

CRISIS MANAGEMENT AT THE COMMUNE LEVEL IN POLAND

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Abstract: *The article is devoted to the issues of crisis management at the community level in Poland. It contained information on a number of hazards caused by rapid technological development, frequent weather anomalies, or progressive degradation of the natural environment. It was noticed that due to constantly changing threats, the crisis management process was being evaluated. This situation requires a well-organized crisis management system at every administrative level. It was emphasized that crisis management was the activity of public administration bodies as part of managing national security.*

Keywords: crisis management, development, implementation, Poland

1. Introduction

Crisis management is inextricably linked to the emergence of a number of threats, caused by rapid technological development, repeated weather anomalies or progressive degradation of the environment.

Events that threaten the life, health and, above all, the property of a human being are becoming increasingly frequent. Crisis management evolves according to the changes in threats and related crises.

It requires a well-organised society, prepared to function in different situations, to be able to find oneself and function properly in such situations. A crisis management system needs to be properly organised in order to accurately address the crisis situation. Crisis management is the activity of public administration bodies as part of the national security management, which consists of prevention of crisis situations, preparation for taking control over them by means of planned actions, reaction in the event of a crisis, removal of its effects, as well as restoration of resources and critical infrastructure [1].

The complexity of crisis management systems is influenced by, among other things, the following:

- the variety of causes that generate an emergency situation:
 - ✓ natural causes (earthquakes, volcanic eruptions, floods, fires, hurricanes, typhoons, tornadoes, cyclones, storms, long-lasting droughts, severe frosts and downpours, avalanches, epidemics),
 - ✓ civilisation threats (production accidents, including: explosions, fires, breakdowns of hydrotechnical equipment, power and communication systems, accidents involving the release of dangerous chemicals and radioactive substances, but also political, social and economic risks),
 - ✓ the threat of war and terrorism,
- the need to use many different forces and coordinate their actions,
- the need to use diversified resources with the need to transport them over long distances [2].

In order to prevent and minimise crises properly and quickly, such situations should be managed flexibly. When resources are

scarce, their insufficiency should be regulated by other available tools, e.g. proper organisation, cooperation, optimal use of forces and measures. It is important that crisis management is not limited only to the crisis response phase. Crisis prevention and proactive measures, security planning and crisis buffering will be essential. Therefore, it is important that this is a continuous process, aimed at crisis prevention, improvement of warning and alarm systems, organization of cooperation, training and practical exercises of rescue services, but also of the whole society. Modern countries can manage a crisis situation effectively if they take the following assumptions into account:

- emergency situations are inevitable and they can happen,
- appropriate measures must be planned in the event of such situations,
- participation in crisis management is the responsibility of every state institution but also of all citizens.

Preparation of the state and its citizens to cope with catastrophes, natural disasters, other extraordinary threats and emergencies in order to protect life and health of people, their property and the environment is to prepare the structures of the state, its administration at all organizational levels, resources and the citizens themselves to achieve the objectives and tasks of crisis management. These tasks are developed under the so-called Civilian Crisis Planning.

There is no doubt that the proper organisation of the entire crisis management process allows the critical situation to be managed in a planned manner in accordance with the established stages.

The crisis management process consists of two main stages: stabilisation and implementation. The stabilisation phase includes all pre-emergency measures, i.e. the prevention and preparation phase. These phases include organisational measures taken at all levels of authority, preparation

and implementation of actions to prevent potential risks, as well as the development and implementation of operational procedures. At this stage such actions are implemented:

- in the prevention phase: projects aimed at eliminating or reducing the possibility of hazards and their consequences. These activities consist of threat analysis, forecasting, spatial development planning and strategic planning. They also include modernization of facilities and implementation of investments increasing safety (e.g. construction of dikes, monitoring systems, protective structures, etc.). They are fulfilled both locally (e.g. family, housing estate) and globally — international cooperation. The activity undertaken in this phase is a continuous process, one can even risk saying that it is a key process in the entire crisis management cycle, as any omissions or negligence at this stage can be tragic;
- in the preparation phase: forecasting the impact of potential threats and gathering the maximum number of forces and measures needed during a crisis. Activities carried out at this stage include primarily development of crisis management plans, operational plans, organization of crisis management centres, communication, warning and alarm systems, creation of databases and training [3].

