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CIVIL PROTECTION IN THE CRISIS SITUATIONS

Summary:

Civil protection occupies a lot of space in the international and national documents. Starting from the document such as I Additional Protocol to the Geneva Convention, through the EU and NATO documents until national documents, we can see how important this problem is and how many people can touch it. The national documents, although not consistent in their ideas, impose on the government and autonomy administration specific tasks in the range of civil protection. The Crisis Management and Civil Defence Act is a binding document in this scope.

Key words: *Crisis management, civil protection, civil defence, planning and response, security.*

Introduction

Constitutional obligation of Polish country is to provide the security of its citizens, since according to the Constitution of the Republic of Poland *"The Republic of Poland shall safeguard the independence and integrity of its territory and ensure the freedoms and rights of persons and citizens, the security of the citizens, safeguard the national heritage and shall ensure the protection of the natural environment pursuant to the principles of sustainable development"*.

Providing the citizens' security is mainly connected with the dangers [1, p. 54]¹ that have always accompanied human life on the Earth. Throughout human history, people have taken measures in order to protect themselves, their property and surrounding from the negative influence of many factors, starting from the natural force influence to the intentional human act against other human.

In these days therefore, dangers are inseparable elements of human's life; what is only changing is their type, cause raising intensity and effects they can cause. It should be always remembered that dangers can occur at any time and both their type and degree may differ depending

¹ The danger is defined as *on the one hand some mental or mind condition caused by perceiving phenomenon, estimated subjectively as negative or dangerous and from the other hand objective factors causing insecurity and anxious conditions.* Korycki, S. *System bezpieczeństwa Polski*, AON, Warsaw 1994, p. 54

on the size and civil location [2]². Whether it is due to the intervention in natural law of nature or due to mistakes and inadequacy of technological processes, there are many serious failures and disasters affecting victims and causing material loss, similar to those on more than one war [3, p. 12]³

More than once, even bigger drama occur in natural disasters than in the war. It is difficult to say precisely where they hit, when it will be and what will be the scale of the impact. Scientists can excellent explain what are the causes of hurricanes, floods, droughts, volcanoes eruptions or earthquakes and mudslides. At the same time, they see their impotence. Despite the big technological development, unfortunately, we can only reduce the destructive effects of those elements. Despite the fact that every year the number of people touched by disasters grows by 6 % [4, pp. 3-6, 8]⁴ - only the prevention - which the base is mainly to raise up the awareness and self-protective possibilities of the society - against the elements has been invented.

Current age is characterised by the state of special suspense, the world is lacerated by different kinds of political or economic conflicts, that are harassing all lives' areas [5, p. 15]⁵ and *the essence of current danger consist of - as the former chancellor of USA thinks - the fact, that it is unexpected, that hits into civilians and it is unknown how to gain control over it* [6]⁶. It is difficult not to agree with this claim because its universalism has been affirmed many times by unfortunate incidents both in the world and Poland.

When analysing dangers, it is worth to pay attention to those of permanent character, that we have not been faced with for ages and are still existing (e.g. dangers connected with nature power acts), those of being the effect of civilization's development (e.g. technical and technological failures or degradation of natural environment) but also synergistic dangers, regarded as dominant in the world [7, pp. 65-67]⁷ and asymmetric dangers used by the side in the conflict, not necessarily armed, which has absolutely smaller potential from the enemy and from this reason this side in the conflict is choosing such competitive techniques and methods that are not used by the rival as common *modus operandi* (i.e. preferred by or used as acceptable or routine) [8, p.9]⁸. These are civilians, in the situation of appearing danger or dangers, who suffer the biggest damage, both with the loss of life. What facts may appeal in favour of this thesis?

