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# TASKS RELATED TO THE TRANSFORMATION OF THE HUNGARIAN VOCATIONAL TRAINING SYSTEM IN DISASTER MANAGEMENT EDUCATION, FROM THE CHANGE OF REGIME TO PRESENT DAYS

#### Abstract

After the change of regime, significant changes have occurred in system of fire and civil protection, as the two organizations were integrated under joint national and county management. Within two years, the system of fire brigades changed, the range of qualifications expanded, and this change complicated the system of training. This article provides an outline overview of the tasks related to the transformation of the Hungarian vocational training system in disaster management education in disaster management education, from the change of regime to present days.

**Keywords:** fire fighting, Hungarian system, history, vocational traning, disaster management, civil protection, legal background, transformation of the education

# A KATASZTRÓFAVÉDELEM MAGYAR SZAKKÉPZÉSI RENDSZERÉNEK ÁTALAKÍTÁSÁVAL KAPCSOLATOS FELADATOK A RENDSZERVÁLTÁSTÓL NAPJAINKIG

#### Absztrakt

A rendszerváltást követően rövid időn belül jelentős változások következtek be a különböző típusú tűzoltóságok, és a polgári védelem történetében. 2000. január elsejével integrálásra került a két szervezet, katasztrófavédelem egységes elnevezéssel, közös országos és megyei irányítás alatt. Két éven belül átalakult a tűzoltóságok rendszere, a képesítések köre kibővült, ez a



változás bonyolította a felkészítés rendszerét. Ez a cikk áttekintést nyújt a katasztrófavédelmi oktatásban a magyarországi szakképzési rendszer átalakításával kapcsolatos feladatokról a katasztrófavédelmi oktatásban, a rendszerváltástól napjainkig.

**Kulcsszavak:** tűzoltás, magyar rendszer, történelem, szakképzés, katasztrófavédelem, polgári védelem, jogi háttér, oktatás átalakítása

# 1. HISTORICAL BACKGROUND

Shortly after the change of regime, significant changes took place in the history of various types of fire departments and civil protection. On January 1, 2000, the two organizations were integrated, with disaster management as a unified name, under joint national and county control. Within two years, the system of fire brigades was transformed, the change complicated the system of preparation, as the qualification requirements of the members of fire brigades with different authorizations were not the same. The situation was further subdivided into two constantly evolving types of facility fire departments, the main occupation and the occasional one. In these cases, the expected professional training was also not the same. Of course, this also meant a change in the design of the training system of the two predecessor organizations.

Among the law enforcement forces, only the fire brigades have, and have had for decades, a legal regulator that determines the range of qualifications and their levels that entitle them to each professional position. These legal regulators are the Decree No. 57/1997 (X. 21.) of the Ministry of Interior, Decree No. 32/2002 (XII. 12.) Ministry of Interior, then the Decree No. 10/2008 (X. 30.) of the Ministry of Local Government. (During that period, the Ministry of Interior split into the administrative form of the Ministry of Justice and Law Enforcement and the Ministry of Local Government, and the disaster management came under the latter's control.)

Legal regulation of the level of qualifications has been proven to be necessary because, unlike other law enforcement agencies, the fire brigade or disaster management -as it is called nowadays- are not homogeneous organizations.

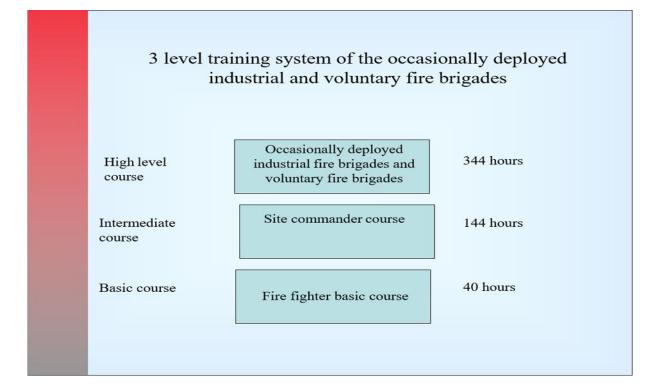


With the establishment of disaster management as an organization in 2000, the range of qualifications expanded to include the field of civil protection, which also had a wide range of qualifications. The uniform regulation is regulated by Decree No. 32/2002 (XII. 12.) of the Ministry of Interior.

