

Júlia Hornyacsek<sup>1</sup> – Rudolf Tóth<sup>2</sup>

# Characteristics of the Management of Protection Organisations and the Process of Command and Control Activities Performed on Incidents Sites

A védelmi szervek vezetésének sajátosságai és a kárterületen végzett parancsnoki munka menete

## Abstract

*The effectiveness of protection activities heavily depends on managerial work and the leadership skills of a commander. This is of great importance, because managerial failure here also can mean the loss of human lives and property. In the article, the authors examine what requirements and expectations can be formulated for the management of protection organisations. Based on the study of the management practices of specific disasters, the study determines the elements and process of the command activities performed in an incident site. The authors analyse what leadership skills and competencies a leader in a given organisation must possess to succeed in protection work.*

**Keywords:** *organisation, leadership, command and control activities, management of protection organisations, VUCA world*

## Absztrakt

*A védelmi munka hatékonysága nagyban függ a vezetői munkától és a parancsnok vezetői képességeitől. Ennek nagy jelentősége van, mert a vezetői kudarc itt egyben az emberi élet és az anyagi javak veszteségét is jelenti. A cikkben a szerzők vizsgálják,*

<sup>1</sup> Associate Professor (PhD), University of Public Service, e-mail: [hornyacsek.julia@uni-nke.hu](mailto:hornyacsek.julia@uni-nke.hu), ORCID: <http://orcid.org/0000-0002-2441-7383>

<sup>2</sup> Brigadier General (ret.) (PhD), e-mail: [toth.rudolf@chello.hu](mailto:toth.rudolf@chello.hu), ORCID: <http://orcid.org/0000-0002-6013-7899>

*hogy a védelmi szervezetek vezetésével szemben milyen követelmények, elvárások fogalmazhatók meg. Konkrét katasztrófaesemények vezetési gyakorlatának vizsgálatára alapozva meghatározzák a kárterületen végzett parancsnoki munka elemeit, folyamatait. Elemzik, hogy a védelmi munka sikerességéhez, milyen vezetői képességekkel és kompetenciákkal kell rendelkeznie az adott szervezet vezetőjének.*

**Kulcsszavak:** szervezet, vezetés, parancsnoki munka, védelmi szervezet vezetése, VUCA-világ

## 1. Introduction

Human societies have always been based on actions performed in the community. Already in early times, their effectiveness have been closely related to the person(s) who controlled the activities of a family, a group, an organisation or the society, and in what way leadership was exercised at the community level. As a result, contemplations<sup>3</sup> about leadership goes far back in time. Reflections on leaders and leadership have gone a long way to today's modern science of management, the development of which continues today. It is now a scientifically proven fact that managerial work not only affects organisational goals, the effectiveness of the work performed there, but also the organisation itself. In the civil sphere, leadership is closely related to profit, so, much related research has been launched since the 1970s, addressing<sup>4</sup> theoretical and practical issues of leadership, including managerial effectiveness. They also prove that the use of the results of management science in the civil sphere is essential,<sup>5</sup> and they offer methodological solutions for effective management.<sup>6</sup>

The development of economic life, the defence/protection sphere – in connection with which new organisational forms and structures have emerged –, and globalisation and the acceleration of democratic processes have placed new expectations and requirements on managerial and organisational activities, expecting the expansion of knowledge and their scientific basis.

This need has had such an effect on the development of management and organisational knowledge and activities that it can be felt in all areas of life today. Recently, not only researchers but also educators have presented the most important

<sup>3</sup> Think of Solon, Plato, Aristotle, representatives of late antique philosophy or the theoretical and practical cultivators of military science, such as Sun Tsu, Themistocles, Julius Caesar and Alexander the Great.

