

Petra Szalai¹

THE SAFETY OF THE NATIONAL ECONOMY, ECONOMIC COMPONENTS OF CRISES

A NEMZETGAZDASÁG BIZTONSÁGA, A VÁLSÁGOK GAZDASÁGI ÖSSZETEVŐI

Nowadays, when studying the security of the national economy, it can be observed that legislation and practical realization have apparently grown apart, the need for designing a new type of planning system is still just an intent, and in addition to the resources to be expanded, decision-making also requires a more complex approach. Accordingly, this paper attempts to examine the security of the national economy, which is critical for defence, in terms of defence preparation, analyze the problems of practical realization, and make proposals for decision-making, sectoral regulation, defence supplies and financing.

Keywords: national economy, security, defence preparation, reserves, financing, legislation

Napjainkban a nemzetgazdaság biztonságát vizsgálva megfigyelhető, hogy a jogalkotás és a gyakorlati realizálás láthatóan elszakadt egymástól, az új típusú tervező rendszer kialakításának igénye ma is csak szándék, és a bővítendő források mellett a döntéshozattal kapcsolatosan is egy komplexebb megközelítésre lenne szükség. Ennek értelmében a jelen cikk kísérletet tesz arra, hogy a védelem szempontjából meghatározó nemzetgazdaság biztonságát a védelmi felkészítésre vonatkozóan megvizsgálja, a gyakorlati realizálásának problémáit elemezze, javaslatokat tegyen a döntéshozatalra, az ágazati szabályozásra, a védelmi tartalékolásra és a finanszírozásra.

Kulcsszavak: nemzetgazdaság, biztonság, védelmi felkészítés, tartalékolás, finanszírozás jogalkotás

INTRODUCTION

Chapter IV of the National Security Strategy (hereinafter referred to as NBS) emphasizes primarily the role of a well-functioning economy amongst the tools to implement NBS: *“The security of Hungary shall rest on solid economic foundations which, on the one hand, creates the resources of the effective security policy, while it increases the country’s capacity to assert its own interests through enhancing the stability of the country. Therefore, the government – also considering Hungary’s tasks as an ally – reckons it as its prevailing task and obligation to provide appropriate resources for the defence of the country and its citizens in conformity with the country’s capacity.”* [1]

Paragraph 43 of this same chapter is also very important: *“The comprehensive management of threats appearing in the National Security Strategy shall require an action from the whole government. In conformity with this, it is the close and effective cooperation and coordination between the institutions of national defence, national security, law*

¹PhD student, Doctoral School of Military Sciences, National University of Public Service, Budapest, Hungary.
E-mail: szpetra@hotmail.com ORCID: 0000-0001-6145-4645

enforcement, administration of justice, disaster management and civil crisis management and their comprehensive frames being able to adapt to the security environment which shall be strengthened. All governmental institutions shall continuously assess the elements of the national and international security and threat in their field of expertise and take the necessary steps to manage and clear them away [7] . This can only be successful if the governmental and sectoral resources are used in a coordinated and concentrated way.” [1]

Subsequently it can be observed that besides national security the concept of security itself has greatly transformed regarding its content depending on the changes and requirements of our age. The provision of security does not expressly depend on military tools only. Moreover, it falls into the background considering its importance. The economic factor, the safe maintenance of the economy's operation, however, has received a greater attention, it has been prioritized at a strategic level.

The content interpretation of security, the transfer of the focal point within the content has changed similarly. It is not purely the military, national security or law enforcement character which is determinant in defence; economic protection, the defence preparation of the economy, defence reservation, the critical defence of the infrastructure and disaster management have been more current topics. The execution of tasks arising from the contribution to disaster management tasks determined in the laws by the Hungarian Defense Force is provided by the Hungarian Defence Disaster Management System (Hungarian abbreviation: HKR) in which military resources are applied during the sectoral participation in clearing threats away. [2] The utilization of military resources for disaster management is basically the second pillar, namely, it is implemented based on occasional orders. [3]

The defence's transfer of content focal point has not only become more important under today's market economy conditions but the economic environment where this functionality has to be provided is also very essential. By today after several economic crises, it has been proved that market economy is not omnipotent. On the one hand, the problems incurred in market economy have to be managed, on the other hand during crises (or without them) it also occurs that the country or society needs different important goods as well as the security and protection of supply which cannot be created by the market economy trustworthily.