In mid-December 2010, Government Decision No. 1282/2010 (XII. 15) on the establishment of a unified modular training system for law enforcement agencies was adopted and entered into force, which set out the necessary measures for its establishment. and also restructured the civil protection vocational training system, which was introduced on 1 January 2012. The successful implementation of the schooling and training tasks of 2012 was possible only after very thorough, well-thought-out preparatory work.

Prior to January 1, 2012, there were state fire brigades, professional municipal fire brigades, voluntary public fire brigades, facility fire brigades, and - already operating, intervention - voluntary fire brigade associations. The 3-level, basic, intermediate and upper level qualification requirements of the members of these organizations were different from the beginning, as they performed their intervention activities in different ways and with different frequencies. An increasing number of voluntary fire brigades have entered into agreements with professional disaster management agencies to provide professional activities. In the case of voluntary fire brigade associations, as well as the occasional facility fire brigades, the three-level system of requirements lacked the middle level, which provides direct control of the intervention. He was only an intervening firefighter, and all those in charge of the activity had to qualify as volunteers and facility commanders. This shortcoming was remedied by Decree No. 9/2015 of the Ministry of Interior issued by amending the preliminary decrees.





Due to the significant additional tasks included in the Disaster Management Act, the organizational changes that took place on 1 January 2012 - the integration of professional municipal fire brigades, the voluntaryisation of voluntary public fire brigades and the deployment for more effective coverage - did not generate significant additional training. Changes in the organizational structure of disaster management, such as the increase in the number and responsibilities of disaster management offices, the extension of the official tasks of central, regional and local bodies, the implementation of the so-called guard program and the reorganization of the operational rules of the Disaster Management Mobile Laboratory Service resulted in new extraordinary retraining tasks to be performed during the transition period, which had to be performed in addition to the trainings included in the annual curriculum.

The professional trainings of the merged bodies were included in the then National Training Register (hereinafter: OKJ), and their development took place in parallel and in accordance with the expectations of the profession. The so-called "red mud" disaster in Kolontár and in its area occured in 2010, which further divided the organization, - basically from civil protection tasks - industrial safety was separated as a professional branch, expanded with significant official tasks. This, of course, had to be followed immediately by the education system.



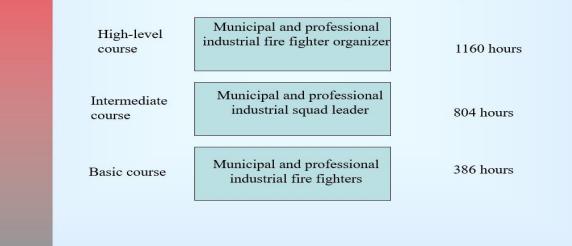
The new, unified law enforcement modular training system was developed in 2010. It took two years for the structure to be completed with the necessary documents and the training to begin. To understand the significance of the possibility of transformation, it is necessary to briefly examine the elements of the old structure. Already at the time of its formation, it carried several contradictions, considering that among the bodies of the Ministry of Interior, it basically carried the needs and aspects of the police. It was designed for this, and then the "coat" was pulled onto the education systems of the other law enforcement agencies. Of all the law enforcement agencies, perhaps the biggest headache for disaster management is how it can adapt to it. One of the main concerns was that this organization was not as homogeneous as the police. It is made up of three specializations: fire brigade, civil protection, and industrial safety, - all three disciplines have specific training content, but also significant common organizational elements. In addition, the organization has been tasked with the chimney sweep industry since 2015, which has little to do with professional, armed service.

Further examining the issue, we can state that one of the organizational units, the fire brigade, further complicates the system, as in addition to professional fire brigades, there are municipal, full-time and occasionally available facilities, as well as voluntary fire brigades with different qualification requirements.