<sup>4</sup> András Rideg, 'Versenyképesség és stratégia a Toyota termelési rendszerében,' in *II. Interdiszciplináris Doktorandusz Konferencia*, ed. by Magda Kékes-Szabó (Pécs: Doktoranduszok Országos Szövetsége, 2014), 585–592; László Kovács, Edit Lénárd and Dávid Losonci, 'A vezetői magatartás hatása a teljesítményjavulásra a feldolgozóiparban. A lean termelési technikák mediáló hatása,' *Vezetéstudomány, Budapest Management Review* 50, no 2 (2019), 41–58; Csaba Kollár, 'A szakértővé válás, illetve a szakértők kiválasztásának és megkérdésének módszertani kihívásai,' *Vezetéstudomány, Budapest Management Review* 49, no 2 (2018), 63–75; Michael E. Porter, 'The five competitive forces that shape strategy,' *Harvard Business Review* 86, no 1 (2008), 78–94.

<sup>5</sup> Magdolna Csath, *Stratégiai tervezés és vezetés* (Sopron : Leadership Kft., 1993).

<sup>6</sup> Vartika Kashyap, *What Makes a Good manager: The Ultimate Guide of 2019*; Manfred Gellert and Claus Novak, *Ein Praxisbuch für die Arbeit in und mit Teams* (Wiebelsheim: Limmert Verlag, 2010); *Queensland Government Performance Management Framework*, Policy Performance Unit Cabinet & Parliamentary Services (Brisbane City Queensland, 2017); Susan H. Gebelein, Kristie J. Nelson-Neuhaus, Carol J. Skube, David G. Lee, Lisa A. Stevens and Lowell W. Hellervik, *Successful Manager's Handbook*. 8<sup>th</sup> edition (London: PDI Ninth House, 2012).

innovations in various aspects of management science in a number of publications, resulting in a rich literature on its use in the civil field.<sup>7</sup>

From the seventies onwards, more and more publications on the subject of management science have appeared in education, which not only helped to orientate oneself in management science, but also had a stimulating effect on research in other fields.<sup>8</sup>

Nowadays, as the security/safety environment has changed, we face new types of challenges, the number of management researches has increased not only in the civil sector but also in the protection sector.<sup>9</sup>

The analysis of leadership and the role of a leader/commander, as well as the development of the applied leadership methods have a long history in the field of defence. History has lined up hundreds<sup>10</sup> of military scientists who not only practiced their (military) science, but also gathered and further developed the knowledge of the era, and wrote their theorems.

## 2. A successful leader in the field of protection

In the field of protection, the success of leadership also means the success of rescue, its failure can lead to the loss of human lives and property, so, it is important to determine what a successful commander (military leader) is like. (General) George W. Casey Jr., characterising the world, found that it was constantly changing, uncertain, complex, and open to many interpretations: He called it the 'VUCA' world and characterised it with four properties (**V**olatile, **U**ncertain, **C**omplex and **A**mbiguous). He ascertained that, as a result, a leader needs to cope with these four features.<sup>11</sup>

The obligatory virtues of a leader were also interpreted by the researchers. Casey has identified three areas: vision, courage, and the suitable character. Based on this, other studies have found that the 'VUCA' world requires special, so-called 'AVICA' leaders, that is, **A**gile, **V**alue-oriented, **I**nspiring, **C**ollaborative and **A**ppreciative.<sup>12</sup>

<sup>7</sup> László Gulyás, *A vezetéstudomány alapjai* (Szeged: Szegedi Egyetemi Kiadó, 2012); Irén Gyökér, *Humán erőforrás-menedzsment* (Budapest: Műszaki Könyvkiadó, 1999); Vera András, *Vezetési és szervezési ismeretek* (Budapest: Forrai Gazdasági Akadémia Kft., 2001); Claus-Siegfried Grommek, *Führungswissenschaft. Aspekte und Impulse zeitgemäßen Führens* (Rotenburg: Hochschule der Sächsischen Polizei, 2014); Ferenc Nemes, *Vezetési ismeretek* (Gödöllő: Szent István Egyetem, 2007); Ottó Czuprák and Gábor Kovács, *Vezetés- és szervezélmélet* (Budapest: Nemzeti Közszerzői Társaság, 2013).