Therefore, the security, defence and preparation of economy as well as the establishment of appropriate reserves are all important, which can be provided today by exploiting the advantages of the market economy, while in the event of disorders and crises by eliminating its disadvantages. It is appropriate and necessary to plan these tasks by the means of a modern system providing economic efficiency and effectiveness, ensuring the basic requirement referred to previously, the action of the whole government, the effective cooperation and coordination, and the coordinated and concentrated utilization of resources.

THE POSITION AND PROBLEMS OF THE NATIONAL ECONOMY'S SECURE OPERATION, DEFENCE PREPARATION AND GOVERNMENTAL PROVISIONING

“The circumstances which have arisen due to the management of emergencies in the recent years have drawn the attention to the importance of the economy’s secure operation. During the disasters of 2010, the protection against floods or the emergency declared as the result of the failure of the embankment of the red mud reservoir, the respondent forces could not always support quickly and effectively on the resources and reserve supplies provided by the national economy. The events pointed out the necessity of supplies and the carrying out of early developments considering the potentially expected needs. In 2009, during the crisis of gas supply or the power-failure of Észak-dunántúl serious disturbances were observed in the economy’s own operation.” [4] The quotation is one of the most important conclusions of the thesis of the governmental proposal The Comprehensive Conception of the National Economy’s Safe Operation and Defensive Preparation Regarding the Period Between 2012-2030 published by the Ministry for National Economy in November 2011. [10]. They reached the conclusion from the establishment that the functionality of economy satisfying all needs of the intervening forces shall be provided in the event of increasing number of disasters, crises or market disruptions, thus the protection of the economy’s security shall be a priority. This is now a matter of national security, its importance reaches the military and political factor’s level of significance.

The conception itself is the result of years of work, it counts as a basic work of art. It also counts as a basic work of art to this article with the addition that the purpose of the publication is to further refine those included in the conception, to elaborate practical implementation recommendations and to criticize the conception only in some cases according to the best judgment.

The position of national economy’s defence preparation and reservation

In the conception’s managerial summary as well as in conclusions following the assessment of the situation, the following list was formulated about the situation of economic security: [4]

- a comprehensive Act on the economic security necessary to regulate the system is missing;
- due to the authorization with a status of law, the rules of activities serving the economy’s secure operation and defence preparation are incomplete. A separate law would be necessary to regulate the reservation activity of defence and the possibilities to use economic security supplies for defence purposes should be provided. The public service contracts do not clearly define the minimum amount of satisfactory service, the emergency duties of service providers, the content of essential services, or the conditions for the normal occasional compensation;
- the secure operation and defence preparation do not have a responsible body at the level of government;

- the sectoral and regional bodies of defence administration lack the administrators of the economic preparation;
- the information base of the economy's defence preparation is incomplete, old-fashioned, there is not a central database;
- the economic preparation and the reservation for defence purpose have been undercapitalized for decades;
- the previous defence reservation system has lost a considerable part of its supply's real value by today;
- the problem of undercapitalization has been grown worse by the fact that the defence administration cannot bid for development sources of the Union.

Examining the above list it can be established that the lack of a comprehensive Act on economic security results in a severe and unsolved situation. After the change of regime, the ownership structure of the economy transformed, the role of the private capital, particularly the foreign capital considerably strengthened in the national supply. New circumstances evolved which at the same time meant new possibilities and new threats to us. Our national economy is an open economy depending strongly on import and very subject to the processes taking place in the world economy.

