of the national economy under market economy circumstances, each ministry should be responsible for the planning and financing of its own professional crisis management activity; in case of a crisis situation the system elements have adequate responsibility and decision competence. It is not possible here to share all the information of each element of the plan system, therefore, I will only go into details as far as civil emergency planning and civil protection planning.

### **3. CIVIL EMERGENCY PLANNING (CEP)**

NATO's strategic concept always attached a great importance to the stable and continuous operation of the state, and to the efficient use military assets and civil resources. NATO cannot sufficiently implement these tasks without direct civil support. This recognition launched years ago the process of developing civil support within the Alliance system, comprising several fields, and by today, becoming a complex scope of tasks. In 1992, the North Atlantic Council adopted the four basic areas of Civil Emergency Planning, as follows:

- population protection, ensuring business (Government) continuity,
- maintaining operability of the economy, civil support of the armed forces.

In the protection system of Hungary, there are basically two main groups of tasks: the system of tasks of armed defense and civil protection. (Diagram 5)

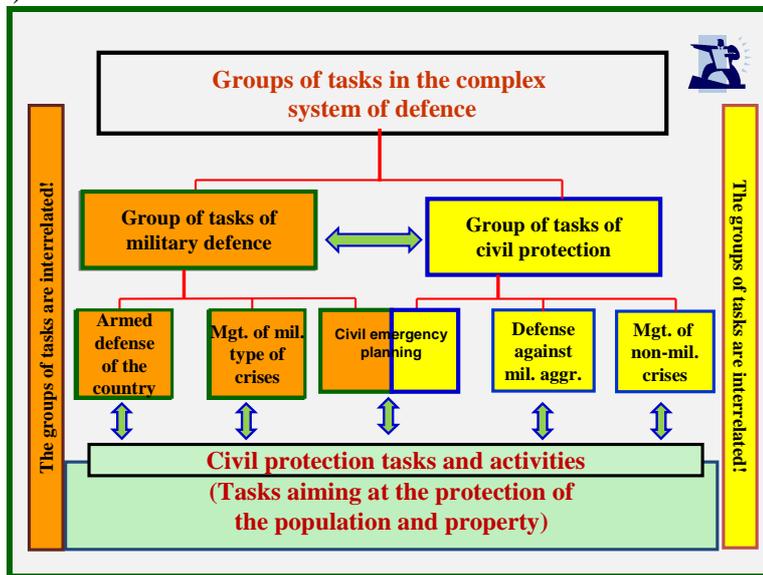


Diagram 5: Groups of tasks to be performed in the protection system (author)

Civil emergency planning is the area that has tasks in both branches. On the one hand its goal is the planning of military forces, assets and capabilities needed for civil defense/protection planning, on the other it is the planning of personnel, assets and capabilities needed for implementing civil protection tasks inevitable for military operations. The goal of Civil Emergency Planning is maintaining national and joint protection capabilities on a level that may possibly minimize the negative effects and circumstances of an eventual crisis, conflict or disaster directly affecting certain member states.

The original goal of establishing Civil Emergency Planning was to guarantee the continuous operation of State leadership, the economy and the society in wartime and the civil support of military operations. Par. (1) of Art. 42 of Gov. Decree 71/2006. (IV. 3.) on the implementation of certain provisions of Act CV of 2004 on Home Defense and the Hungarian Defense Forces stipulated that “Civil Emergency Planning is a planning

activity carried out in the scope of tasks of home defense preparations and training”, in the framework of which the following tasks are to be performed:

- ensuring governance continuity,
- protecting the population and property,
- maintaining business continuity,
- civil support of military forces and (alliance) operations,
- assistance of civil authorities with military forces and assets.

Thus this activity, having been integrated into the Hungarian legal system, preserved its original function, however, by today, its scope of responsibilities has broadened, including planning and organizational tasks relating to the management of disasters and crises, and ensuring the conditions for protection.