The implementation stage involves controlling crisis situations by planning actions, minimising losses and restoring damage. This stage includes the response and recovery phase. The following activities are carried out in these phases:

- the response phase: actions consisting of activating rescue forces, procedures, prepared plans, warning, alert and self-defence system; neutralisation of danger sources, continuous information to the public and psychological protection of people. An efficient communication process and information flow are an important element here. The aim of the response phase is to contain the crisis, limit damage

and help those affected. At this stage any omissions from previous phases are visible. Any shortcomings in the assessment of potential threats, preparation of security measures or organisation of certain activities can result in huge losses;

- the reconstruction phase: activities aimed at restoring the infrastructure, reconstructing it to its original character and strengthening it. It consists of damage

estimation, civil assistance, replenishment of stocks, development of conclusions from actions. It starts in the response phase. In the first phase of the reconstruction stage, the basic functions of the state are restored and the original effects of the threats are removed. Then the damaged areas and facilities are recreated, which is the most costly and time-consuming activity in the entire crisis management cycle [4].

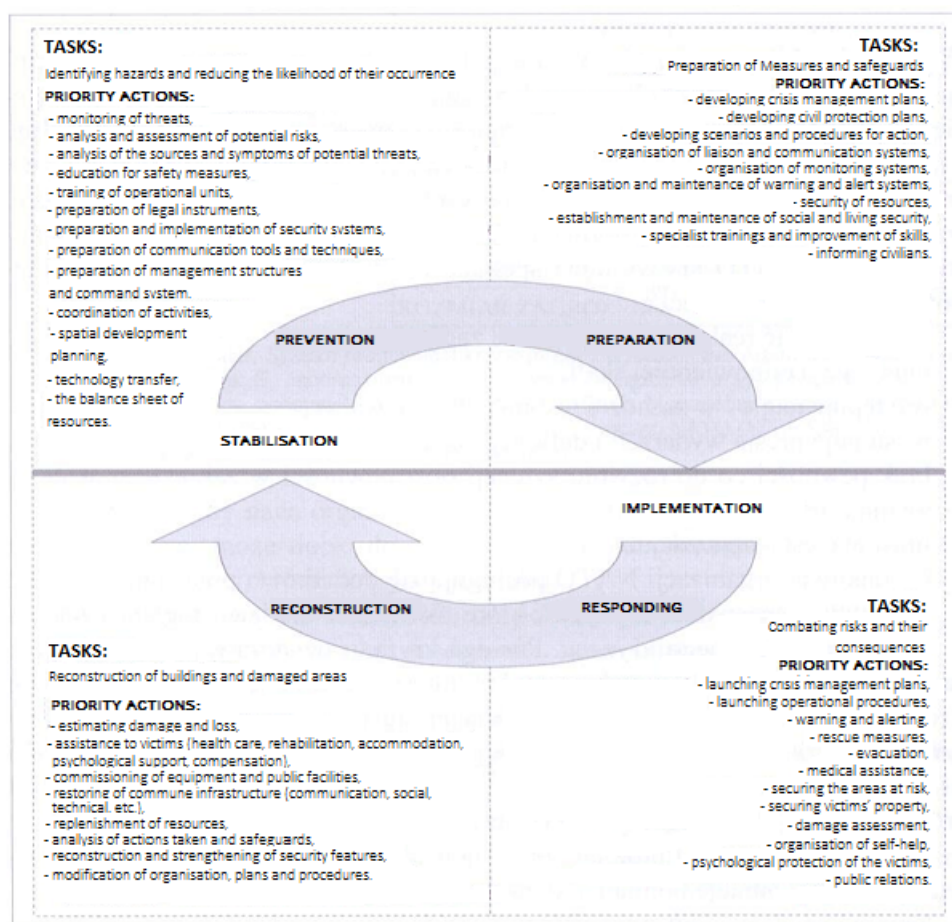


Figure no. 1 The crisis management process

Source: K. Sienkiewicz-Małyjurek, *Zarządzanie kryzysowe w ujęciu procesowym — istota, zadania, efekty* [Crisis Management in Process Terms — Essence, Tasks, Effects], in: *Bezpieczeństwo i zarządzanie kryzysowe — uwarunkowania XXI wieku, współczesne aspekty zarządzania bezpieczeństwem* [Security and Crisis Management — 21st Century Conditions, Contemporary Aspects of Security Management], scientific eds. M. Włodarczyk, A. Marjański, Społeczna Wyższa Szkoła Przedsiębiorczości i Zarządzania, Łódź 2010, p. 29.