Plans, appearing in the First World War, which run through the front line to the enemy back and using the war gases, caused that civilians started to feel the war operations [9]⁹. During the Second World War this tendency progressed. Due to different sources, 6 million and 280,000 of Polish people died during it. 521,000 of civilians died (125,000 of soldiers) as a result of war operations and 5 million 584,000 of people died both due to indiscriminate terror and of extermination policy of Nazi and Soviet occupant [10]¹⁰. No military dangers are not less harmful than military. It is sufficient to quote the data of all big infectious' diseases: Black Death in 1347 that caused the death of 25 million people or Spanish influenza in 1918-1919 that caused the death of 21,5 million people (nearly three times more than soldiers killed during the First World War).

² Conference materials, *The administration regarding crisis situations*, National School of Public Administration, Warsaw 6-8th May 1998

³ Renner, M. *National Security: The Economic and Environmental Dimentions*, Worldwatch Institute, Washington 1989, *Worldwatch Paper*, No. 89, p. 12

⁴ Ostrowski, M., *Wszystkie plagi Świata*, *Polityka* 1997, No. 33, pp. 3-6, 8

⁵ Wojnar, I., *Aktualne procesy edukacji i kultury w Polsce i n a świecie*, In: *Edukacja wobec wyznań XXI wieku*, Elipsa, Warsaw 1996, p. 15

⁶ Kissinger, H., *Polska powinna bronić swoich interesów*, 'Rzeczpospolita' 2004, no. 112, A1, A6

⁷ Szydłowski, B., *Kierowanie działaniami organów administracji publicznej województwa w sytuacji nadzwyczajnych zagrożeń*, a PhD thesis, AON, Warsaw 2004, pp. 65-67

⁸ See Madej, M., *Zagrożenia asymetryczne bezpieczeństwa państw obszaru transatlantyckiego*, PISM, Warsaw 2003, p. 9

⁹ See Suwart, J., *Zarys obrony cywilnej w Polsce w latach 1920-1996*, AON, Warsaw 2003, p. 9

¹⁰ Żyła, E., *Straty wojenne Polski*, *Nasz Dziennik* 30th-31st August 2003

Nowadays HIV is the real scourge, often named as Black Death of 20th century. This illness, claimed as tremendous weapon of mass' destruction [11, p. 41]¹¹, has caused more than 20 million deaths during 20 years but 40 million people are infected. What is more, in African countries, the growth of people being sick of tuberculosis, often going hand in hand with AIDS, is increasing [11, p 41]¹².

The first place, among the civilization dangers, is occupied by road accidents, in which - as WHO shows - 1,35 million people died in 2018. In Poland in past fourteen years the number of killed has exceeded 70,000 of people and the amount of 200,000 of injured or victim people should be added [12, p.6]¹³. The natural environment degradation, moving with the direct unimaginable speed and causing big losses in ecosystem, is connected with all these dangers.

Terrorist attacks dominating in asymmetric dangers have become the true challenge for democratic countries. They are always turned to the most sensitive and helpless part of every country - in its society, no matter who and with what aim is performing them. Such places as New York (11th March 2003 - 3856 people killed), Moscow (23rd October 2002 - 128 hostages killed), Madrid (11th march 2003 - 200 people killed, 1400 injured), Bieslan (1st September 2004 - 335 people killed including 156 children), London (7th July 2005 - 35 people killed) [13]¹⁴ are enough to name. This is the immensity of human tragedy and powerlessness of all societies and countries.

It is worth to mention about those dangers, that have accompanied us for ages i.e. floods, earthquakes, hurricanes and other phenomenon appearing due to the act of nature forces to which the man has been preparing as part of self - defence. In December 2004, more than 145,000 of people, from 11 countries, died as a result of nature forces and alert negligence (some sources claim that even 250,000 of people died) and countries affected by tsunami have lost the possibility of civilization's development for many years. Further tragic events, especially the earthquake on Haiti 12th January 2010 and then in Chile 27th February 2010, made the world aware of the fact that dangers could happen unexpectedly and were ruled by a surprise. Taking into consideration the above claims, it can be accepted that nowadays civil dangers can be divided into two basic categories: **direct and indirect dangers**. To the first category we can add all the events and phenomenon which appearing is connected with direct loss of human's health or life, especially in a short time. To the second group we can add all the factors that are also leading to the loss of health or life but in the long term and what is more not in the direct way, but indirectly, e.g. as a result of using the stimulants or as a result of the determinants affecting the life quality or level.