# 3 levels training system of the Municipal Fire Brigades and Professional Industrial Fire Brigades

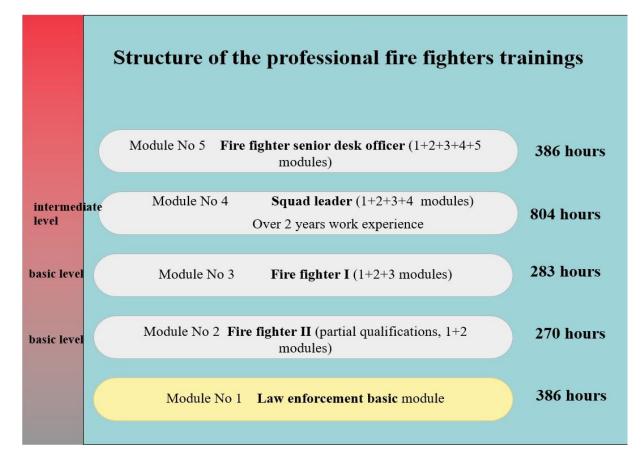
(same education matter than the professional fire fighters)



Taking into account that the basic OKJ firefighter training consisted of two modules, a law enforcement foundation and a professional module, a professional exam could only be taken after the successful completion of the two modules. "Civilian" firefighters did not need to complete the foundation module, but in the absence of it, they could not take a professional exam, so they could not obtain a certificate of professional competence. This resulted in the members of the three types of fire brigades having to develop 3 different, basic, intermediate and upper level systems and carry out their training in this system. The system was unfair, as members of other types of fire brigades than professional firefighters, despite having to acquire the same professional knowledge as professionals, did not receive a certificate of professional competence.

The structure also contained several contradictions for professional firefighters. It consisted of six modules up to intermediate level, with two basic and two intermediate qualifications due to fragmentation, and the sixth module was a higher education vocational training that never materialized. This was a major shortcoming because it would have allowed a firefighter to obtain a top-level professional qualification with a mid-level state qualification. (Of the law enforcement agencies, only firefighters had the opportunity for a long time to hold intermediate state and higher professional qualifications as officers, up to a maximum of centuries. This option was virtually eliminated in this system.)





In addition to all six-module systems, to obtain a professional qualification in the framework of law enforcement organizer training, where the possibility of participation was conditional on the prior existence of a civil state higher education. However, the three professions of the training (firefighting, civil defense, industrial security) significantly hindered the transition between the specialties, so the change of position in many cases required participation in new training. Another anomaly of the system was impermeability, as the firefighter could perform any position in the profession, while the holder of the other two professions could only perform one appropriate to his profession.





To the extent of one thought, it is also worth mentioning the intention that the modular system was related to the introduction of the later career model. According to the designer's intention, by completing a higher-level module, the person who obtained the qualification would have been promoted to a higher rank and salary. However, as it turned out, there are fewer middle management, sub-command positions in the system than would be necessary. As a result, many of those who obtained a certificate of command could not be placed in the middle position, but in the meantime there would be a great need to increase the number of firefighters entitled to conduct fire and technical rescue. This is evidenced by the fact that today there are over 350 people who complete this task with a firefighter I course of only 40 hours instead of more than 800 hours of commanding, because this way they do not have to be placed in a secondary position. It would not be possible with this degree, but the advancement of many middle-level positions was not solved this way. Even today, this fact significantly worsens the desire to enroll and study, and the lack of a secondary education can cause tension later on.

# 2. FACTORS TRIGGERING ANOTHER CHANGE

Government Decision No. 1168/2019 (III. 28.) on the adoption of the "Vocational training 4.0 –" Medium-term vocational policy strategy for the renewal of vocational training and adult education, the response of the vocational training system to the challenges of the fourth industrial revolution" strategy and necessary measures for its implementation. The legislative process necessary for the transformation of the school and adult education system began in 2019.