#### **4. CONCEPT OF CIVIL PROTECTION, ITS OBJECTIVES AND FUNCTION AND THE CIVIL PROTECTION PLANNING SYSTEM**

Civil protection planning is another special type of protection planning, on which I am providing information as follows: The concept of civil protection was first provided by Additional Protocol I of the Geneva Conventions, following World War II. The Geneva Conventions regulate the protection of victims of international armed conflicts and comprise four basic treaties.<sup>8</sup> Par. (a) of Art. 61 of Additional Protocol I (on the Protection of Victims of International Armed Conflicts) of the Geneva Conventions defined the essence and tasks of civil protection (then civil defense). This made it possible for civil protection to acquire legitimacy in the countries of the world as a humanitarian task.

##### 4.1 Civil protection

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<sup>8</sup> Convention (I) for the Amelioration of the Condition of the Wounded and Sick in Armed Forces in the Field. Convention (II) for the Amelioration of the Condition of the Wounded, Sick and Shipwrecked Members of Armed Forces at Sea. Convention (III) relative to the Treatment of Prisoners of War; Convention (IV) relative to the Protection of Civilian Persons in Time of War



Civil protection means a „system of organizations, tasks and measures within the system of national defense, the function of which is to protect the life of the population in the event of an armed conflict, disaster or other emergency, to provide the conditions for survival and to prepare the population for the elimination of effects thereof and to establish of conditions for survival.”<sup>9</sup>

In recent years, civil protection has been somewhat neglected in Hungary for certain reasons, but due to the disasters occurred lately it has become evident that it is needed both as scope of tasks and as an ideal. Since it could not adequately fulfill its role in its old format, it became necessary to make it more dynamic. The National Directorate General for Disaster Management (NDGDM) has earlier started this dynamization process, and by today significant measures have been made to restructure it. As organizational system, it has received its place in the structure of disaster management; its substance has been re-ascertained, and accordingly, as a scope of tasks, it is regarded as a self-protection reflex of the society. (Diagram 6)

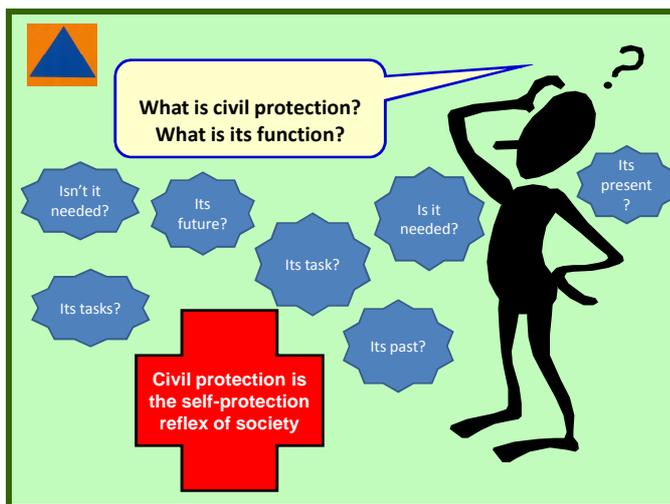


Diagram 6: The dilemmas and function of civil protection (author)

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<sup>9</sup> Act XXXVII of 1996 on Civil Protection, Sec. 2. (1)

Civil protection tasks are divided into two basic groups as follows:

- wartime civil protection tasks,
- peacetime civil protection tasks.

Wartime civil protection tasks aim at protecting the population and its property against the effects of offensive weapons in a planned and efficient way. In such cases, institutions perform their civil protection tasks based on the decisions of the competent mayors. Peacetime tasks guarantee the protection against the effects threatening the country in normal times (e.g. disasters). They are intended for the prevention of disasters, the alert, information, evacuation and rescue of the population, providing them with protective equipment, and for recovery following disasters.

They include all planning, organizational and implementation tasks, which should be implemented in order to create protection conditions and implement efficient emergency management. If civil protection tasks are performed in order to eliminate the consequences of disasters, we may just as well call them disaster management tasks. Civil protection/disaster management tasks (protection of the population and property) are present in the scope of tasks of all elements of the protection sector. From them, the following basic tasks may be related to the prevention period:

- assessing the vulnerability of settlements;
- raising public awareness towards the rules of conduct proper during protection;
- establishing and training civil protection organizations, and ensuring the material stocks necessary for their operation;
- civil protection planning, organization;
- providing individual protective equipment;
- managing shelters.<sup>10</sup>