<sup>8</sup> Ed Oakley and Doug Krug, *Korszerű változásmenedzsment* (Budapest: Bagolyvár, 1994); József Roóz, *Vezetésmódszertan* (Budapest: Perfekt, 2001); Brian Tracy and Péter Szabó, *Hogyan vezetnek a legjobb vezetők?* (Budapest: Belvárosi Nyomda Zrt., 2010); Henry Cloud, *Határok a vezetés szolgálatában* (Budapest: Harmat, 2014); Symon Tyler, *A karizmatikus vezetés kézikönyve* (Budapest: HVG Kiadó Kft., 2015).

<sup>9</sup> László Ujházy, 'Hatékonyság, rugalmasság, motiváció,' *Honvédelem* 2, no 1 (2010), 1–17; János Krizsbai, *Humánstratégia a professzionális haderő kialakítására 2003–2013* (Budapest: Honvédelmi Minisztérium, 2019); Péter Koronváry, 'Gondolatok a vezetéstudomány 21. századi feladatairól,' *Nemzetvédelmi Egyetemi Közlemények* 9, no 5 (2005), 37–51.

<sup>10</sup> A few examples: Julius Caesar, Alexander the Great, Raimondo Montecuccoli, Miklós Zrínyi, Sándor Tanárky, Károly Kiss, György Baricz, Mikhail Vasilyevich Frunze, John Frederick Charles Fuller, Giulio Douhet, Dwight David Eisenhower, Douglas MacArthur, Bernard Law Montgomery and so on.

<sup>11</sup> G. W. Casey Jr., 'Leading in VUCA-world,' *Fortune* 169, no 5 (2014), 75–76; Éva Kránitz, *Milyen egy sikeres vezető?*

<sup>12</sup> Sanjay Gupta, 'A VUCA-világnak AVICA-vezetőkre van szüksége,' *Forbes*, 22. 10. 2018.

Nowadays, the practitioners of the science of leadership and researchers consider it an important criterion that a leader has adequate situational awareness, can identify important (focused) areas of activities, and be appreciative of their colleagues.<sup>13</sup>

In all areas of the defence/protection sphere, the question has arisen as to what constitutes good leader and leadership. Strategic leadership should play a key role in the leadership of defence/protection organisations, which means defining the organisation's goals and developing plans and provisions to achieve these goals, and creating and allocating the resources needed to implement them. A leader must coordinate the objectives, provisions and implementation elements of an organisation, and shape it into a system.

Managerial and organisational activities are interdisciplinary because most of them have an area that is interdisciplinary, that is, drawing on knowledge from multiple disciplines. In this paper, our aim is to present the features of the management of defence/protection organisations in the Hungarian defence/protection sphere, the forms of a commander's leadership activities, their content and the order of their implementation in a disaster-stricken area.

### 3. Organization and leadership in the protection field

As the basic purpose of different defence/protection organisations is different, the management activities of leaders (commanders) of organisational units in the area of operation are also different. For areas of operation, the analysis was not performed for all protection organisations, only the content and implementation requirements of the managerial tasks of the 'incident site commander' managing rescue tasks performed by central and unit level organisations of disaster management.

### 4. The complexity of organisation, leadership and organisation in the protection sphere

With regard to the management of defence/protection organisations, as a result of organisational theory research, the above terms have been formulated as follows:

An organisation is a set of functionally interconnected, formalised structures created to achieve a specific goal or goals, and operating to achieve specific goals and tasks. It performs its duties in a form controlled and regulated by the leadership, human work and the technical means necessary for it. A secondary group is also established, usually with a larger number, however, usually not spontaneously. Its members do not have the opportunity to establish direct contact with all other members; so, their operation is coordinated by various means.<sup>14</sup> 'Organizations are consciously created social formations

<sup>13</sup> Diana Whitney, Amanda Trosten-Bloom and Kae Rader, *Appreciative Leadership: Focus on What Works to Drive Winning Performance and Build a Thriving Organization*. (New York: McGraw-Hill Education, 2010).