The Education Department and Disaster Management Examination Center of the Ministry of Education and Science of the Ministry of Interior and the Disaster Management Education Centre have been implementing the changes in the Adult Education and Vocational Training Act that came into force in 2020 for almost a year, continuously complying with legal obligations, expectations and deadlines, while keeping professional interests in mind.

In connection with the establishment of the new structure, the institute proposed the transition process in several submissions, and at two meetings of directors-general and national directors, the director of DMTC reported on the current situation and levels of vocational training in the new system. The system developed jointly with the NDGDM Human Resources Service of the Ministry of Interior was approved by the Director General of the organization, followed by the Ministry of Interior, with minor modifications. The structure to be introduced will be clearer, more transparent and eliminate the duplications that exist in the current system, while providing real interoperability for members of different types of fire departments. The great advantage is that members of different fire brigades will receive the same certificate of professional qualification if they meet the same requirements, so direct contact between different fire brigades will actually be possible now.



# Védelem Tudomány

KATASZTRÓFAVÉDELMI ONLINE TUDOMÁNYOS FOLYÓIRAT

Old OKJ modular system (14)	The new vocational training system (8)
	The new vocational training system (0)
Firefighter I	Firefighter
Firefighter II	
Firefighter Commander	Firefighter Commander
Firefighter Referent	
Law enforcement organizer, fire protection, industrial safety, disaster management profession	Disaster Management Officer Training
Firefighter Lecturer	Firefighter Lecturer
Firefighter General Lecturer	Firefighter General Lecturer
Disaster Management Lecturer	Disaster Management Employee (Civil Protection - Industrial Security)
Disaster Management General Lecturer	Disaster Management Administrator (Civil Protection - Industrial Security)
Disaster Management Specialist	-
Disaster Management Referent	م. ا
Chimney sweeper	Chimney sweeper

#### **Training structure transformation**

As a result of the government decision, due to the change in the entire structure, the OKJ was abolished and the regulating legal background was also repealed.<sup>1</sup> Amendments to the Adult Education Act have introduced changes in the implementation of trainings as well as in the final examination,<sup>2</sup> and the appearance of the new Vocational Training Act. <sup>3</sup> and the new directives and amendments formulated in the Government Decrees published for their implementation.<sup>4 5</sup> The most significant of these is that in the future the institution of training and examination will be separated, in the future the educational institution will not issue a certificate but a certificate on the completion of the training, which will give the trainee the opportunity to take an examination at an accredited examination center. In the new system, the planning of the trainings had to be placed on a completely different basis, new forms, contracts, ie a complete

<sup>&</sup>lt;sup>1</sup> Government Resolution No. 1168/2019 (III. 28) on the adoption of the strategy "Vocational training 4.0 -" Medium-term vocational policy strategy for the renewal of

<sup>&</sup>lt;sup>2</sup> 2013 LXXVII. Act on Adult Education

<sup>&</sup>lt;sup>3</sup> Government Decree No. 12/2020 (II. 7) on the implementation of the Vocational Training Act

<sup>&</sup>lt;sup>4</sup> Ministry of Interior Decree No. 9/2015 (III. 25) on the professional requirements and professional training of employees of professional disaster management bodies, municipal and facility fire brigades, voluntary fire brigade associations and related sectors

<sup>&</sup>lt;sup>5</sup> Government Decree 11/2020 on the implementation of the Adult Education Act. (II. 7.)



redesign of the entire documentation background were needed. The quality management system of the school also had to be changed. Taking advantage of the need for change, we have also eliminated some of the long-standing contradictions that have become necessary not because of the introduction of the new system, but because of the many years of practice that have proved it necessary. This was the case, among other things, with the separation of the system of study and adult education contracts and the preparation of new document templates in this regard.

To implement and schedule the tasks related to the transition, the educational institution prepared a schedule approved by the Director General and started its implementation in 2020.