It should be remembered that the boundaries between the phases of crisis management are flexible and that these phases can also run simultaneously. After

each event, in the reconstruction phase, conclusions are drawn on the basis of which the organisation of preventive actions is improved and safeguards are strengthened.

This provides feedback and the start of the first phase of the new crisis management cycle — the prevention phase. It indicates the continuity of the crisis management process [5].

The whole system of crisis management is regulated by a wide package of legislation. The basic act is the Act of 26 April 2007 on Crisis Management (Journal of Laws of 2007 No. 89, item 590, as amended). The complementary acts to the system basis for crisis management are:

- Act of 21 June 2002 on the State of Emergency (Journal of Laws of 2002 No. 113, item 985, as amended);
- Act of 29 August 2002 on Martial Law and the Powers of the Commander-in-Chief of the Armed Forces and the Principles of His Subordination to the Constitutional Bodies of the Republic of Poland (Journal of Laws of 2002 No. 156, item 1301);
- Act of 18 April 2002 on the State of Natural Disaster (Journal of Laws of 2002 No. 62, item 558, as amended);
- Act of 10 June 2016 on Counter-terrorist Activities (Journal of Laws of 2016, item 904.).

Important legal acts, which include the tasks of government and self-government administration bodies, implemented as part of crisis management are as follows:

- Act of 23 January 2009 on the Province Governor and Government Administration in Province (Journal of Laws of 2009 No. 31, item 206, as amended);
- Act of 5 June 1998 on Province Self-Government (Journal of Laws of 2001, No. 142, item 1590);
- Act of 5 June 1998 on District Self-Government (Journal of Laws of 2001, No. 142, item 1592);
- Act of 8 March 1990 on Commune Self-Government (Journal of Laws of 2001 No. 142, item 1591);
- The Ordinance of the Council of Ministers of 20 February 2003 on Detailed Rules of Participation of Subunits and Units of the Armed Forces of the Republic of Poland in Preventing or Removing the

Effects of a Natural Disaster (Journal of Laws of 2003 No. 41, item 347);

- The Ordinance of the Minister of Economy of 8 November 2002 on the Requirements to Be Met by a Procedure Plan in Case of a Threat to Human Life or Health, Property and the Environment (Journal of Laws of 2002 No 194, item 1632);
- The Ordinance of the Council of Ministers of 30 April 2010 on the National Programme for Critical Infrastructure Protection (Journal of Laws of 2010 No. 83, item 541);
- The Regulation No. 86 of the Prime Minister of 14 August 2008 on the Organisation and Operating Mode of the Government Crisis Management Team (Monitor Polski [The Polish Monitor] of 2008 No. 61, item 538);
- The Ordinance of the Council of Ministers of 30 April 2010 on the Report on National Security Threats (Journal of Laws of 2010 No. 83, item 540);
- The Ordinance of the Council of Ministers of 15 December 2009 on Defining Government Administration Bodies Which Establish Crisis Management Centres and their Manner of Functioning (Journal of Laws of 2009 No. 226, item 1810);
- The Ordinance of the Prime Minister of 10 July 2008 on the Organisation and Mode of Operation of the Government Security Centre (Journal of Laws of 2008 No. 128, item 821).

Currently, work is underway on the preparation of the Act on Civil Protection and Civil Defence, the scope of which includes, among others: principles of organization of activities, information, warning and alerting, authorities competent in the field of civil protection, as well as powers, obligations and principles of security education and financing rules.