<sup>14</sup> *Polgári Védelem Műszaki Mentő Szakszolgálat Országos Parancsnokság: 1. Tansegédlet* (Budapest: ÉVM, 1971).

that have been established to meet different social needs and can survive as long as they can accomplish this task.<sup>15</sup>

Among the characteristics of a defence/protection organisation, we must emphasise that:

- the organisation is a secondary group set up for a specific purpose;
- has a formalised structure, statutes and operating rules;
- has a hierarchical structure, affecting its operation;
- it is coordinated by a hierarchical management and information system.

Since an organisation is a truly existing system, its activities tend to be broader than the purpose for which it was created.

Management/leadership is a complex activity with a specific internal content and professional features, which directs the implementation of the organisation and the development of the organisation and its operations. Leadership in the defence/protection sphere is a complex managerial activity aimed at the efficient and organised use of resources to achieve the organisational goals. The organisational goals are determined by the profile of the given organisation, its intended purpose as defined by law, and the given protection situation. For the employees of the organisation, the rules of the organisation as well as the operational measures of the management determine who, what, when, where and for what purpose the tasks are to be performed.

Organising is the activity of 'identifying', grouping, and coordinating organisations, workflows, work force, equipment, and material needs necessary for the development of a given organisation or for the optimal and efficient resolution of a task. Overall, organising in the defence/protection sphere is also a structural development process and an executive activity that assigns specific resources and activities to each other and coordinates their activities in order to efficiently achieve and implement an objective.

This structural development can also focus on the processes taking place in an organisation and the structure of the organisation. When organising, the main activities have to be defined first, then the activities are divided into smaller processes, and those responsible for the processes are assigned, whose responsibilities are specifically defined. The goals and plans are communicated to the employees, and then at the end of the process the results are fed back and checked.

An organisation, its purpose, the management activity carried out in order to achieve the goals, and organising within this framework are interrelated. In the case of defence/protection organisations, this correlation affects effectiveness, but it also correlates with the directions of their development.

## 5. Features of managing protection organisations

Studying the characteristics of defence/protection organisations, it can be concluded that leadership also has a number of characteristics that are different from other areas of expertise. The most important of these are summarised below:

<sup>15</sup> Czuprák and Kovács, *Vezetés- és szervezélmélet*, 83.

- It follows from the nature of the defence/protection activities that in the management system, the relations of power prevail stronger than in the management practice of other types of organisations;
- Defence/protection management is an activity strictly related to the individual responsibility of a commander;
- The management must be able to operate continuously in life-threatening situations during the various rescue operations;
- Defence/protection operations require an extremely high degree of planning and professionalism;
- In defence/protection operations, in addition to the use of the necessary assets and work force, it is essential to protect and defend them in order to achieve the objectives;
- Defence/protection management is very sensitive to the most accurate situations awareness.

It is also clear from the basic features that the management of defence/protection organisations in the areas of operations during the period of implementing tasks differs significantly from the management of other civilian and state administration organisations in terms of both objectives and tasks. Leadership differences are experienced not only during defence/protection operations, but also in peacetime, when preparations are done for basic mission and operations.<sup>16</sup>

The command of military organisations is carried out by the commander of HDF. The Ministry of Defence is responsible for the management of HDF, for the development and provision of their operating conditions. To command and lead HDF is responsibility of the commander of HDF, under the direction and control of the Minister of Defence.<sup>17</sup>

## 5.1. Management responsibilities of protection organisations

Based on leadership theory research and leadership experience gained in practice, it can be said that the role and importance of leadership functions within a leadership process differ depending on the type of leadership involved. The most important managerial tasks in the defence/protection sphere are the following:

- performing reconnaissance, gathering information;
- analysing, processing and synthesising information;
- setting objectives;
- planning;
- decision-making;
- organising;
- managing;
- verifying;
- measuring results, drawing conclusions, processing them.

<sup>16</sup> Lajos Szigeti, *A haderő szervezésének elméleti kérdései* (Budapest: Zrínyi Miklós Nemzetvédelmi Egyetem, 2004), 147–148.