Having in mind the kind, range and intensity of modern dangers, special units with their job's position, whose task is to provide needed help, are to protect population both with life rescue brigades. Normal and moderately calm public functioning is not disturbed by road, train or plane accidents; by power or gassy grid failures or calling for emergency services and the security health and life staff is able to bring everything under control. The problem of civil protection starts to complicate when the events demolish the everyday routines, basic social processes are fractured and shaken and the society stops to function normally, waiting anxiously what will happen. The country, in this situation, have to be prepared to overcome, dispatch or mitigate quickly and effectively the danger that can be potential and real.

The civil protection may be defined as the complex of interdisciplinary undertakings which are realized by featuring all subjects of national rules and with the idea to protect life, health, personal goods as well as the environment from the risks caused by natural forces or a man. The other idea is to conquer the results and provide conditions needed for surviving. To the tasks realized as part of civil protection we can add: planning and organizational works, warning and alarming, life saving (of people, animals and properties, Including goods of national culture), evacuation, medical and religion help, fire fighting, flood fighting or struggling with other dangers,

¹¹ Berman, G., *Choroba świata*, Forum 2004, no. 29, p. 41

¹² Ibidem.

¹³ See Skrabacz, A., *Ratownictwo w III RP. Ogólna charakterystyka*, AON, Warsaw 2004, p. 6

¹⁴ Website data www.terroryzm.com

bringing the order back and maintaining it in the areas of disasters, catastrophes and failures, providing the shelter and supply for the victims, ad hoc bringing back the action of public services, decontamination, elimination of pollution and infection, organizing hiding and shelters (Not only for war time, but also during windstorm, tornados, storms and other similar incidents) and dead burying.

The civil protection includes also actions in the range of: assurance of using the state and international law when it is necessary to protect human's rights and life as well as the culture property and goods or the environment; assurance of the appropriate level of forces and security staff readiness for protecting the population; reaction for everyday unexpected incidents that are of small (local) level of intensity and tackling the consequences; prevention from situations that are of critical character and preparing for solving them by making conditions for functioning people in crisis that are acceptable by society; supporting peaceful operations of arm forces for times of peace and international humanitarian actions [14, pp. 33-34]¹⁵.

Operations in the range of protecting people are realized in all conditions and circumstances of country functioning, due to them, three states of tasks realization in this matter can be distinguished:

1) permanent watching and interim reaction: undertaking everyday routine activities that are oriented to the rescue of people, property and the environment both with eliminating direct and unexpected effects of ensuing incidents as well as for the protection and countermeasure of possible dangers;

2) critical: reaction in the situations when danger is coming and leading directly to critical state or during lasting crisis (non-military and political and military);

3) the protection of population during war (armed conflict): the protection of population due to the international law rules

It is required to abide the following rules when fulfilling the undertakings of protecting people:

1) the primacy of territorial agreement: the system of organs - shaped on the basis of three degrees of division of the country, in which trade system has only got an additional function - is the foundation of the whole model of protecting the population;

2) the one person leadership and the responsibility for keeping the readiness for protecting the population. It means giving up collegial bodies responsible for making decisions during critical state. However, it does not mean the resignation from the staff of opinion and advisory character, whose task is to help the policymaker when making decisions (moral and factual);

3) the adequacy of character both with the size of danger and public administration level for danger reaction. It means that in particular situation all operations should be done at the lowest expertise level and that the balance between the reaction and specificity and size of dangers is provided;

4) the system generality of population protection. It stands for embracing all citizens and imposing on them certain tasks and duties, according to the situation in which, at the moment, the alacrity system is;

5) the management and taking the responsibility by one-man administrating apparatus, i.e. the village and district head as autonomy organs administrating in the village and district and provincial governor administrating as a government member in the county. The subject, administrating in a given area, is responsible for administration, especially in the aspect of maintaining security, calm and public order, that is obeying the law by public administrating organs, business entities and citizens.