## 4.2 Civil protection planning

One of the most important actions amongst the ones to be implemented during the prevention period of civil protection tasks is protection planning. Many organizations and institutions deal with civil protection/disaster management planning. They may be characterized by a metaphor taken

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<sup>10</sup> Pellérdi Rezső-Móroczka Árpád: Az óvóhelyi védelem aktualitásának vizsgálata, Hadmérnök, ZMNE, 2010. 1. sz. 12. o

from animal biology: they act like a school of dolphins.<sup>11</sup> Protection system functions similarly. Settlements are in the inner circle, where disasters may occur and basic planning should take place. Institutions, organizations, agencies, businesses, etc. are in the next circle, which, in a given situation, participate in the elimination of the consequences of disasters. In the outer circle, we can find the professional protection organizations and the NGOs and humanitarian aid organizations participating in the protection efforts. (Diagram 7) These two latter circles must also plan their protection tasks, personnel, assets and procedures.

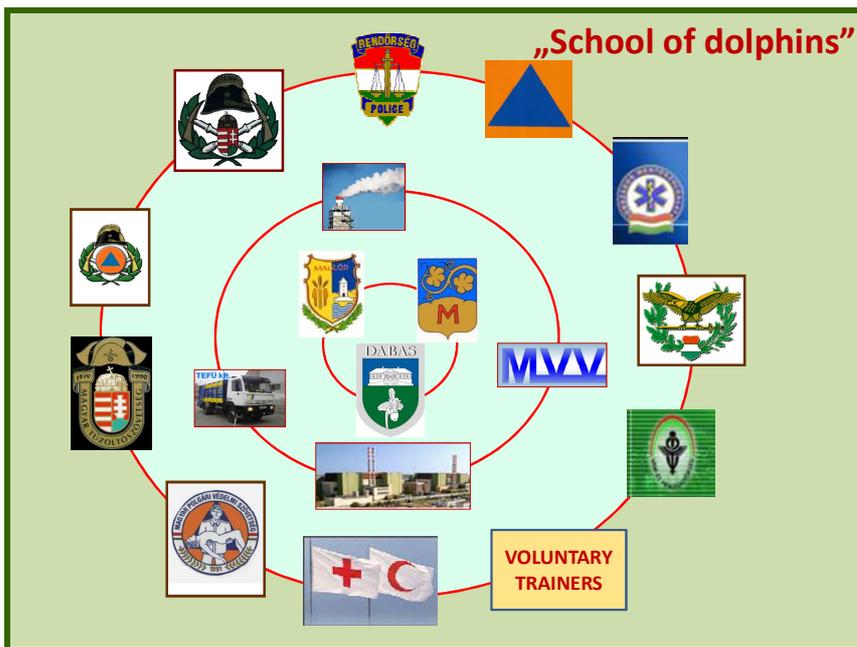


Diagram 7:  
System of protection organizations, "school of dolphins" theory. (author)

Civil protection planning is carried out in two basic fields: those obliged draft general civil protection plans and emergency management plans.

<sup>11</sup> It is well known that dolphins live in a particular way. They arrange themselves in circles to protect those inside the circle. The ones we see in next circle are on standby, then in the outer circle the warriors, the defenders swim, whose role is to protect the safety of the school.

The legal background is provided by Minister of the Interior Decree No. 20/1998 (IV. 10.) on the civil protection planning system and requirements. It is basically a plan system, which has different levels and types, so the range of entities obliged to draft these plans is also different. Plans to be drafted in the framework of civil protection planning and those obliged to draft them can be found in diagram 8.