The economic security, the defence preparation and reservation clearly belong to the public service also today; moreover, it counts more than ever, it has grown into a national security factor. The changed circumstances shall also be taken into account during legislation, the possibilities in market economy shall be utilized similarly to the foreign examples but the implied threats should also be prevented. These threats may be, for example, the weakness of the public administration contracts considering less the interests of defence preparation or the uncertainties resulting from the fast change of market, the strong fluctuation of contractors and the economic crises.

The position of legislation is currently unfavourable, the conception itself was prepared after three years of work (2008-2011). The legislation, which was primarily emphasized in the conception was delayed, the ministries responsible for the economic policy and development were arguing about the Act's content, the distribution of the elaborating responsibility and the process of legislation. It can be claimed with certainty in this situation that the delay in the Act's introduction results in delays in further legislation and the Act's breakdown to sectoral areas. However, the mentioned activities only indicate the laying of foundations.

An additional problem is the underdevelopment of the institutional environment. The secure operation and defence preparation do not have a responsible body at the level of government. The tasks are basically executed on sectoral foundations and with sectoral liability. The sectors (national defence, disaster management, national economy, transport safety, health, judicature, security, environmental protection, water management, telecommunications, information technology, rural development) solve their problems under the competent ministries' guidance, independently, in a quite self-absorbed way, in the middle

of continuous reorganization and reduction with different approaches, preparedness and logistical insurance, use of additional resources, reservation.

In spite of the increasing importance of the topic, the sectors execute all these with reducing number of the staff and resources without independent executives in attached roles, occasionally with external, commissioned colleagues. *“Due to the desirable three (perhaps four) – governmental - sectoral - regional (-local) – levels’ narrowing down to one, single sectoral level, the preparation and execution have separated from each other, which depreciates the efficiency of preparation and particularly the defence making the work of certain bodies apparently needless.”* [4]

In addition to the insufficiency of the institutional background, one of the most important activities of the preparation and reservation, namely, the area of planning suffers from serious problems. The defence preparation of the economy and the planning methods designated for the emergency supply of the population are too complicated and mean unnecessary discharge of load for the diminished planning administration, while they are quite obsolete compared to the changes in the society. ...the sectoral and/or regional character is not always clear regarding the services, the competence of sectoral and regional planning bodies is not always obvious, and the possibility of overlap is frequent. The circle of service providers which can be included in the data submission is questionable many times. . Planning is virtually based on the knowledge, enthusiasm and relations of specialized administration nowadays. The arising questions may be managed (if not always) according to the described methodology. Due to the necessary and ever-increasing change in persons owing to social and generational reasons, however, this possibility will terminate shortly and new solutions must be found to manage the problems. The planning activity which includes also the preparation of the economy directing at the provision of the resources of the most important capabilities and the major needs is needed anyway, which has been considerably proved by the experience gained in the consequences of natural disasters of the recent years. [4]

It can be said about the information background of the planning that the public administration system gives information about the economic and social processes that has become potentially critical under the changing circumstances slowly, in an old-fashioned form and not in sufficient details. In default of resources and capacities the public administration system cannot follow the social and economic changes. It is important to improve communication between decision makers and those producing information ... The central information database in relation to the economy’s secure operation – including the characteristics of strategic business organizations, critical infrastructures, and the sufficient service – has not yet existed, the development of this may occur in parallel to the system’s establishment. [4]

IT support itself is not in a better situation either. The IT infrastructure of the defence preparation system is rather heterogeneous due to the developments of different philosophy; it is not coordinated, obsolete in many areas and has to be renewed in its conception. The development of a partial IT support regarding the certain subsystems’ different tasks – disaster management, defence preparation and crisis management, inclusive national support,

economy mobilization – has begun, but mainly due to resources gap (and partly due to the low efficiency arising from the lack of harmonization concerning the developments) these systems may accomplish their original purpose only to a limited way or not at all. An example for the latter: the previously modern portable computers of the economy mobilization apparatus are multi-obsolete, so it is not surprising if the traditional – low efficient – operation based on information stored on paper and in head is the dominant one. The backwardness of technology, the low level of utilisation of electronic possibilities, the resulting lack of information and in many cases the fact that communication possibilities are limited to voice transmission are disturbing in the preparation (planning) phase, while in the implementation phase it expressly hinders the selection and execution of optimal intervening steps. ... Currently, the statistical data collections regarding the economy cannot take into account the aspects of defence administration. ... the defence administration does not have substantial background of data registration. [4]