# 3. THE PROCESS OF IMPLEMENTING THE ROADMAP TILL TODAY

Experts from the teachers of the educational institution started to develop the program requirements of the 8 professional qualifications remaining after the profile cleaning. They were the first of the bodies of the National Directorate General for Disaster Management (NDGDM) as well as the Disaster Management Training Centre (DMTC) to be prepared and adopted as a result of continuous consultation and communication with the Education Administration Department of the Public Service Development and Strategy Department of the Ministry of Interior and the designated staff of ITM.

At the same time, DMTC renewed its quality management system, which is kept up-to-date by EDUCERT Training Methodology and Quality Credit Ltd. in cooperation with the educational organization of the educational institution. This was one of the conditions for DMTC to have a permit for the continuation of the trainings to be introduced from 1 January 2021 regarding the vocational training, and a right of notification in respect of internal training. Until the completion of the ongoing OKJ trainings (December 31, 2022), of course, the old quality assurance system must be maintained, until then the two are valid in parallel.





Our institute submitted its documentation in order to continue both forms of training and was granted the right to implement them. The speed and effectiveness of the initiative is proved by the fact that despite the thousands of registration applications received by the state administrative body for adult education (Pest County Government Office), on October 21, 2020, DMTC was licensed as the eighty-fourth, number: E / 2020/00084. The decision required to carry out the application training was also awarded to the educational institution on 02.10.2020 under number B / 2020/001929.

According to the schedule, the focus was on the introduction of basic firefighter training as well as chimney sweep training. In the case of the former, so that it can be started in the new system at any time after January 1, 2021, depending on the needs. The opportunity for this is provided by the fact that we isolated and separated the law enforcement foundation training from the vocational training, so the dependence of the educational institution on law enforcement technicians and vocational schools also ceased. This training is a condition for appointment to the professional staff, which will take place in the framework of independent internal training and does not necessarily precede vocational training.

Municipal and full-time facility firefighters can participate jointly in the professional training of prospective professional firefighters, receive the same certificate, but of course do not have to complete basic law enforcement training.



In the case of training in the chimney sweep industry, the earliest possible start-up was also expected, given that the continuous changes in the situation of private enterprises in the chimney sweep industry are expected to generate high training demand in the near future.

Based on the schedule, these trainings were made available on January 1, 2021, the relevant sections of DMTC, in coordination with the Department of Studies, developed the training programs according to the program requirements, and they were also countersigned by experts.

Based on the decision of the Minister of the Interior, each law enforcement body shall establish a separate examination center. In the case of Disaster Management, this was implemented within the framework of the Education Department and the Disaster Management Examination Centre of the Human Resources Department of the Ministry of Interior. In order to ensure the successful implementation of the conformity assessment of the National Accreditation Authority based on the EN ISO / IEC 17024: 2013 standard of the Hungarian Standards Board, the Educational Institute continuously develops interactive written questions and project tasks for the examinations of each professional training. In connection with each exam, the educational institution develops 30-40 project tasks, and 200-400 questions per professional exam for the compilation of computer-generated worksheets of the interactive exam task. The location of the professional examinations later on is expected to be the DMTC, as the personal and technical conditions are available here that can be used for both training and examination. However, in the future, the organizer duties of the professional examinations will not be performed by the educational institution, but the examination center. The establishment of the examination center does not belong to the tasks of the educational institution, but in order to the establishment - due to the above mentioned reasons - it has a great role and significant tasks.

However, with the advent of the new legislation, the new system has not been properly regulated in all respects, given that the Adult Education Act covers all activities that develop new competencies, evolve competencies and are purposeful and organized. This brought to the scope of the Act activities regulated by other legislation, such as fire protection, occupational safety training or fire protection professional examinations. In order to eliminate the anomaly, the DMTC initiated an amendment to remove these obligations from the scope of this law.

In the same way, an initiative has been taken to ensure that the internal trainings, trainings and field practices of law enforcement agencies are not subject to notification as adult trainings. In



addition to significantly reducing administration, this can result in keeping confidential information within the organization. DMTC was heavily involved in drafting the proposed amendment. The amendment has been partially implemented, although unfortunately the relevant section of the amendment cannot be interpreted uniformly, nor does the amendment to the Implementing Government Decree clarify the issue.