<sup>17</sup> Tibor Benkő, 'A Magyar Honvédség jelene és jövője,' *Hadtudomány* 29, no 1–2 (2019), 155–158.

In the field of defence/protection, especially at combat command levels, it is important to know the content of management tasks and their relationship to each other, so, the relationship between the elements needs to be explored, because only then can the right decisions be made adjusted to the goals.<sup>18</sup> It is also necessary to know the factors that affect the efficiency of the operation of an organisation.

## 5.2. Factors influencing the efficiency of the operation of protection organisations and tasks for the development of organisations

The most important issues influencing the implementation of an organisation's tasks from the point of view of management are the following:

- In the light of the goals set, have the tasks, and the work processes required to perform them, been correctly defined;
- Based on the process analysis, what organisational measures were planned and created to resolve the set tasks, and what technical equipment, personnel and material conditions were provided for its operation;
- If the supply of personnel within the organisation is adequate, the members are to be selected according to the proper criteria, and the professional training of the personnel adjusted to it;
- How the management can 'see' the organisation and how it reacts to the external and internal influences and problems in the operation and work of the organisation;
- Whether the optimal individual performances and psychological conditions of the employees of the organisation are in synchrony with the organisation created, the management skills, abilities and requirements of the leadership, the expected protection operations and tasks.

Nowadays, the efficiency of the operation of defence/protection organisations is also greatly influenced by the relationship with the environment of a given organisation, the maintenance of which is primarily the task of the leadership.

Due to globalisation, most of the environmental conditions are changing at an ever-increasing rate. This has narrowed the foreseeable time horizon and the potential for the efficiency of rigid, formalised organisational structures. The structures of protection/defence organisations operating under these new conditions should therefore be reviewed and reorganised in a form required by the environment. A manager/commander must examine the tasks to be performed during the development of the organisation in order to be able to meet the organisational goals in the new security/safety environment.

<sup>18</sup> Szigeti, A *haderő*, 149.

Analysing the defence/protection organisations established or significantly transformed after the political changes in the early 1990s, the tasks resulting in the real development of the organisations can be summarised in eight points and are as follows:<sup>19</sup>

1. Strengthening an organisation's 'environmental sensitivity', agility, and responsiveness;
2. Replacement of previous, relatively static structures with flexible, non-bureaucratic formations that adapt quickly to changing conditions;
3. Exploring and mobilising the subjective and objective reserves inherent in the organisation;
4. Focusing on creative activity, activating the initiatives of employees;
5. Instead of enforcing the principle of authority, rationally commanding, taking professional decisions;
6. Transforming leadership into a unified system to mobilise the creative power of effective consensus;
7. Develop a self-improving leadership method and ability to adapt to changing environments, instead of stereotypical, outdated, repetitive expectations and routine leadership;
8. Leadership that regards the organisation and its strategic goals as the employees' own and sensitise them to organisational goals.

It is the responsibility of a leadership to recognise social and environmental changes and to transform the organisation accordingly. In practice, the main problem is not the recognition of the need for change, but the adaptation to it, including the structural change of the organisation and the adjustment of the operation accordingly. Leadership research has shown that if an organisation is large and strong, it is easier to tolerate changes in the environment, it is not forced to adapt to smaller changes. A weak management is unable to manage the change within the organisation or a less significant one and make the necessary corrections. In addition, the requirements for management are formulated.<sup>20</sup>

### 5.3. Requirements of the management of protection organisations

The question arises as to what modern, scientifically based features and criteria the management of a large organisation in the field of defence/protection should have. In order to obtain an answer, we examined the consequences of two disasters and one mass accident in Hungary, and the management activities related to its mitigation. These incidents were the floods in Borsod-Abaúj-Zemplén county in 2010, the red sludge disaster in Kolontár in 2010 and a train accident in Monorierdő in 2008.

<sup>19</sup> The research aspect was what tasks were performed in connection with the design and reorganisation, and how they affected their current structure and operation, as well as how the management forms and methods have changed (Police, Disaster Management, Hungarian Defence Forces, and so on).