The previous quotations might be comprehensive but in favour of a valid assessment of the situation presenting the severe conditions it is more authentic and unfortunately more pressing to quote the conception exactly in its own reality.

These states of affair are not solely but greatly due to the undercapitalization of the area of expertise for many years. Just like the execution of tasks, the financing also took place mainly at a sectoral level, in a heterogeneous, multichannel and less transparent way.

Based on the conception's data, they spent a total of 1,600-1,800 million forints from the central budget on central expenditures regarding more ministries in the five-year period. On the other hand, the ministries spent a total of 400 million forints on sectional tasks from the sectoral budget. [4] Thirdly, the municipalities had insignificant resources. Finally, companies managing reserves and storing defence supplies had minimum resources now and then. Defence reservation is an exceptional but very important element of the economy's defence preparation. The most effective mode of satisfying needs from the point of view of intervening bodies is the reservation of various defence resources. The traditionally formed reservation system – as a result of the moderate budgetary development and maintenance possibilities – has lost a considerable part of its supply's real value by today. Reserves of defence purpose amounted to 15.3 billion forints in 1991. The value of supplies of such purpose amounted to 19.1 billion forints in 2002. The supply value kept on record at a clearing price increased by 24.4% between 1991 and 2002. During the same time, the consumer price index was 926.9. Thus, the 2002 value of supplies of defence purpose at the 1991 price was only 2.1 billion forints. All these mean that the level (real value) of supplies was one seventh of the 1991 stock in 2002. There is no unified strategy of economy security, supply forming and utilization. The conceptual, content and organizational changes in the past one and a half decade all call for the rethinking of the strategy of the defence reservation in the field of defence preparation. Organizations managing reserves present a rather heterogeneous picture nowadays: there can be found all kinds of organizational forms and ownership structures, and a central type reservation organization with sectoral liability is present. Currently, only sectoral aspects are effective in forming reserves. The cross-ministerial coordination is at a low level. [4]

By today as the focal points have moved from military defence to other forms of defence, the review of reservation and supply forming is also justified. The significance of reserves of national defence purpose has reduced, but the need regarding supplies described previously necessary in emergencies has increased. For example, a higher level of reservation is needed regarding economy security (energetics, food material reserves), disaster management and other reserves.

In summary, the conception aims at a state by 2030 in which *“the economy – in addition to the maintenance of its continuous operation – is able to provide goods and services of existence necessary for the emergency supply of population permanently and has the necessary capabilities to manage crises and a sufficient amount of reserve resources to begin intervention without delay.”* [4]

Therefore, the capability and resource reserves are managed in the competence of the minister responsible for economy security, they provide the needs of intervening forces, an interoperability among the defence, other strategic and supply-security type of reserves, and manage the engagement of the private sphere to create economy security.

They intend to place the system’s financing on stable financial foundations, they also manage the IT need of defence administration; the coordination of public tasks of the economy security and defence preparation would be directed by an independent ministry.