The important role in the civil protection is performed by government administrating apparatus and territorial administrating organs, with provincial governors, district heads (equivalent) as well as village heads. The Council of Ministers has been charged with special

¹⁵ See Kitler, W., Siły zbrojne a obrona cywilna (niemilitarna), AON, Warsaw 1999, pp. 33-34

responsibility to protect its citizens; its task is to ensure *homeland security and public order* [15]¹⁶. The chairman of the Council of Ministers is authorised to coordinate and control the work of its members and to monitor territorial autonomy, thereby he/she has got the power to exact in what way the ministers, provincial governors or representatives of territorial administering do their tasks.

The Minister of Internal Affairs, among other ministers heading the government administration, acts a responsible role in the civil protection and is in charge of:

- organization and planning the civil protection with properties and environment during the war and peace;

- coordination of maintenance and protective activities, rescue activities in case of natural disasters or similar incidents that are threatening public security.

The idea "internal affairs" requires also the additional explanation, which due to the act from 4th September 1997 about government administration [16]¹⁷, involves, among others, the security and public order protection, civil protection, fire-fighting protection, countermeasure the effects of natural disasters and other similar incidents that are risks against public safety. The law act indicates that civil protection means not only the life and health protection and defence, but also the property and environment protection with which a modern man is connected inseparably.

In conclusion, it can be noticed that the nature of traditional dangers such as floods, fires, technical and technological failures, which can occur during peace time, points that all the activities undertaken in order to protect population should be mainly directed to:

- making local and national law regulating rules, methods and civil protection procedures;

- undertaking initiatives in the area of law and regional and union cooperation;

- inspiring the society to self-assembly in favour of safety;

- security education consisting of trainings, preparation, counselling, making and realizing preventive programmes;

- realization of direct tasks in the range of the help for needed and victims in the situations of everyday incidents and safety risks;

- interim reactions when natural disasters, catastrophes and technical failures;

- monitoring safety dangers, taking into consideration dangers affecting local communities.

In the range of civil protection, during the crisis, it will be intentional to do tasks encompassed in the following groups;

- saving life, health, properties;

- providing psychological and religious help in the time of crisis and after it;

- organising humanitarian help for victims.

It is also worth notified that during the crisis we may be facing the incidents characterised as non-military crisis connected e.g. with flood, fire or other natural forces, during which the catastrophe's state in the area or in part of it will be implemented. However the incidents can also be characterised as non military crisis, connected with social anxiety which will enforce an emergency state and the restriction of civil freedoms and rights foreseen by the law.

While in the situations of political and military crisis, the confluence of events, especially negative, may occur and it can result from the possibility of dangers of traditional character. They may appear in a **natural** way, e.g. as a consequence of natural forces or a **particular** way, e.g. as a result of the acts of enemy sabotage groups as well as deliberately kindling civil anxiety that additionally will complicate the situation and cause that civil protection will have to be leaded multi-layered and multi-dimensional.

The crisis which is political and military both with negative development of the situation may progress to **martial law** or later in the war estate, during which it will be needed to: organize common armed self-defence; support people to survive biologically; form the defensive awareness and society morale; sustain and strengthen the civil and soldiers will to fight; control the enemy actions and operations; support armed forces materially and morally.

¹⁶ Article 146, act 7, The Constitution of the Republic of Poland of 2nd April, 1997

¹⁷ Government Administration Act of 4th September, 1997, *Dziennik Ustaw* No. 82, item 928

The culmination of events, occurring during the war, which is due to piling up incidents connected with natural, asymmetric and conventional dangers, causes that the civil protection is being changed into the civil defence, due to the international law, and regulated by the Geneva Conventions dating 1949 both with additional protocols dating 1977.