In order to create the legal background conditions for the transformation, the educational institution prepared a proposal to update the Reference No. 7 of the Decree No. 9/2015 (III.25.) of the Ministry of Interior. The proposed amendment already contains the elements of the newly established training structure, and the vocational qualifications and training that have been removed from the new system and appear in Annex 3 of the amended decree of the Ministry of Interior as qualifications obtained before the change and still accepted after the change.

In addition to the organizational tasks performed so far in connection with the changeover, the

DMTC ensured the implementation of the ongoing OKJ and internal trainings. In this context, Decree No. 70/2020 (III.26.) posed a new challenge. According to the Government Decree, due to the virus situation, contact trainings must have been suspended and participants must have been provided with the material via online, which the Disaster Management Training Centre managed to solve with maximum efficiency and efficiency. This was greatly aided by the fact that the DMTC has begun to digitize teaching materials three years ago.

## 4. FUTURE CHALLENGES FOR TRANSFORMATION

The tasks outlined above, performed to date, provide a snapshot of the transformation process that will, of course, continue. The current situation reflects the completion of about one third of the tasks involved in the transformation, while the rest of the work seems to be less spectacular but requires significant background work.

The training programs for firefighter professional training and chimney sweep training to be established first in the schedule have already been completed, will be commented on by the professional organizations of the National Directorate General for Disaster Management, after which they will be countersigned by experts. New curricula must be developed on the basis of



training programs approved by the expert in order to be able to start the trainings. Further professional trainings - commander, disaster protection officer training, fire protection lecturer, fire protection chief rapporteur, disaster protection officer (civil protection, industrial safety), disaster management administrator (civil protection, industrial safety) - will not be started until the beginning of September 202, therefore, their dossiers are scheduled to be finalized in the first half of the year.

To bridge the first semester of 2021 as a transitional period, the Disaster Management Training Centre proposed to the Human Resources Service of National Directorate General for Disaster Management to start module 3 of the firefighter organizer, the firefighter commander, vocational training before 31 December 2020, depending on the capacity of the educational institution. subject to the current conditions, provided that the professional examinations will be completed by 31 December 2022.

Upon completion of the transformation of the training vertical, the educational institution intends to examine the possibility that certain launched vocational trainings can be carried out continuously, without having to interrupt them with correspondence periods. This can significantly shorten training time and prevent students from forgetting what they have learned before during the interruption period. In our view, the scheduled start of basic firefighter training can provide an opportunity so that if each training groups are formed, the training can be launched. Thus, it is not necessary to teach 3 to 4 basic stages in parallel. Scheduling basic law enforcement training - after a professional exam - would ensure the condition for appointment to the professional staff. The issuing ceremony (or ceremonies) may be organized independently of the training, depending on the number of firefighters.

In addition to the redesigned vertical of vocational training, the system of in-house training for self-employed persons, which is basically divided into two major categories, will remain. They are not entitled to fill a position, so they do not end with an examination center exam. One large group is the range of trainings that entitle to perform special professional tasks, the other is the range of trainings that entitle to handle special professional techniques.



# 5. INTERNAL TRAININGS OF DMTC

## 5.1. Trainings entitled to perform special professional activities:

Dangerous goods transport inspector training:

- Transportation of Dangerous Goods by Rail Inspector (RID)
- Transportation of Dangerous Goods by Inland Waterway Inspector (ADN)
- Transportation of Dangerous Goods by Road Inspector (ADR)
- Transportation of Dangerous Goods by Air Inspector (ICAO)
- Transportation of Dangerous Goods by Sea Inspector (IMDG) (training program under preparation)

Municipal and Facility Firefighter Commander Course (based on the qualification of the commander)