The execution of conditions described in the vision as well as the comprehensive purposes (the determination of the sufficient level of public services, the provision of products and services of existence, energy supply, the needs of reacting forces, strategic resource reserves, the defence and corrective capabilities, the protection of critical infrastructures, and the strengthening of small and middle-sized companies) would provide the stated basic strategic goal: *“The maintenance of the national economy’s continuous operation during crisis, while fully ensuring the operational conditions of the reacting forces.”* [4]

Based on the above it is greatly proved according to those quoted from authentic governmental documents that the position of the national economy’s defence preparation and reservation is more than critical, the sectors struggle with elemental problems. There are no appropriate normative bodies or appropriate governmental management or coordinating organization, but a decentralized sectoral activity with all kinds of professional approaches. The planning and IT support are old-fashioned, the undercapitalization is huge, and the existing supplies are used up as far as reservation is concerned.

Under these circumstances the strategic guideline included in NBS could mean a huge step forward (highlighting the subject’s significance and the necessity of a complex governmental approach instead of a sectoral one), while on the other hand the realistic assessment of the situation which reveals the problems sincerely is very important. Only in aware of the realistic situation is it possible to make substantial changes and steps forward on the basis of which the requirements or the even more pressing practical execution determined in NBS which has become very significant by today can be fulfilled.

Therefore, it can be claimed considering NBS and the conception that something “has begun” in the field of preparation and reservation.

MAIN TASKS IN THE FIELD OF DEFENCE PREPARATION AND RESERVATION

Following the assessment of the situation of economy security, defence preparation and reservation defined previously and the theoretical and practical comparison of the assessment of situation the following tasks can be formulated in summary in order of importance and time.

The creation of a responsible governmental body²

The establishment of a responsible governmental body (e.g. an office) on a centralized basis which holds together the whole activity of governmental defence preparation and reservation is the first and most important step of the new operation model.

This task is even more important than the improvement of theoretical fundamentals and legislation in the current situation. This governmental body could be destined for the representation and implementation of the governmental approach emphasized in NBS with its competence of professional management. [9] As a result of which the previous sectoral intensity and partiality as well as the low efficiency of the previous coordination activity could be eliminated with a strong centralization. It would be the “individual owner” and actual responsible leader of the whole preparation and reservation activity.

Its expected advantages:

- the process of legislation speeds up, the disputes about competences between the ministries can be eliminated, the series of endless negotiations and brainstorming can be limited;
- the unified structure and operation condition of organizations dealing with preparation and reservation can be provided at both sectoral and regional levels. The possible transformation of organizations would also occur based on unified principles due to which the disadvantageous consequences of the sectoral complexity could be reduced. A basically homogeneous organization (which is able to manage sectoral characteristics) can be held together better and operated more effectively;
- in contrast to the existing practice, the operation, direction, professional activity (preparation, training, application) as well as the management would go on within unified, organized frames. A bigger unified organization has better capability to assert its interests (e.g. during the distribution of resources) than more small organizations;
- in the event of an actual crisis the direction and operation are held together, it is more effective and operative on a centralized basis;
- the central direction and the organizational homogeneity means unequivocal manageability and advantage from the point of view of planning. The formation of forward-looking strategies and the joint execution of developments result in higher efficiency (and most likely, cost-efficiency). The most important functionality of

²The establishment of a responsible governmental body is a greatly complex and complicated process which affects such great circle of the organization of the state that it would deserve even an independent research topic or more dissertations.

central direction is the professional preparation of governmental or parliamentary decisions, the summary and proposal of sectoral areas, tasks, plans, interests and priorities in an integrated form;

- the reservation may be implemented in a more unified and organized form along with a bigger chance that the consumption of existing supplies can be developed according to smaller, unified principles;
- transparency, predictability and accountability are more likely to be provided. [5]

The organization of professional management can only be created with a comprehensive preparation work. Preparation has almost bigger role than implementation as the future organizational structure, table of stock, operational provision, relationships of dependency, competences, rights and obligations, etc. should be elaborated during this phase taking into account especially the professional direction instead of the coordination and the strong authorization and competence provided to this functionality. The establishment can be implemented in an organized way after a successful preparation and a governmental decision upon the creation.