Legal aspects of civil protection in the national dimension

When the issue of civil protection is examined in the law that is widely obligatory, notations concerning the essence, i.e. human's life and health protection or the environment protection or their existence facing the natural dangers or caused by a man, should be taken into account. Because of the fact, that the constitution [17]¹⁸ assigns the rights connected with safety to the country, some national regulations have been characterized in the range of health, life, property and environment protection and they particularly refer to public administration (government and self-government).

In a range of the citizens security, the following regulations should be pointed:

- Local Government Act of 8th March 1990;
- County Government Act of 5th June 1998;
- Voivodeship Government Act of 5th June 1998;
- Voivode and Government Administration in Voivodeships Act of 23rd January 2009;
- General Defence Obligation of the Republic of Poland Act of 21st November 1967;
- Martial Law Act and authority of Commander-in-Chief of the Armed Forces Act both with the principles of the subordination to the constitutional organs of the Republic of Poland of 29th August 2002;
- State of Emergency Act of 21st June 2002;
- State of Natural Disaster Act of 18th April 2002;
- Crisis Management Act of 26th April 2007;
- Fire Protection Act of 24th August 1991;
- Government Fire Department Act of 24th 1991;
- Government Life Saving Act of 8th September 2006;
- Rescue Alerting System Act of 22nd November 2013;
- Human's Security on Aquatic Areas Act of 18th August 2011;
- Security and Life Saving in the Mountains and on Organised Skiing Areas Act of 18th August 2011;
- Sea Security Act of 18th August 2011;
- Mass Events Security Act of 20th March 2009.

By contrast, in a range of environment protection, particularly, the following regulations should be distinguished:

- Environment Protection Law Act of 27th April 2001;
- Inspection of Environment Protection Act of 20th July 1991;
- Nuclear Law Act of 29th November 2000.

The problematic aspects of civil defence, characterized in the fourth part of General Defence Obligation of the Republic of Poland Act [18]¹⁹ and its appurtenance decrees, is an essential part of law regulations in *internal affairs*.

The legislator conceptualized that the aim of the civil defence is to protect people, work places, public devices and culture goods; to save and give help to victims during the war and to cooperate with fighting against natural disasters or environmental dangers as well as to remove their effects [18]²⁰.

The detailed information about the tasks of the civil protection is given by the analysis of the Council of Ministers decree about the detailed range of acting of the Country Civil Defence Chief,

¹⁸ *The Constitution of the Republic of Poland* of 2nd April, 1997, *Dziennik Ustaw* No. 78, item 483, Article 5

¹⁹ *General Defence Obligation of the Republic of Poland Act* of 21st November 1967, *Dziennik Ustaw* of 2012, item 461

²⁰ See *ibid*, Article 137.

civil defence chiefs of voivodeships, districts and communes [19]²¹. From the point of the civil protection view, such tasks should be distinguished:

- a) realized by the Country Civil Defence Chief:
 - conceptualizing the assumptions connected with people and property evacuation in the case of mass dangers;
 - controlling the preparations of civil and rescue protect formation for guiding rescue activities;
- b) realized by civil defence chiefs of voivodeships, districts and communes:
 - preparing and providing the system of detecting and alarming or the system of early danger alerting,
 - preparing and organizing people's evacuation in case of mass life and health danger
 - on the significant area,
 - planning and providing means transport, state conditions, premedical, medical and social help for people being evacuated,
 - appointing health facilities obligated to give victims medical help in cases of mass life and health danger as well as supervising the preparation of these health facilities for coming to aid,
 - providing the supplies of drinking water for people and pointed food industries as well as water supplies for special facilities used for pollution elimination and fire fighting aims.