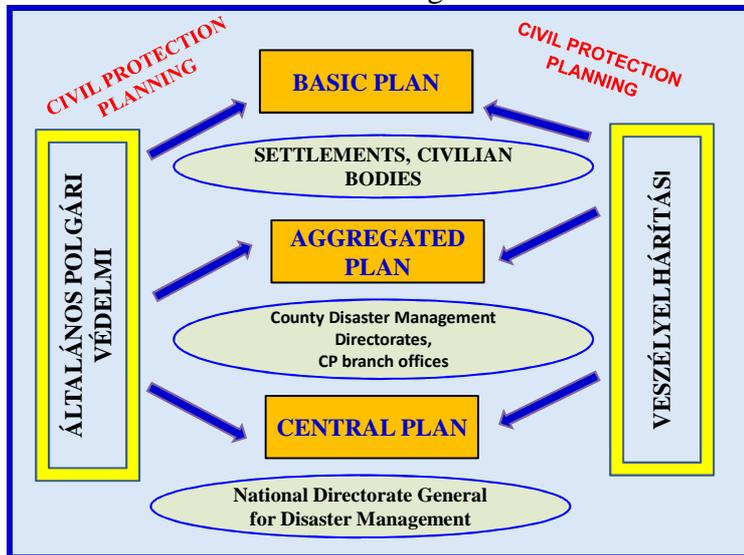


Diagram 8: Civil protection planning<sup>12</sup> (author)

It can be seen that there are two types of civil protection plans:

*General civil protection plan:* contains the tasks to be fulfilled during the state of martial law and in the case defined by par. (1) of Section 19/E of the Constitution, furthermore during armed actions during the state of emergency.

*Emergency management plan:* contains the tasks to be fulfilled during emergencies or disasters defined by law. It is also recommended to draft plans for extraordinary (unexpected) incidents not reaching the above levels, they are called disaster management plans.

General civil protection plans and emergency management plans, according to their planning levels can be:

- a) basic plans,

<sup>12</sup> Dr. Hornyacsek, J. - Dr. Csépainé Széll, P. – Veres, V., 2009

- b) aggregated plans,
- c) central plans.

Basic plans contain all the information and data necessary for the protection/defense of a given area; they are used as a basis for the aggregated plans, which only contain data that are necessary for protection/defense and its command and control. These central plans are drafted based on aggregated plans, and only contain information that are necessary for senior professional or protection bodies.

*General civil* protection basic plans are to be drafted at settlements classified according to their vulnerabilities from civil protection aspects and in the districts of the capital Budapest, civil protection branch offices operating in the seat of local protection committees for their areas of competence and at non-governmental bodies (NGOs) designated by authoritative decisions. A general civil protection basic plan contains the basic civil protection tasks necessary in light of the vulnerability factors of a given area.

*General civil protection* aggregated plans are to be drafted at county disaster management directorates in light of the information contained in the basic plans in the given area, furthermore, at civil protection branch offices concerning their own areas of competence. Central plans are drafted by NDGDM.

Emergency management basic plans are to be drafted at settlements classified in groups I to III, based on their vulnerabilities from civil protection aspects, in the districts of the capital Budapest and at NGOs bodies designated by authoritative decisions.

NGOs, if designated by an authoritative decision, must draft emergency management plans. If not, they identify the scope risk factors, actions to be taken during disasters and the personnel and assets necessary therefore in their own disaster management plans. The various statements, position and impact analyses included in the plan will help the response controller to make rapid decisions. The analysis of impacts of eventual is included in this plan, furthermore, it provides specific information and data needed for the efficient mitigation and elimination of the impacts of an incident or emergency. The emergency plan should have an annex containing the independent plans needed for the protection of the

population and property like nuclear emergency management, pandemic or counterterrorist plans.

The emergency and disaster management basic plan aims at ensuring the protection of workers, inhabitants, etc. and property needed for basic life support during emergencies forecastable in a given area, and also all the conditions for implementing protection tasks. The county, Budapest and local professional bodies of civil protection, using the emergency management basic plans available in their areas, draft emergency management plans to coordinate emergency management tasks in their areas of competence. Using the aggregated county emergency plans NDGDM drafts an emergency management central plan. The general civil protection basic plan and emergency management basic plan of a settlement are approved by the mayor, a plan of an NGO by the head of the NGO, with the consent of the head of the competent civil protection branch office/office.

When drafting civil protection and emergency management plans, suitable documentation is to be used on all levels. At settlements, in the system of documents, planning materials are amongst documents aiming at the development of protection objectives and contents, furthermore, may be grouped as per objective, content and classification (Diagram 9). Persons responsible for drafting, safekeeping and updating them are named in different laws.