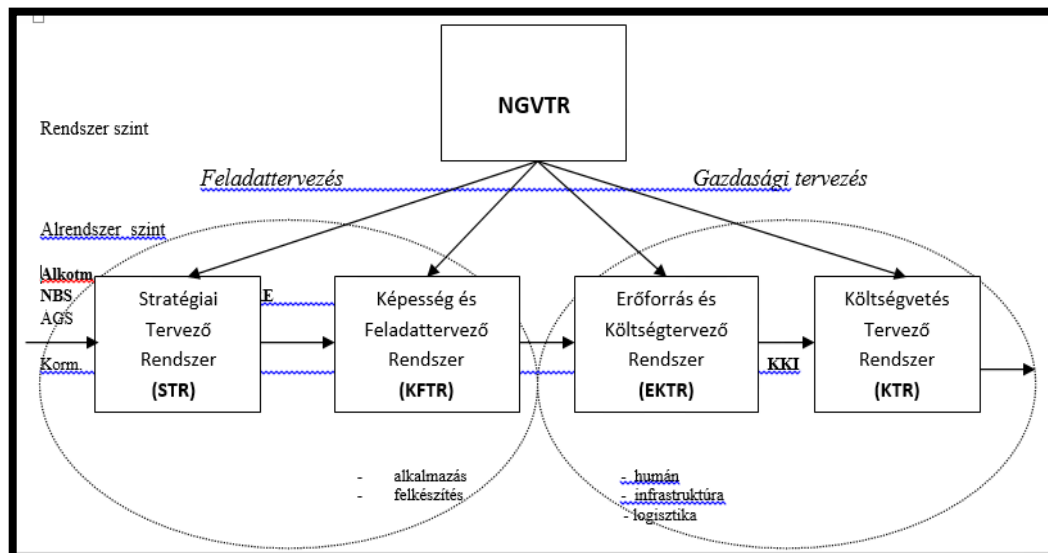


Figure 1. The structure of the National Economy's Defence Planning System
(created by author, 2016) [13].

In summary, with the establishment of the suggested organization of professional management in the field of defence preparation and reservation a more successful operation and a more effective supply of public function can be provided which arises as a national security factor considering those included in NSS.

The continuation of legislation and sectoral regulation

A governmental body with appropriate authorization and competence has a good chance to accelerate and implement the legislation process which have been going on for years and to have the documents accepted. The professionally qualitative preparation and management of a comprehensive Act on economy security, the reservation strategy as well as on the sectoral strategies and regulations has a big role in this. The tasks and decision needs leading to the vision described in the accepted conception for a 15-20-year period of time

must be formulated in the legal regulations with actual facts, in chronological order, realistically, providing the practical viability (including – in contrast to the current ones – and not avoiding the issue of resource needs).

Based on those described in the conception, such basic questions must be regulated as the possibilities to use economy security supplies for defence purpose, the solution of the current problems of public administration contracts, the minimum value of the necessary and sufficient services, the tasks of service providers during crisis and the creation of interests of the service providers under today's market conditions by determining the normal periodical order of recompenses.

The initiation of the development of the national economy's defence planning system

The placement of planning on new foundations is vital according to those written above. In the field of planning the biggest task is the system's development. If the responsible central organization of professional management is created successfully, the development of system can be initiated simultaneously with the legal regulation. One of the reasons for this is that it is a time-consuming task but it does not cost much during the considerable part of the phase, so it can be implemented.

In favour of the successful work, it is expedient to create a system developing cross-ministerial, cross-sectoral work group with the inclusion of those involved and external experts.

It would be worth thinking about the possible "bringing back" and employment of the professional staff scattered due to restructurings and reductions.

The main goal is to create such a system plan that exactly determines the basic requirements, the planning structure (strategic planning – ability and task planning – resource planning – budget planning) in addition to the operation principle detailing the purpose, structure, tasks, etc. of the subsystems.

The wholesale process of planning should be elaborated depending on the managerial levels, organizations, time as well as the documents and decisions to be worked out by giving the peculiarities of the process of course.