It should be noted that all national regulations have been adapted to the requirements of the European Union. A number of European legal acts has been included:

- The Treaty establishing a Constitution for Europe (Official Journal of the European Union, C 310, Volume 47, 16 December 2004);
 - European Council Directive 82/501/EEC of 24 June 1982 on the risks of accidents caused by industrial activities (Seveso);
 - European Council Directive 96/82/EC of 9 December 1996 on the control of major-accident hazards (Seveso II);
 - Council of Europe Decision 91/396/EEC of 29 July 1991 on the European emergency call number;
 - Directive 2007/60/EC of the European Parliament and of the Council of 23 October 2007 on the assessment and management of flood risks;
 - Council Directive 2008/114/EC of 8 December 2008 on the identification and designation of European critical infrastructure and the assessment of the need to improve its protection;
 - Council Decision 2008/617/JHA of 23 June 2008 on improving cooperation between the special intervention units of the Member States of the European Union in crisis situations;
 - Council Framework Decision 2002/475/JHA of 13 June 2002 on combating terrorism;
 - Council of Europe Convention on the Prevention of Terrorism, compiled in Warsaw on 16 May 2005. Journal of Laws of 2008 No. 161, item 998;
 - Convention on the Physical Protection of Nuclear Material with Annexes I and II, opened for signature in Vienna and New York on March 3, 1980. Journal of Laws of 1989 No. 17, item 93;
 - International Convention for the Suppression of Acts of Nuclear Terrorism, adopted by the United Nations General Assembly on 13 April 2005.
- Once again, it must be stated with full determination that crisis management is undoubtedly the most important element in managing the internal and external security of a country. Crisis management is carried out by competent persons at all levels of state security management (national,

departmental, provincial, district and communal). In addition to the authorised entities, such management involves specialised organisations, guards, services, inspection, as well as the public itself [6].

Crisis management is a complex of ways in which public authorities at all levels of government, together with trained organisations and institutions, can protect the public in order to prevent harmful, dangerous, life-threatening, health, property, infrastructure and natural hazards, prepare the response system and, in the event of danger, take action to eliminate the hazards and control them in such a way so as to ensure that losses are minimised and damage is repaired after a disaster [7].

The responsibility for taking action on crisis management lies with the authority competent for crisis management which was first informed of the occurrence of the threat. That authority shall immediately inform the higher and lower levels of authorities respectively, and shall at the same time provide its assessment of the situation and the action it intends to take.

The elements of a crisis management system are:

- state administration bodies together with executive units — the former deal with the flow of information and resources, as well as with the coordination of activities. In turn, the executive units are responsible for the proper implementation of the activities;
- intervention and rescue units — among others: The State Fire Service, other fire protection units, volunteer fire brigades, emergency call centres, police, State Medical Emergency System units, medical dispatchers, health care units, Border Guard, Marine Search and Rescue Service and other relevant state offices, agencies, inspections, guards and services;
- NGOs — e.g. Volunteer Fire Brigades, Volunteer Water Rescue Service, Volunteer Mountain Rescue Service;
- society — in the framework of self-help, neighbourly help, self-evacuation, material and financial help for the victims;

- the media — within the framework of providing reliable information and data, acting as a means of information about potential threats, methods of protection, the

necessity of evacuation, the needs of the injured and the actions implemented [8].

A four-tier crisis management system has been developed in Poland.