There are two systems that function in the Republic of Poland and are dedicated to finding, alarming and warning about dangers, i.e. to tasks which are especially very important in the case of civil protection:

National System of Detecting Pollution and Alarming functioning on the basis of Council of Ministers' Regulation of 7th January 2013 concerning both, the systems of detecting pollutions and alarming about their existence and properties of authority organs, Alerting System functioning on the basis of "The Instruction of functioning the system of public warning of military and civil population about dangers connected with air impacts" [20]²².

Rescue Alerting System Act (2013) [21]²³ is the regulation characterizing health protection concerning civil protection. It constitutes the Alerting System consisting of rescue alerting centres (CPR) that are used to alert report services which are led to alarm numbers 112. After receiving the alarm registration, rescue alerting centres engage the appropriate rescue supplies to action. The information about the incident is sent to the manager of the service that is obliged to help in the situation of people's health and life dangers. In practice Rescue Alarming System cooperates with the Police, Fire Brigade and medical rescue teams holders. The aforementioned institutions, after getting the information about the incident, absorb their own rescue resources. The analysis of tasks done by Rescue Alarming Systems show that this system receives the information from people reporting about danger, defines geographical parameters and receivers' group and pass the report [21]²⁴. The above system is a characteristic informational canal, one-way functioning i.e. the information is passed from calling person to Rescue Alarming System and then to special rescue service. Rescue Alarming System is an important element of public security, also because of the fact that 112 number becomes more and more recognizable and is memorized in social awareness as the basic way of a communication with the country when in the situation of direct human health and life danger.

International conditions of civil protection

The characteristic of conventional and legal conditions of civil protection at the international level has taken into account the aspect of international humanitarian law, especially protocol I to the

²¹The Council of Ministers decree about the detailed range of acting of the Country Civil Defence Chief, civil defence chiefs of voivodeships, districts and communes of 25th June 2002, *Dziennik Ustaw*, No. 96, item 850

²² The instruction was established by the Minister of National Defence No. 286 of 13th August 2009

²³ *Rescue Alerting System Act* of 22nd November, 2013, *Dziennik Ustaw*, item 1635

²⁴ See *ibid*, article 8, act 1

Geneva Convention [22]²⁵ as well as legislative documents and off legislative of the European Union (EU), the United Nations (UN) and the North Atlantic Treaty Organisation (NATO).

In relation to the protocol I to the Geneva Conventions it should be stated that laws connected with civil protection are concluded in chapter IV entitled "Civil Protection". According to that protocol, civil protection is understood as "realizing all or some humanitarian tasks which aim is: to protect civilians from dangers resulting from military actions or natural disasters, to overbear their direct results or to provide necessary conditions for survive" [22]²⁶. In the community dimension, basic legislative documents of EU are those characterized by peculiar EU "constitution". The meaning of the Treaty of Lisbon [23]²⁷ should be underlined here because this treaty gave the European Community the legal personality and input essential legislative changes to the European Union Treaty and to the Treaty constituting European Community. In relation to civil protection it should be mentioned that regulations about civil protection occurred directly in the Treaty for the first time. It is referred in Articles 6 and 196 of the Treaty of functioning the European Union [24]²⁸.

In relation to strategic documents of the United Nations, it should be mentioned that the basic document of UN, that is United Nation Charter [25]²⁹, does not refer directly to the civil protection. However, forming the main aim by this organisation as supporting international peace and safety [25]³⁰ both with the Security Council qualifications [25]³¹ and Economic and Social Council [25]³², points that UN includes a wide spectrum of political and military conflicts, attacks on human rights and humanitarian crisis. In relation to the sphere of humanitarian acts, the UN General Assembly dated on 19th December 1991 concerning the strengthen of UN help coordination in the danger situations, is the main system document telling about aims, areas and subjects providing humanitarian help [26]³³.