- Fire Chief I., Fire Chief II.
- Fire examiner course
- Basic disaster management knowledge course
- Disaster Management Mobile Laboratory (KML) course
- Disaster Management Operations Service (KMSZ) course
- Operations management course
- Operations Control Referent Course
- Unified Digital Radiocommunication System (EDR) course
- Preparation of probation officers
- Public safety referent course
- Security liaison course (for civilian employees of threshold plants and organizations)
- Dangerous industrial security officer



- HUNOR preparations
- Fire protection specialist exam
- Graduation exam
- Disaster medic I-II.
- Disaster medic instructor

#### 5.2. Training of operators of technical equipment for disaster management:

- *a)* Basic course in firefighting engineering
- *b)* Attached to the basic technical management course:
  - Aerial Firefighter Vehicle Operator Type Courses
  - Ladder Firefighter Vehicle Operator Type Courses
  - Respiratory Protection Bottle Filling Compressor Operator Type Courses
  - Power Generator Operator Type Courses (10KVA and above)
  - Firefighting cranes and vehicle operator type courses equipped with a crane
  - Technical rescue towing operator type courses (50 CN or more)
  - Replacement superstructure vehicle operator type courses
  - Technical rescue and chemical emergency vehicle operator type courses
- c) Non-technical training courses that can be outsourced under the guidance of mentors:
  - Water transport vehicle operator type courses
  - Vehicle Operator Type Courses
  - Foam extinguisher vehicle operator type courses
  - Powder extinguisher vehicle operator type courses
  - Other fire truck operator type courses
  - Replacement body operator type courses

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- Technical rescue machines, equipment-operator type course:
  - o chainsaw,
  - o All Round Power Cutter,
  - o hydraulic cutting equipment,
  - o hydraulic cutting equipment
- Chemical emergency response machines, equipment operator type courses
- Power Generator Operator Type Courses (below 10 KVA)
- Other operator type courses concerning machines for fluid transport (pumps)
- Firefighting and other rescue machinery operator type courses

In addition to the professional trainings, the internal trainings significantly contribute to the fact that the educational institution has been training or examining 4-5000 working members of the disaster management system or participating members in the emergency interventions for years.

In conclusion, we can affirm that the transition to the new system started on schedule, without any disruption, and is still going on these days. The training programs of the eight vocational trainings are constantly being prepared, and their expert reports are based on their completion. At the same time, new lesson plans are also being prepared, which are important conditions for the schedule of the educational material.

This planning is an appropriate guarantee that the changeover will not cause a break in the teaching and educational work of the institution, and it can continuously ensure the implementation of disaster management specialist training and supply.

### **6. LEGAL REFERENCES**

1. Government Resolution No. 1168/2019 (III. 28) on the adoption of the strategy "Vocational training 4.0 -" Medium-term vocational policy strategy for the renewal of vocational training and adult education, response of the vocational training system to the challenges of the fourth industrial revolution" and measures necessary for its implementation

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2. Government Decree No. 150/2012 (VII. 6) on the procedure of amending the Government Decree No. 229/2019. (IX. 30) on the National Training Register and on the amendment of the National Training Register

3. 2013 LXXVII. Act on Adult Education

4. 2019 LXXX. Vocational Training Act

5. Government Decree No. 12/2020 (II. 7) on the implementation of the Vocational Training Act

6. Government Decree 11/2020 on the implementation of the Adult Education Act. (II. 7.)

7. Ministry of Interior Decree No. 9/2015 (III. 25) on the professional requirements and professional training of employees of professional disaster management bodies, municipal and facility fire brigades, voluntary fire brigade associations and related sectors

## **GLOSSARY**

ADN: International Carriage of Dangerous Goods by Inland Waterways

ADR: International Carriage of Dangerous Goods by Road

DMTC: Disaster Management Training Centre of Hungary

IMDG: International Maritime Dangerous Goods

HUNOR: Hungarian National Organisation For Rescue Services

ICAO: International Civil Aviation Organization Technical Instructions

ITM: Ministry of Innovation and Technology of Hungary

NDGDM: National Directorate General for Disaster Management of Hungary

**OKJ:** National Training Register

RID: International Carriage of Dangerous Goods by Rail

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