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Crisis management in case of functioning of public administration units

Антикризисное управление на примере функционирования единиц государственной администрации

Summary

The article is devoted to the problems of crisis management as an inherent component related to the functioning of public administration units. Crisis management in public administration is an integral part of national security. It fulfills an essential role in resolving – under time pressure – a situation of crisis, where is a risk, tension and threatening the security of citizens. As is known, disasters are prevalent, concentrated in time and space, occurring at any latitude. People around the world face a variety of risks to health by weather and phenomena occurring in the environment. The aim of the article is to present a broad term of crisis management at different levels of public administration.

Keywords: crisis management, crisis situation, crisis response, phases of crisis management, principles of crisis management

Аннотация

Статья посвящена проблемам антикризисного управления, как неотъемлемого элемента связанного с функционированием единиц государственной администрации.

Антикризисное управление в государственной администрации – неотделимый элемент национальной безопасности. Оно исполняет ключевую роль в решении кризисных ситуаций (в условиях ограниченного времени), которые несут риск, давление и составляют угрозу для безопасности граждан.

Известно, что катастрофы – явления повсеместные, они сконцентрированы во времени и пространстве и могут произойти на любой из географических широт. Люди во всем мире сталкиваются с разного рода опасностями, связанными с угрозой здоровью, погодой и явлениями, которые имеют место в естественной среде.

Целью данной статьи является отображение широкого понятия антикризисного управления на отдельных уровнях государственного управления.

Ключевые слова: антикризисное управление, кризисная ситуация, антикризисное реагирование, этапы антикризисного управления, основы антикризисного управления

1. Definitional recognition of crisis management

Crisis management developing was based on the experience of many generations. For years, there was a conduction of research management processes in difficult situations – experimental situations. It currently allowed on directing projects related with increase of safety indicators¹.

According to the law on crisis management crisis management is an activity of public administration which is part of national security, which relies on crisis prevention, preparation for taking control over them through planned activities, responding on crisis situations and restoring of infrastructure or its original character².

The most important element of the system of public safety of the state is a system of crisis management that is able to respond appropriately on the threats on crisis management system, the so-called *crisis management*, also called as an emergency management system. This system should effectively respond on emerging threats, and remove their effects. It should be flexible and capable for identifying and analyzing new threats that have not yet been placed in the catalog of threats and unforeseen procedures that can counter them³.

In the literature there are various definitions of crisis management, which they call as such action: „a combination of organizational, logistical and financial actions aimed on prevention of crisis situations, ensuring on the efficiency of decision-making structures at all levels of management, maintaining constant readiness of forces and resources on making actions, proper response and liquidation of consequences of the existing situation”⁴.

The interpretation of the term by J. Gołębiowski also seems be reasonable, while he states that such action is: „a complex of system solutions in the field of civil protection, executed by public authorities at all levels, in cooperation with specialized organizations and institutions, in order to prevent difficult, dangerous situations, which are posing a threat to life, health, property, environment and infrastructure”⁵.

¹ J. Pilżys, *Zarządzanie kryzysowe*, Międzynarodowe Stowarzyszenie „Edukacja dla Obronności i Bezpieczeństwa”, Szczecin 2007, p. 68.

² Journal of Acts of 2007, No 89, item 590 with changes.

³ J. Pilżys, *Zarządzanie kryzysowe...*, p. 151.

⁴ See: E. Ura, *Stany nadzwyczajne i zarządzanie kryzysowe*, [in:] *Bezpieczeństwo wewnętrzne państwa*, Rzeszów 2015, p. 45.

⁵ J. Gołębiowski, *Zarządzanie kryzysowe*, „Myśl Wojskowa” 2001, no 1, p. 76.

2. The specificity of the crisis situation and the essence of crisis management

Defining the „crisis situation” is necessary for the proper functioning of crisis management. A crisis should be understood a situation which consequents the threat and leads to the interruption or significant impairment of social connections while there is a serious disturbance in the functioning of public institutions, but in a such an order that the resources used for safety restoring do not cause implementation of any of the emergency states, to which is referred to in an Article 228, paragraph 1 of the Polish Constitution⁶.

Thus, the objective of crisis management is to minimize potential risks, and of proper, effective activities conduction in case of their occurrence. Efficiency and effectiveness depends largely on the skills, competencies and knowledge of both the people directing the operation, as well as individuals participating in rescue activities. Efficiency here means the ability to achieve the planned objectives, while effectiveness – the degree of their achievement.

Crisis management is to ensure the rationality in taking action and resource management, so to allow them to have such a choice and allocation that will ensure maximization of results⁷. In other words, the point of crisis management is to proceed with such activities, which will prevent any of crisis situations. Therefore, emphasis should be placed on preparation against potential threats, planning activities, the assignment of responsibilities and competences, technologies, spatial management and security systems⁸.