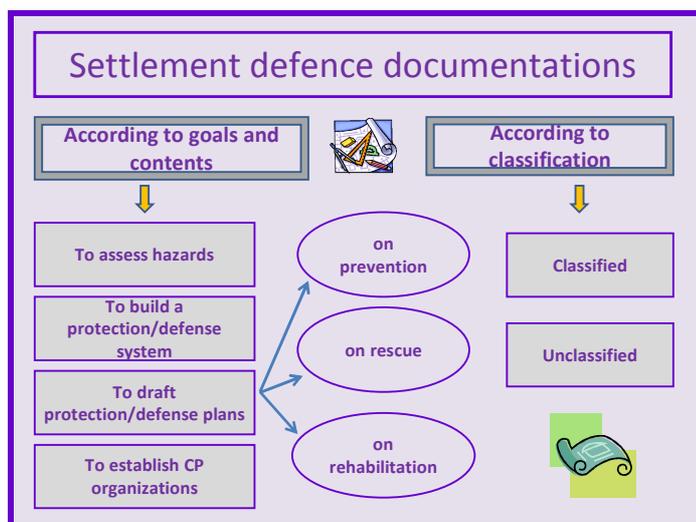


Diagram 9: The system of settlement level protection documentations (author)

### 4.3 Planning in relation to hazardous industrial plants

Lately, a uniform disaster management system has come to the fore in the protection sector, and the complex system of planning has also been extended with new plans. These include, amongst others, plans relating to hazardous industrial plants. Industrial hazards started to be focused on from the mid 70s when a series of accidents began. In 1976, in Northern Italy, near the town of Seveso, on the site of the Givaudan chemical factory of Hoffmann-La Roche an accident happened, as a consequence of which dioxin was released into the atmosphere, causing an enormous devastation in the settlement and the surroundings. A couple of years later, the accident of the Sandoz plant near Basel (Switzerland, 1986) also took its toll. In 1984, in the Indian city of Bhopal, gas released from a pesticide manufacturing plant caused the death of 2000 people, and 300 thousand persons fled from the vicinity. In 1994, in the territory of Weyauwega (State of Wisconsin, US) 31 wagons derailed from a 81-wagon freight train, transporting gas, due to an accident. In the vicinity of the accident, another factory operated, where liquid ammonia was stored in large amounts. All this directed the attention to other hazard sources near chemical plants and the issue of cascade effect. In 2000, in Enschede (Netherlands) a depot of the “SE Fireworks” company exploded. In the following year, in Toulouse (France), in the depot of TotalFinaElf Oil Concern 300 tons of ammonium nitrate exploded. In Buncefield (England), in 2005, a series of explosions occurred in an oil depot complex.

All these incidents urged politicians and experts to create regulations in relation to chemical plants. First, Directive No. 82/501/EEC a. k. a. SEVESO I Directive, on the control of major-accident hazards involving dangerous substances, later on in 1992 the UN ECE (Helsinki) Convention on the Transboundary Effects of Industrial Accidents was adopted, „and the SEVESO II Directive, aiming at the avoidance of similar accidents, the reduction of risks and the increase of safety.”<sup>13</sup>

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<sup>13</sup>Dr. Damjanovich, I. - Dr. Karádi, T. - Varga, I. 2004, p. 6

Hungary also had to make steps in order to introduce regulations concerning the above issue. The introduction of the SEVESO II Directive in Hungary serves for the increase of industrial safety, promotes the primary protection of the population and the environment, it includes, as a complex task, the technical side of prevention and measures serving for the safety of the population.”<sup>14</sup> Act LXXIV of 1999 stipulated the rules of establishing hazardous industrial plants, drafting, terminating, reviewing and extending safety reports and analyses, the tasks of mayors locally competent and on drafting offsite protection (response) plans. Gov. Decrees No. 2/2001. and No. 18/2006. more distinctly clarified the regulation concerning hazardous plants, and the Decree issued by the Minister for the Economy and Transport No. 18/2005. regulates the procedures and obligations of specialized authoritative approvals by the Hungarian Trade Licensing Office relating to hazardous plants.<sup>15</sup> A cornerstone of the above legislation is the relevant planning. Plans for hazardous plants are additional special types of protection plans.