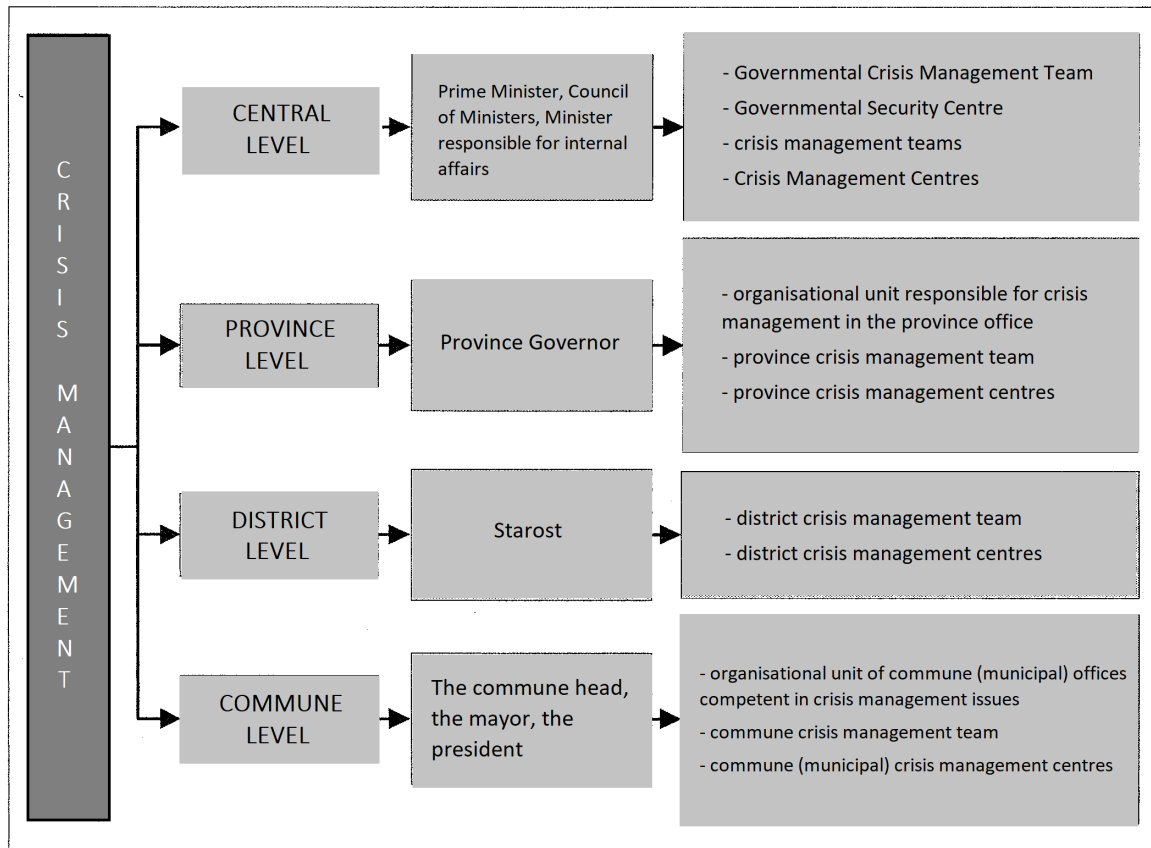


Figure No. 2 Organisational units in crisis management in Poland

Source: K. Sienkiewicz-Małjurek, Z.T. Niczyporuk, *Bezpieczeństwo publiczne — zarys problematyki* [Public safety — an Overview], Wydawnictwo Politechniki Śląskiej, Gliwice 2010, p. 74.

2. The commune crisis management system.

In order for crisis management to function properly, an appropriate system needs to be established, i.e. appropriate documents and procedures which determine how to deal with the crisis, what measures should be used at each administrative level. It is worthwhile to take a closer look at this process at the lowest level, because this is where the most real threats appear. This results in the functioning of the entire system and the responsibilities of individual officers.

2.1. Duties of the commune head (mayor, president of the city) in the field of crisis management.

The basic tasks in the field of crisis management of the Commune Head, the Mayor and the President of the City include:

- managing activities related to monitoring, planning, reacting and removing the effects of threats in the commune;
- implementation of civil planning tasks;
- managing, organising and conducting training and practical exercises to respond to potential threats;

- execution of undertakings resulting from the operational plan for the functioning of communes and municipalities with the status of a city;
- countering the effects of terrorist threats;
- implementation of critical infrastructure protection tasks.

In order for the system to function properly at this level in accordance with the quoted Act on Crisis Management, the Commune Head, the Mayor and the President of the City, performing the crisis management tasks, creates a commune crisis management team. They may also establish a commune crisis management centre. However, this is not the best solution, which leaves discretion to create a management centre. The organizational structure of the commune usually does not offer such opportunities and the role of the centre is invaluable and irreplaceable. Creating such a centre only in a situation of threat is too late of an action and does not allow for proper control of the situation. Therefore, it would be reasonable to build the structures of commune offices in such a way that such centres could be established on a permanent basis by employing full-time employees.

The basis for the creation of a crisis management system at the commune level is the disposition of the Commune Head (the President of the City and Commune).