The essence of crisis management is to formulate objectives of the action, planning, acquiring and organizing resources (human and material), command and control, which is the basic management⁹. The goal of reacting on crisis situations is to neutralize (eliminate) a threat as well as control (take control on a threat) to significantly reduce its effects.

Crisis management is aimed especially on: prevention and counteracting on threats, maintaining the efficiency of crisis management, including reacting on crisis situations, fulfillment of at least such living conditions of people during an emergency or crisis, which are necessary to protect their life or health, fulfillment of such conditions of business activity continuation and public administration functioning during the emergency or crisis, which are necessary for the realization of the objectives mentioned above.

⁶ A. Żywicka, *Rola samorządu gospodarczego w rozwoju branży turystycznej w Polsce*, „Zeszyty Naukowe WSEI, seria Administracja (1/2011)”, Lublin 2011, s. 153–163.

⁷ R. Szymaniuk, *Istota sytuacji kryzysowej*, „Myśl Wojskowa” 2006, no 1, p. 12.

⁸ J. Gryz, W. Kitler, *System reagowania kryzysowego*, Toruń 2007, p. 203.

⁹ J. Kurnal, *Twórcy naukowych podstaw organizacji*, Warszawa 1972, p. 16.

3. Crisis management at different levels of public administration

Crisis response is currently dynamically developing kind of strategic activities in the field of security. Its essence is to effectively deal with the crisis in order to take control over it ("extinguish it"), while eliminating (reducing) potential sources of possible renewal of the crisis in the future. Increasing of interest in concepts of crisis response arise from rapid spread of various crisis threats of different types such as: international and internal, military and non-military (civilian)¹⁰.

The political changes in Poland caused necessity of usage of internal security system in organizational structure of the state. After the prevail of administration functioning by usage of the branch layout over state administration functioning by layout of the territorial and administrative powers and concentration at the central level, it also made changes in the functioning of the internal security system in the commune, district and province¹¹.

The current administrative system determined by certain laws provides system, in which the responsibility for carrying out the functions of the state in terms of security of the citizens in certain area is put on appointed, single authority (palatine, the governor, mayor, president of the city). Imposing liability is connected with granting of certain rights and obligations.

Executing subject of power – a single authority of public administration, which is responsible for the proper and effective performance of functions of the state, primarily in the sphere of internal security, peace, public order, obeying of the law, as well as in emergencies.

Generally this is responsibility for the outcome of the functioning of the entire administration at such level of territorial division, including all services, inspections and guards.

As a result, the province governor, the governor, the mayor are responsible for political and legal aspects of consequences of their own activities and subordinate departments. The responsibility for ensuring the safety and the possibility of evacuation in the system of threat to life, health, property or the environment, also is on the owner, manager or operator of the building, area or land, relatively to the people staying there. It is comparable with the responsibility of public administration authorities.

According to the current administrative division of the country, we can distinguish the following levels of crisis management system. Firstly communal, in which communes perform basic tasks related with the protection of the population, focusing their efforts primarily on: warning, alerting and informing the

¹⁰ S. Koziół, *Wstęp do teorii i historii bezpieczeństwa*, Warszawa 2010, p. 16.

¹¹ Z. Jagiełło, *Wybrane problemy bezpieczeństwa państw, narodów oraz społeczności lokalnych na początku XXI wieku*, Wałbrzych 2008, p. 270.

public about the risks, conducting evacuation and providing evacuees medical and social services, especially in terms of accommodation and meals. The next level is the county crisis management system. Counties perform the same tasks as communes and also coordinate emergency response in the area of the county, supporting them with subordinate activities: services, inspections, security supported by non-governmental organizations and provided for plan of emergency response of the county. Third – provincial level – provides necessary assistance to the authorities of the county, where the opportunities in current situation do not provide effective actions. And finally the last level – central. When possessed province strength and resources are insufficient to control the crisis situation, the province governor refers to the central authorities for appropriate assistance from the upper level (including the natural disaster status in a part or the whole area of the province)¹².

In crisis management in the area of the commune, county, state or the entire country it becomes necessary to create management philosophy focused on the coordination of independent actions and separate organizational units for each random crisis situation. Such approach requires “one way” management structure possibility to take wide area of public administration and links its activities with functioning economic entities. The thing is to efficiently coordinate the activities performed by combined administration, which is controlled by the authority of the governor¹³.

In the case of military and non-military threats, organs of state power, after analyzing the situation and determining the needs of the necessary resources to counter the threat, according to the nature of the crisis may provide emergency status or martial law. The Constitution of the Poland Republic contains interpretations regarding to the possibility of providing of emergency statuses¹⁴.