<sup>20</sup> Szigeti, *A haderő*, 43.

Management activities and the process of eliminating the consequences were analysed according to the following aspects in all three cases:

- What leadership activities took place and at what levels?
- What was the process for mitigation, and was it changed during the rescue operations?
- What knowledge did the executive personnel need to perform their task?
- Was the support for the operations (technical, logistical, IT, etc.) adequate?

During the study, we analysed<sup>21</sup> several descriptive sources and used our personal professional experience gained on site to draw conclusions. The research report is presented in our next article, where we will summarise the factors affecting leadership effectiveness and the criteria that can be expected of leadership.

It can be stated from the analyses that in the course of performing the tasks, the management of a defence/protection organisation must have certain characteristics and criteria in order to be effective.

Leadership must be able

- to develop a concept and perspectives on a scientific basis for the purpose of situation awareness and assessment, and 'foresight';
- to review the management process, identify deficiencies, discard obsolete practices, and apply new methods;
- to select the appropriate personnel and to plan their continuous training;
- to encourage, develop and use the creative initiative;
- to recognise in which areas the specialists are best employed to perform their activities;
- to consistently concentrate and work on key tasks and coordinate the execution of focus tasks from all directions, as well as to provide all-round support;
- to monitor the results of the work in an appropriate manner, to make the necessary corrections in a timely manner.

The analysis also revealed that a manager has to deal with the method of organising the work, defining the principles and enforcing them consistently; solving day-to-day issues or performing protection tasks in the area of operations is the responsibility of the unit-level managers (commanders) of a management system.

Another peculiarity is that the unit-level managers and the onsite commanders in the incident area are solely responsible for performing their duties.

<sup>21</sup> A few examples: Péter Farkas and László Komjáthy, 'Árvízvédekezés és káresemények a 2010. évi bódvai árvizeknél,' *Hadmérnök* 8, no 4 (2013), 83–103; Robin des Bois, *Vörösiszap katasztrófa*, December 2010.; Júlia Hornyacsek, *A Mono-rierdőnél bekövetkezett vonatbaleset következtében végzett tevékenység polgári védelmi vonatkozásai*, Conference paper. Polgári Védelmi Kirendeltségvezetők Országos Konferenciája, Balatonföldvár, 2009. március 3. 17–18; Árpád Muhoray, 'A katasztrófavédelem aktuális feladatai,' *Hadtudomány*, E-szám, (2012), 1–16.

## 6. Expectations of leaders of protection organisations and command work in a disaster affected area

In order to be able to successfully perform their managerial duties in an area of operations / incident site, the head of a central or unit-level protection organisation must meet the expectations and requirements that make them suitable for such a managerial position.

Although the basic purpose of protection organisations is different and they perform different tasks, the expectations of the leaders during the operations are essentially the same. In the area of operations, leadership is always based on command work<sup>22</sup> and the commander's decisions. Commanders are responsible for organising and continuously managing rescue operations to maintain public order and safety, and perform mitigation and recovery. In such cases, the management relies on commanders being personally responsible for carrying out the tasks assigned to them.

Commanders must have the following properties:

- advanced organisational skills;
- knowledge of the equipment used, modern defence and/or protection, to safeguard public order and safety, and rescue operations and immediate recovery;
- determination, ability to recognise the situation, ability to anticipate events;
- the courage to make decisions quickly and to implement them flexibly, depending on the situation;
- constant striving to fulfill the assigned task, the responsibility for the decision made by them should be the basis of a commander's activity;
- the ability to take reasonable initiative in the performance of tasks;
- ability to find the best way to perform the given task;
- to be able to direct their subordinates personally or through his staff;
- the ability to make timely decisions, personally assess the situation, define the responsibilities of subordinates and monitor the activities of executors;
- know the place, work, needs of the subordinates and help them to perform the tasks with the available work force and assets.