This disposition may be as follows:

**Disposition No./2010
of the President of the City and
Commune dated
as of/..... 2010
on: appointment of a Commune Crisis
Management Team**

Pursuant to art. 19, section 4 of the Act of 26 April 2007 on Crisis Management (Journal of Laws No. 89, item 590, as amended) and art. 7, section 1, item 14 of the Act of 8 March 1990 on Commune Self-Government (Journal of Laws of 2001 No. 142, item 1591, as amended)

I order the following:

§ 1

In order to ensure proper performance of tasks in the field of crisis management in the Commune, I appoint the Commune Crisis Management Team, hereinafter referred to as "the Team" as a consultative and advisory body competent in initiating, coordinating and carrying out activities in the field of crisis management.

§ 2

The tasks of the Commune Crisis Management Team include:

1) assessing and forecasting the existing and potential threats that may affect public safety,

2) preparation of proposals for action and presentation to the President of the City of the conclusions concerning execution, change or abandonment of actions included in the municipal crisis management plan,

3) making the information related to the risks public,

4) giving its opinion on the commune crisis management plan.

§ 3

a. The Commune Crisis Management Team consists of the following members:

1) The President of the City — the team chairperson,

2) The Second Vice-President of the City — the deputy chairperson of the team,

3) Head of the Crisis Management Office,

4) Chief of the City Guard,

5) Director of Municipal Services of the City,

6) Director of the Municipal Social Welfare Centre,

7) Head of the Information and Press Department.

b. The meetings of the team shall be attended by members appointed by the Chairperson.

Depending on the needs, the following representatives of services, inspections and guards, organizational units of the city hall and social rescue organizations may be appointed:

- 1) City Treasurer,
- 2) City Secretary,
- 3) The heads of the office organizational units,
- 4) Directors/Presidents of self-government legal entities,
- 5) Information and press inspector,
- 6) Crisis Management Office employees,
- 7) Chief of the District Headquarters of The State Fire Service,
- 8) Chief of the District Headquarters of the Police,
- 9) Representatives of the District Sanitary Inspector,
- 10) The commune veterinarian,
- 11) A representative of the Management Board of Water Management and Facilities,
- 12) A representative of the Regional Water Management Board,
- 13) A Volunteer Water Rescue Service representative,
- 14) Presidents of Volunteer Fire Brigades units from the commune.

c. The Team may include other persons invited by the President of the City.

§ 4

1. The work of the Team is managed by its Chairperson.

2. The tasks of the Team Chairperson include in particular:

- leading the team,
- approving the annual work plan and amendments to the Team Work Regulations,
- determining the subject matter and dates of sessions,
- announcing the session dates,
- chairing sessions,
- inviting persons who are not members of the Team to sessions,
- initiating and organizing the work of the Team.

§ 5

1. The Commune Crisis Management Team works by way of sessions.

2. A scheduled session of the Team shall be convened by the Team Chairperson, not less frequently than once every six months.

3. The place of the meetings is Room 6 of the City Hall or any other place specified by the Team Chairperson.

4. Minutes of planned meetings shall be taken.

5. Ad-hoc meetings of the Team are convened in the mode, place, time and composition determined each time by the Team Chairperson. In case of crisis situations in his absence, the right to call an ad-hoc session of team members is vested in the Head of the Crisis Management Office.

6. Office and orderly services for the Team are provided by a full-time employee of the Crisis Management Office.

7. Alerting and notifying the members of the Team on the instructions of the Chairperson or his deputy shall be carried out in accordance with the alert plan contained in the crisis management plan.

8. In justified cases, the Team Chairperson may order to change the place and mode of work of the Team.

9. The documents of the activities and work of the Team are:

- annual work plan,
- crisis management plan,
- training plan,
- minutes of the Team's meetings,
- current and periodic reports,
- other, specified by the Chairperson

of the Team.

§ 6

1. The Team Chairperson shall decide on which information related to the threats is to be made available to the public.

2. The right to provide information at press conferences is vested exclusively in the Team Chairperson or a person authorised by them.

3. The decision to invite representatives of the media to the Team sessions shall be taken by the Team Chairperson or an authorised person.

4. The press service of the Team is organized by the Head of the Information and Press Department.

§ 7

The Disposition No. 64/2003 of the President of the City and the Commune —

the executive body of the Commune — of 1 December 2003 on the appointment of the Commune Response Team expires [9].