The most unimposing collection of strategic documents concerning civil protection is relatively at the disposal of the Atlantic Treaty Organisation. There is the document describing, as a whole, the relations between NATO and civil protection and this submission was prepared for the needs of the Assembly of the Parliamentary North Atlantic Alliance in 2006 by Michael Jopling [27]³⁴.

Taking into consideration the fact that analyzed document was presented in 2006 and till now any essential changes have not taken place inside the Alliance in this area, it can be established that civil protection will stay for NATO as so called "reputational activity" and it will accompany in achieving strategic aims of this organisation. Such civil protection treatment seems to be understandable and reasonable in the context of military character of the Alliance.

Conclusion

The reducing of human and material losses caused by disasters as well as the protection from dangers (natural, technical and military) realized by programmes such as preventive, preparatory, reacting and reconstructive are the very important aim of crisis management. Shortly

²⁵ *Additional protocol I to the Geneva Conventions of 12th August, 1949, concerning the protection of the victims of international military conflicts made in Geneva 8th June 1977, Dziennik Ustaw, 1992, No. 41, item 175*

²⁶ *Ibid*, Article 61.

²⁷ *Treaty of Lisbon changing the European Union Treaty and The Treaty constituting European Community made in Lisbon on 13th December 2007, Dziennik Ustaw, 2009, No. 203, item 1569. The treaty entered into force on 1st December 2009 (announced in Dziennik Ustaw of the Republic of Poland on 2nd December 2009).*

²⁸ *The Treaty of functioning the European Union (Dziennik Ustaw of 2004, No. 90, item 864/2), before entering into force of the Treaty of Lisbon it was named The treaty constituting the European Union.*

²⁹ *United Nation Charter*, San Francisco, 1945. The document is often named as 'UN constitution'.

³⁰ *Ibid*, Article 1, section 1.

³¹ *Ibid*, compare Chapter V.

³² *Ibid*, compare Chapter X.

³³ *United Nation General Assembly Resolution 46/182 of 19th December 1991 on Strenghtening of the coordination of humanitarian emergency assistance of the United Nations, United Nations A/RES/46/182, 1991*

³⁴ NATO Parliamentary Assembly, *Nato and civil protection, Special Report by Lord Jopling*, International Secretariat NATO, 166 CDS 06 E, 2006.

speaking, one of the most important task, facing the territorial administrative authorities of central and local government, is to provide human life and health protection both with the inviolability of the environment. In order to meet this important challenge, a shared countermeasure system of emergency dangers caused by natural forces, development of civilization, military conflict or terrorist attack must function reliably. This system should consist of such elements as: prevention and danger identification, as well as modern organizational and logistical solutions which will allow to react for dangers. What is more, this system should also make it possible to coordinate effectively rescue activities led by professional services or to dispatch the results of incidents. Dose such system function in Poland? Unfortunately not.

There is the necessity of coordination the rescue activities because of the fact that present realities, which carry unpredictable in result terrorist attacks and especially the most deceitful - bioterrorist, impose it. Has the construction project of compact system of planning the activities and reacting for crisis situations in Poland ended? - such question should be asked. According to the Supreme Chamber of Control information concerning the control results of civil protection from natural disaster both with crisis situations, Poland still has not got such solution. It has been charged the lack of coherent all-Poland IT network for the need of 112 number support, National Emergency and Fire System and civil protection. Moreover, there is a serious problem with the competence conflict between the structures of crisis management and the formations of civil protection. What is more, the civil protection is not prepared to the effective realisation of tasks resulting from additional protocol I to the Geneva Convention dating 12th August 1949. The insufficient and more and more outdated equipment both with the occurrence of staff lack is the extremely important problem in functioning of civil protection.