## 7. Content and order of command work in a disaster-stricken area

### 7.1. Content and process of command work

The success and efficiency of managerial work on the disaster incident sites greatly depend on the content of the command and control work and the order in which the tasks are assigned, which are as follows:

1. clarification of the task, specification as necessary;
2. continuous collection of information, situation assessment;

<sup>22</sup> 'Command work is a special leadership activity of the military and some law enforcement organizations, usually used to resolve operational activities, based on a specific, defined set of criteria.' Czuprák and Kovács, *Vezetés- és szervezéselmélet*, 71 and 171.

3. making preliminary decisions, issuing preliminary measures;
4. organising reconnaissance and cooperation;
5. making recommendations for the decision based on the calculations;
6. making a decision, issuing measures to implement the decisions, its continuous clarification and correction if necessary;
7. continuous contact with their organisations, information on their place, status, abilities, the situation and problems of the implementation of the tasks;
8. providing the logistical background for the material and technical supply;
9. ensuring the operability of the information and IT system, maintaining permanent connections, ensuring the continuity of the flow of information;
10. ensuring the protection, replacement and resting of the personnel;
11. organising the cooperation with cooperating entities, knowledge of their tasks, situation, abilities, keeping in touch with them;
12. situation awareness, forecasting possible changes, drawing conclusions to correct the order of the commander;
13. direct or indirect management of the activities of the organisations, continuous monitoring of the implementation, elimination of deficiencies;
14. to report to the superiors based on the criteria determined by them, in accordance with the powers of the management, to provide information to other managers, bodies and organisations.

An important feature is that at the decision-making level, commanders' managerial activities and work are supported, if necessary, by a managerial (developer) staff or a team of specialists. The purpose of a staff is to collect data, prepare calculations and make decisions, to check the implementation of the measures and tasks, to manage and coordinate the activities of organisations, to ensure the operating conditions, to examine the feasibility of command ideas and goals, and to develop proposals and implement them.

## 7.2. Content of command work in a disaster-stricken area

The tasks presented above must be implemented in a special form and order in a disaster area, because they largely depend on the nature of the protection tasks, the type and ability of the executive organisations, the design of the area of operation and the conditions there.<sup>23</sup>

The sequence of effective command work and the detailed tasks of each phase in the light of the experience of the disasters already described are summarised below:

1. Clarification of the task given. In doing so, the commander shall:
  - understand the idea of the superior;
  - get acquainted with the task, the place and role of the rescue forces during incident response, prevention and rehabilitation;

<sup>23</sup> 'Utasítás a polgári védelmi műszaki ezred műszaki alegységei mentési munkájának megszervezésére és műszaki biztosítására,' Polgári Védelem Országos Parancsnokság (Budapest: 1967), 20–23; Czuprák and Kovács, *Vezetés- és szervezélmélet*, 181.

- be aware of the capabilities of the work force available.
2. After clarifying the task, the commander shall issue a preliminary order:
    - determine the form and manner of the evacuation of the population from the incident site, designate escape routes and assembly points;
    - outline a schedule for the start and implementation of tasks;
    - instruct the staff to organise reconnaissance and preliminary measures by which the subordinate commanders can start preparing for the task, be aware of their activities and begin to carry them out.
  3. After taking preliminary measures, based on the intelligence data (information) received, the staff is instructed to perform the decision-making tasks. The tasks to be assigned to the decision-making body are as follows:
    - clarify the characteristics of the incident site (topography, accessibility, road structures, the degree and nature of the built environment, and so on);
    - identify the sources of hazards in the incident site, identify the extent of fires, radiation, chemical and biological hazards in the area of operation of the rescue units and in the march route;
    - ascertain the boundaries of the expected activities and the nature and magnitude of damages and destruction;
    - identify the location of persons trapped under the debris/ruins, the number of injured and estimate human losses;
    - identify the shelters (cellars) to be searched, their location, size and the composition of the cover (wooden structure, concrete, brick, concrete panels, beams, and so on);
    - clarify the location and condition of utilities, the location and magnitude of expected damages;
    - take into account the need for electricity, equipment and expected materials in the incident site,
    - assess the areas of operation of own and cooperating rescue organisations, the nature of their activities and the tasks to be performed;
    - estimate the expected contamination of the staff and equipment, the manner and location of decontamination;
    - determine the order of workplaces in the incident site and the deployment areas, the occupational safety rules to be observed, the number of shifts, the conditions and manner of the recreation and resting of the rescue forces;
    - during rescue activities, being aware of the impact of the time of day and the expected weather on the activities of the rescue forces, and to propose how to avoid the negative effects.
  4. Making a decision and issuing it to the subordinate staff. The decision shall include the following:
    - a brief description of the general situation resulting from the disaster and the location of the damage;
    - the tasks performed so far based on the preliminary measures;
    - the sequence of the arrival of rescue forces and cooperation entities in the incident site, the pace and maneuvers of the units marching to the incident site;