2.2. Crisis management plan and its construction.

The essential document, also at the commune level, is the "Crisis Management Plan".

This document has three main parts:

- the master plan;
- a set of emergency measures;
- operational attachments to the master plan.

The master plan includes:

- threat characterisation and risk prevalence assessment, including ones for critical infrastructure, as well as risk and threat maps,
- tasks and responsibilities of participants in crisis management in the form of a safety net,
- a summary of the forces and resources planned for use in crisis situations.

An important stage in the execution of the main part of the crisis management plans is

the development of the aforementioned safety net. It is a tabular document, assigning to organisational units and legal and natural persons tasks in the crisis management system, depending on the specificity of the event initiating the crisis situation or the crisis. The forces and means that can be used shall be specified.

In case when the commune forces are insufficient (e.g. a large forest fire), the commune head, the mayor, the president ask for help from the district, i.e. they use the operation of the Commune Centre for Crisis Management in a hierarchical system to communicate with the District Crisis Management Centre and the starost, i.e. the superior of the communal structures. Sometimes the district is not able to help the commune (e.g. a road accident involving a tanker carrying large quantities of dangerous goods), then through District Crisis Management Centre and the starost the commune asks for help from the Provincial Crisis Management Centre and the province governor [10].

Chart No. 1 Example of a safety net

No.	PEOPLE RESPONSIBLE	THREATS																
		Chemical contamination	Radioactive contamination	Fires	Floods	Droughts	Construction, hydrotechnical disasters	Weather phenomena	Epidemics	Epidemics	Disease epidemics in plants	Demonstrations, riots	Terrorism	Transport disruptions	Interruptions in power supply	Interruptions in gas supply	Interruptions in water supply	Telecommunication failures
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
LEADERSHIP AND COORDINATION																		
1	The President																	
2	Emergency programme coordinator																	
3	Information policy coordinator																	
4	Detection and alarm coordinator																	
5	Rescue coordinator																	
6	Evacuation coordinator																	
7	Security and public order coordinator																	
8	Humanitarian, and social and medical aid coordinator																	
9	Environment and agriculture protection coordinator																	
10	Logistics security coordinator																	
11	Reconstruction coordinator																	

IMPLEMENTATION SYSTEM																
12	Commune Council															
13	Department — environment inspector															
14	Chief of the State Fire Service															
15	The State Fire Service in ...															
16	Chief of Police Station															
17	Chief of the District Police in ...															
18	Military Replenishment Council in ...															
19	State Sanitary and Epidemiological Station in ...															
20	District Veterinary Inspectorate															
21	Province Branch of the Monuments Protection Service in ... through the District Crisis Management Centre															
22	Education Inspector															
23	Telekomunikacja Polska S.A.															
24	PGNiG, GZG through the DCMC															
25	GZE in ... through the DCMC															
26	Radio ... through the DCMC															
27	PKP, PLK S.A. through the DCMC															
28	Caritas of the Archdiocese in ... through the DCMC															

KEY:

	D · DECISION
	C · COORDINATION
	FC · FUNCTIONAL COORDINATION
	LE · LEADING ENTITY
	SE · SUBSIDIARY ENTITY

Source: Own elaboration

Source: K.Sienkiewicz-Małyjurek, F.R. Krynojewski — *Zarządzanie kryzysowe w administracji publicznej [Crisis Management in Public Administration]*, Warszawa 2010, p. 128.

The second part of the crisis management plan is a “set of emergency measures”. It should contain:

- risk monitoring tasks;

One of the most important monitoring institutions is the Institute of Meteorology and Water Management. It operates on the basis of the facilities located throughout the country, constituting a system that warns us about weather anomalies.

Another type of monitoring system is the “national system for detection of contamination and alarming”, which was established by the Ordinance of the Council of Ministers of 16 October 2006 on Systems for Detection of Contamination and Jurisdiction of Authorities in These Matters (Journal of Laws No. 191, item 1415 of 20 October 2006). Recently, local governments have been introducing their own systems to increase the safety of their residents, e.g. camera systems monitoring the most frequently attended places in the city. In many cases, this is done through Crisis Management Centres.