(1) According to Sec. 28 of the Act on Disaster Management: “If the quantity of hazardous materials in a hazardous facility reaches the lower tier, but does not reach the upper tier, the operator shall be obliged to make a safety analysis and submits it to the Authority. If the quantity of hazardous materials in a hazardous facility reaches or exceeds the upper tier determined in a statutory provision, the operator shall make a safety report, specified in a separate statutory provision, and submits it to the Authority for approval.”

Safety report: a document made by the operator, which serves for proving that the operator possesses a prevention policy on major accidents involving dangerous substances and a safety control system for the implementation thereof, a functionable internal (onsite) protection plan, has identified major-accident hazards involving hazardous materials, has analyzed and evaluated the risks of major accidents involving dangerous substances, has taken measures necessary to prevent them and the safety and reliability of his facilities are adequate. The report must provide sufficient information for drafting an external (offsite) protection plan and formulating an authoritative decision. (ibid)

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<sup>14</sup> Cimer, Zs., Cséplő, Z., Farkas, E.: 2003, p. 3

<sup>15</sup> Szűcs, A.: 2011, p. 20

The operator of the hazardous industrial plant shall draft an internal (onsite) protection plan, which has the required content and format, for the elimination of the consequences of hazards mentioned in the safety report, and shall submit it to the authorities for approval. The mayor, based on the safety report, received from the authorities, together with the territorial body of the authority, shall draft the external (offsite) protection plan.<sup>16</sup> Settlements where hazardous plants are, or the impacts thereof may reach them, shall draft external (offsite) protection plan, to which the territorial and local bodies of disaster management grant assistance.

The external (offsite) protection plan is plan relating to the introduction of rules to be implemented in order to rescue the population living in the vicinity of plants dealing with hazardous materials and mitigate the damages to property and the environment, to the implementing body, command and control and data provision, which is part of the emergency management plan of a settlement. The plan is needed to protect the population of the settlement and the environment against the impacts of major accidents in a given plant. It must contain elements stipulated by law, i.a. the description of the dangerous substances, the command and control of protection against accidents, and public awareness tasks. It also stipulates the dimensions of the danger zone, the possible consequences of the spill/release of hazardous materials, the eventual domino effect, and tasks relating to the protection against the deteriorating impacts. It must contain the data of personnel and equipment participating in the protection operations, their location, and the method of alert/activation. Other elements of the plan are the process of command and control and public alert, and the measures to be taken to ensure the protection of the population. The plan must include the issues of protecting basic life-support assets and cultural property, and eventual follow-up works. Because everyday practice brings newer and newer incidents (see red sludge disaster), regulations concerning industrial plants, including the method and system of planning, is continuously changing.

## Summary

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<sup>16</sup> Horváthné, H. Mariann: 2008, p. 5

Above, I have demonstrated that planning is a leadership function, the functional framework of problem solving, and a series of activities to create versions of actions leading to the goal. Its special form is defence planning, which is one of the most important tasks of the prevention period. Framework legislation create its basis, its function is the preparation for fulfilling protection tasks defined in laws and other legal instruments of State control.

Plans relating to the complex defense of Hungary should also form a uniform system, whose subsystems are interrelated and can only be interpreted together. There is still a lot to do in this field. One of the important elements of the plan system is civil protection planning, which is implemented on local, regional and national levels, in the forms of basic, aggregated and central plans. As a result, civil protection and emergency management plans were drafted. One of the important elements of disaster management activities is planning relating to hazardous industrial plants, one of the important elements of which is the external (offsite) protection plan.

Its goal is to rescue the population living in the vicinity of hazardous industrial plants, to mitigate the damages to property and the environment, to introduce the rules to be implemented, to establish the implementing body, to stipulate tasks relating to command and control and data provision.

As a summary it can be stated that our planning system is complicated, often we can perceive overlapping, duplications and uncovered areas. Therefore, the protection sector must take steps in the future to harmonize and continuously review the complex protection planning system, and to adjust it to the emerging demands.

„Planning is like learning, it is only difficult to begin, but when you are right in the middle of it, it opens up perspectives before you, which themselves urge you to act.” (Jonathan Red)

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