The structure and organization of civil protection in Poland is anachronistic, there are no places for pollution eliminating; the formations of civil protection do not gain new experiences needed for continuing given tasks. The changes necessity in this area is obvious and should start from basic education about dangers and their results and end with practical complex exam exercises of rescue and ministry services at all managements levels. Rescue alerting centres have not taken the responsibility of dispatching functions. They merely act as phone centres. Their workers receive reports and pass them on, to special services. They are not able neither to head up the rescue operation nor to have strength though it is the basic of emergency number. In Poland there is also no coherent system of dealing with crisis situations. The structures of crisis management and formations of civil protection act side by side - their tasks duplicate and the competitions compete. Moreover, important system elements have serious shortcomings. There are also problems in the organization of National Emergency and Fire System. Almost 50% of Fire Brigade units were unable to take part in the direct rescue operations because of the problems with the firm crew units, although they were inside the system. Many objections may be directed also to the medical rescue services. The dangers' knowledge and the range of the activities of these services are very limited. The respective help and evacuation stages or in addition - specialist activities are still the subject of a happy work instead of the realization of the procedures that are worked up and if legal authorized, i.e. for not performing them there will be criminal sanctions. The rule of individual responsibility for given tasks and factual line of action require a permanent supervision and total coordination.

The important cause of problems connected with building the coherent system of civil protection is, as the Supreme Chamber of Control points out in the post control conclusions, the solution's dispersion concerning tasks and structures in different law regulations or in general adequate regulations. It has been shown also that sometimes the accepted solutions duplicate and the ministry competitions superimpose on each other. The changing conceptions as to the final model of system of civil protection from crisis situations or the lack of their individual elements have caused that works in this range have not been finished since 2006. It leads to the organizational chaos in the case of real crisis danger.

The report, compiled by the Supreme Chamber of Control, must be of concern because crisis management is unusually important and must work reliably because the danger, the strength or

place of its occurring cannot be predicted, so a man cannot be completely prepared to rescue people or to discard the damage. It should be also taken into consideration that during crisis management things such as: the experience, abilities or expertises of leaders as well as of people conducting rescue activities, have an enormous meaning. For this reason we should pay attention to flexibility, gaining new and all the time improving previous skills. The efficient process of communication is very important and binding element in crisis management. The information should be given to the appropriate addressee, in the appropriate time, clearly and legibly so that, after finishing the danger, determine conclusions from the arising situation should be drawn. It will help both, to react in the case of occurring similar incidents and to prognosticate their process as well as to undertake all possible remedial activities.

The cooperation with media is also important; it is difficult and intricate in the face of the situations of crisis. The necessity of working over the time pressure and dangers that are changing dynamically dispose to plan such cooperation absolutely before the crisis situation occurs. The society informing and educating deserve a special attention. This is one of the main media tasks.

There is no doubt that proper functioning in crisis situations is the fundamental challenge and test for the government and public administration. The rule of crisis management consist in such activities which will not allow crisis situations to come into existence. From this reason emphasis must be placed on the preparing, in case of occurring potential dangers, planning operations, responsibility and expertise division, technologies, spatial development and security systems. The action effectiveness, in range of the crisis management, requires the specification of cooperation rules and cooperation of many people, institutions, services and the society that is exactly specified.

The specificity of national security system, especially crisis reactions, causes that for its effectively functioning the comprehensive education of all people responsible for providing the security is needed. Gaining the expected effects of the education requires elaborating and implementing such programmes, methods and training forms that are specific for crisis management system. The process of managing in crisis situations is also the process of planning. Plans are considered as very important effect of managing process. They signalize which elements needs changes and specifying in the further planning periods. All this represent a kind of the learning technique of a given organization. Relatively a lot of documents concern of course crisis management. The duty of preparing them lay both on the local government and government. The plans of crisis management should be the effect of a considered planning processes, should result from deep analysis of safety dangers, as well as define the accurate formatted anti-crisis activities.

It should be underlined that the changes of safety international or national conditions both with the base of system transformations in Poland have entailed specific operations on the subject of organizational and law basis of country security system functioning. The fact still remains, however, that these basis should be permanently improved so that they will befit to nowadays world challenges.

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