- the order of rescue and primary response and recovery, the main direction of the concentration of rescue forces, manpower and assets, the order of their application;
  - the boundaries of the areas of operation of the units (working areas, workplaces) and the situation there;
  - the tasks of the units and the expectations of and requirements for their activities, the order of cooperation during the rescue work;
  - the tasks of subordinate and reinforcing cooperating forces, the distribution of forces and assets;
  - the order, form and manner of the material and technical supply and the logistical background ensuring the operation and the performance of the tasks;
  - the order of the workplaces in the incident site and the procession areas, the occupational safety rules to be observed;
  - the number of shifts during the performance of the tasks, the conditions and manner of resting the rescue forces;
  - the form of organising and providing management, the means of connection, the signs to be observed during the activity;
  - the deadline for starting and completing the task;
  - the order and form of declarations and information services;
  - the order and time of submission of reports;
  - the whereabouts of the commander.
5. Liaison with the leaders and commanders of the subordinate rescue organisations, continuous monitoring of the implementation of the tasks, elimination of the deficiencies, implementation of the necessary correction of the rescue work and processes.
  6. Preparation and submission of reports according to the criteria and requirements defined by the supervisor.
  7. Based on the authorisation of the supervisor, the provision of statements and information on the issues within the competence of the manager, on the tasks performed.
  8. Preparation for the withdrawal of the rescue forces from the incident site after the rescue tasks have been performed, and for its transfer to the organisations performing recovery and reconstruction.

Meeting the requirements outlined above and developing the necessary skills is not spontaneous, therefore, training and preparation for leadership play an important role in this.

## 8. Conclusion

It can be seen from the above that with the transformation of the defence/protection system, not only in the civilian entities, but also the defence/protection sphere, the leadership and management system of the organisations have changed. The

previous one-man leadership (command) was replaced by a specific form of multi-level leadership, both vertically and horizontally, but the leader (commander) of each sub-area is responsible for his or her own area.

Among the factors influencing the transformation of defence/protection organisations, the aim and purpose of the organisation and the selection of a leader with suitable capabilities play a key role.

Another feature of the leadership of protection/defence organisations is that strategic leadership has acquired a key role. While performing defence/protection tasks, the management takes the form of command work, the efficiency of which is influenced by a number of factors shown in this paper, among which it is emphasised how well a person knows the expectations of the manager (commander) and how they can be met. Based on the analysis of three disasters, it can be confirmed that the content of command work in a disaster-stricken area is similar to the one performed during other protection/defence activities. It contains the same elements, but is implemented in a special sequence and manner. Its main elements are task clarification, orientation (gathering information), preliminary measures, decision preparation and decision-making, followed by the organisation of the work, continuous monitoring and appropriate correction if needed. Here, too, the managerial (command) work is augmented by the tasks of liaising, acquiring the necessary information and administering the activities.

A basic condition for the effectiveness of leadership is adequate orientation (information gathering), as well as the knowledge of how to organise (organisational skills), and willingness and aptitude to cooperate. In the future, protection/defence organisations must place great emphasis on leadership training in response to the changing security/safety environment to develop effective leadership.

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