- the mode of mobilisation of the necessary forces and resources, participating in the implementation of the planned undertakings in the event of a crisis situation;

Apart from precise information related to the possibility of using forces and resources in a rescue operation, preferably in the form of a database, each Crisis Management Team, as well as the Crisis Management Centre, should have the possibility of very quick contact with designated officers, as well as with the mentioned forces and resources. This document may be in the form of a “phone book” or in a graphic form.

- emergency response procedures;

The procedures should include a schedule for the whole emergency (situational) and for the whole teams and members of the teams (functional) participating in the neutralisation activities.

- the interaction between the forces.

The third part of the crisis management plan is the functional annexes of the master plan which define:

- procedures for the implementation of crisis management tasks, including those related to critical infrastructure protection;
- the organisation of communication;
- the organisation of a risk monitoring, warning and alert system;
- rules for informing the public about hazards and how to deal with them;
- organising evacuations from the affected areas;
- organisation of rescue, medical care, social and psychological assistance;
- organisation of protection against area-specific threats;
- a list of concluded contracts and agreements related to the implementation of the tasks contained in the crisis management plan;
- the rules and procedure for evaluating state reserves;
- procedures for mobilising state reserves;
- a list of critical infrastructure located in a province, district or commune respectively, covered by a crisis management plan;
- priorities for the protection and restoration of critical infrastructure.

The annexes, instructions or attachments that may or should enrich the master plan ought to include the following:

The Annexes:

- coordination and supervision,
- rescue measures,
- security and public order,
- humanitarian and social assistance,
- medical security,
- environment protection,
- agriculture protection,
- logistic security,
- reconstruction measures,
- information policy,

Other documents:

- the principles of conducting flood control action,
- the principles of site isolation,
- protection of property,
- social and humanitarian aid organization,
- rules for verifying the suitability of the gifts received,

- a register of financial and in-kind donations,
- iodine action principles,
- anti-epidemic protection,
- principles of major-accident remediation supervision,
- instructions for dealing with suspected infectious animal diseases,
- the imposing and settlement of in-kind benefits and personal services,
- instructions for civil law contracts,
- a register of the working time of staff and volunteers,
- estimating losses,
- cooperation with the media,
- rules for dealing with corpses.

A crisis management plan as a document is not the only plan. This documentation is complemented by a civil protection plan as an annex. Depending on the risk assessment, others are developed, e.g:

- operational flood control plans for communes, districts, provinces and workplaces that participate in this process,
- plans for the protection of monuments in case of an armed conflict and crisis situations — for the monument, commune, district, province, which by definition are complementary to the plans of Civil Protection,
- documentation of planned actions to ensure the functioning of public water supply facilities in special conditions — for communes — also a form of complementing the Civil Protection Plan [11].

3. Conclusion

At the commune level, the crisis management system is constantly being improved through frequent practical exercises of rescue services, changes in emergency response procedures, as well as improvement of the flood infrastructure (irrigating rivers and streams and building new dikes). However, despite these advancements, there are areas that need to be improved.

The most endangered places, which have a significant negative impact on the

commune area, are under greater observation. A perfectly prepared crisis management plan has great influence on counteracting threats in a commune. Another significant element of improving crisis management in the commune are the still increasing rescue resources and the increasing number of rescue forces involved in combating and preventing threats. Of course, there are areas that need to be addressed and improved, but these are being postponed into the future due to financial shortfalls. The commune corrects the changes related to: communication, medical care, water and food supply, social assistance, transport, energy, evacuation, as well as alarming and warning, cooperation with the media and those in the field of public order and law. The institutions responsible for crisis management are confronted with new and very difficult situations as a result of unforeseen threats that may occur in the commune areas. It is

therefore necessary to anticipate and determine which places are most at risk and to react accordingly.

In such situations, the establishment of new emergency service units, improvement of flood control infrastructure, the hiring of more staff for dike construction, the provision of as many evacuation places as possible when an emergency occurs will help. An important point in the above mentioned proposals is the appropriate response time so that everyone is aware of the situation at the time of the threat.

The main advantage of local governments in crisis management is providing help to people affected by the cataclysm. This is crucial because rapid compensation and relief payouts help victims to recover their assets.

The volatility and unpredictability of emerging threats pose new challenges to institutions dealing with crisis management and civil protection.

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