Afterwards, in favour of operability the formation of a technical policy and the provision of its time-consuming IT support is indispensable due to the actual assignment of tasks to roles.

Based on all these the system must be regulated in a normative way and the execution of the second main phase, the system experiment must be provided.

Only after the system experiment and in possession of experience may the ideas be finalized and the system itself be introduced. The circumstances of system development, system experiment and the introduction will determine the quality, operability and effectiveness of the system fundamentally. The topic is vital since a good system is the most important pledge of the expected good operation for the successful implementation of those included in the conception and strategy.

The formation of a unified IT database condemned as a lack also [12]. In the conception and the IT support are inevitably concomitant to the system development. It is also a time-consuming task which – in the event of a successful development – is accompanied by considerable cost claims. At the same time, help could also be expected from the formation of an accrual accounting and its spreading at the level of national economy.

Principle of gradualness in the field of reservation

The assessment of situation related to the reserves in the conception has been made but it reflects a state of years ago unfortunately.

Therefore, it is necessary to assess the quantity, state, location and placement of forces, tools, supplies, and materials forming reserves and the current situation of the associated institutions. By extending the examination to the whole supply system as opposed to the previous assessment for good measure, so from public provisions to sectoral, organizational supplies. On the other hand, the cross-sectoral elaboration previously directed by the Ministry for National Economy (Hungarian abbreviation: NGM) until the installation of the National Security Defence Planning System (Hungarian abbreviation: NGVTR) is expedient to continue and supplement, which aims at the summarized reckoning of available reserved and the systemization of capability/tasks [8].

Based on all these the expected development needs may be determined in a professionally precise way with the help of NGVTR. The resource requirement of needs regarding the past, the reduction, or the consumption is expected to be considerable due to which the compliance with the principle of gradualness and determining the priority of needs will be inevitable³, which, otherwise, results from the basic nature of NGVTR.

Forming a unified system of financing

The formation of a unified system of financing closely connects to the previous main tasks. Particularly to the topic of centralization, namely, the formation of a responsible governmental body as well as the introduction of NGVTR.

These are indispensable conditions for directing both professional management and planning to a more unified channel by using the specific sectoral structures, differentiated sectoral approaches, possibilities, and methodologies. Thus, the practical realization of a whole governmental approach emphasized also in NBS, the most effective utilization of the limited number of resources available in the operation, maintenance and developments and the building in of the results of effective utilization to a really reformed system which in summary results in the considerable improvement of the defence preparation, reservation and thus the national security will be possible [11].

³It is substantial that the principle of gradualness should not mean the practice which has been mentioned a lot of times according to which we wait for 2-3 years, survive the times of resource gap and then we plan to change the world with our developments.

CONSEQUENCES

I intended those I had written previously as a sequence of my work I began in my study “Válság, Válságkezelés”⁴ narrowing my thoughts to a more special field. It can be stated that the military component of the national economy has reduced considerably compared to the bipolar world order, but the importance of tasks in connection with economy security, the defence preparation of national economy, defence reservation and planning regarding the above list has greatly increased [6].

The recurring crises and emergencies (economic crises, disasters, tasks related to critical infrastructure) make the research of this topic extraordinarily important and timely. At the level of public administration different theories have been in labour with the update and rethinking of conceptions for years. Progress has also been made by forming a good National Security Strategy. But the others have been primarily followed by continuous reduction and consumption of supplies due to budgetary undercapitalization. Many times there has been and is a symptomatic treatment (e.g. damage control in the event of disasters) instead of a purposeful transformation, preparation and effective prevention.

In this publication, the author worked out proposals after the assessment of the situation regarding the transformation based on the practical aspects of the feasibility of introducing professional and motivational (the necessity of central direction, the methodology of forming a decision-making system) as well as task-based planning. She drew the attention to the priority of topic, to one of the most important public tasks since we have a situation in the field of defence preparation and reservation and we would rather experience backlog, reduction and few facts regarding our future.

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