4. Phases and principles of crisis management

Taking into account the possible project, there are two phases of crisis management: before – and after an emergency. The first phase is divided in two phases: prevention and preparation. This phase covers all activities at all levels of public authorities, non-governmental organizations, media, heads of factories and other legal entities whose activities have an impact on the living conditions of the popu-

¹² M. Kopczewski, *Zarządzanie kryzysowe elementem systemu bezpieczeństwa wewnętrznego państwa* [w:] *Paradygmaty badań nad bezpieczeństwem. Zarządzanie kryzysowe w teorii i praktyce*, ed. M. Kopczewski, I. Grzelczak-Miłoś, M. Walachowska, Poznań 2013, p. 295.

¹³ J. Ziarko, J. Walas-Trębacz, *Podstawy zarządzania kryzysowego*, Kraków 2010, p. 146.

¹⁴ Z. Jagiełło, *Wybrane problemy bezpieczeństwa państw...*, p. 258.

lation, forming its surroundings before the risk in any of its possible forms may appear. In extreme situations, it is possible to start emergency procedures¹⁵.

In the phase of prevention are measures that eliminate or reduce the likelihood of a disaster or limit its effects through the threats analysis (categorization). Firstly analysis is made for: assessment of the susceptibility of the public to the threats, law regulation, rational planning of land using, budget management, assessment of human losses, property and infrastructure caused by the disaster, the term plan of preventive actions, determine the principles and methods of control and supervision¹⁶.

In the next phase, named as preparation, are raised such problems as: possible ways to respond in case of a disaster, as well as actions made to increase amount of resources and forces which are necessary for an effective response by: developing a crisis management plan, construction of a crisis management center, defining of communication basis, monitoring system, organization of alarm and alerting population system, determining procedures for assistance request, determining the rules for the use of law enforcement in relation to the population, non-governmental organizations and the private sector, creation of database for possible funds and materials obtaining, public education, improvement of emergency services, public acceptance of the costs, actualization of the preparation elements¹⁷.

The second stage – realization – is taking place at the time of detection of impending danger or occurrence. Emergency response occurs when the risk exceeds the limits of the standard. Only such a situation authorizes the mobilization of additional forces or emergency procedures. This starts with the initiation of non-routine activities, and ends with the restoration of normal living conditions. This stage includes two phases: the response and recovery¹⁸.

Response phase is a direct response to the identified or expected situation which is or may be a threat to the infrastructure of the state population, property or environment. Response phase is specific, because if any error occurs it can cause certain effects, and there is no time to repeat the steps. Activities in this phase are held in conditions of spontaneous reaction of injured people. Response should include possible variants of behavior and methods of analysis¹⁹.

Response phase is a set of actions, which are following the occurrence of a disaster, in order to respond is to provide aid to the injured and to limit secondary damage and loss by: starting the procedure of information (information manage-

¹⁵ K. Sienkiewicz-Małyjurek, F. Krynojewski, *Zarządzanie kryzysowe w administracji publicznej, zarządzanie bezpieczeństwem*, Warszawa 2010, p. 105.

¹⁶ Ibidem.

¹⁷ K. Sienkiewicz-Małyjurek, F. Krynojewski, *Zarządzanie kryzysowe w administracji...*, p. 105.

¹⁸ A. Zabłocka-Kluczka, *Próba oceny procesu zarządzania kryzysowego w kontekście zapewnienia Bezpieczeństwa publicznego w Polsce*, „Zeszyty Naukowe Wyższej Szkoły Oficerskiej Wojsk Lądowych im. gen. T. Kościuszki, no 3 (157)”, Wrocław 2010, p. 193.

¹⁹ Ibidem.

ment), arranging a contact point (informing the public), launching the warning and alert system, immediate local community response, launching rescue activity, start of evacuation procedures, neutralizing outbreaks of threats, organizing of social self-help, supporting operations by the armed forces, the participation of social and humanitarian organizations, launching psychological protection of victims, immediate creation of conditions for the victims.

The main actions in responding to a crisis situation are: assessment of the situation, prevention of possible negative situation progress, defining goals and objectives, identifying of the resources needed, definition of the plan and structure of the action, making actions²⁰.

Phase Four is restoration. Actions made in this phase are to restore the previous state, and more – reconstruction of an infrastructure that will be less vulnerable to the next disaster. At this stage, the activity is manifested by: assessing the damage, providing help to the population, treatment and rehabilitation, compensations to the injured, informing about their rights and obligations, restoring and refilling of supplies – preparedness – emergency services, law initiatives, proper administration, realization of liabilities, modification and updating of plans, documentary work (eg. reports)²¹.

In all of that, the important thing is to continuously monitor and analyze developing after the occurrence of any risk associated with critical events and estimate the physical damage caused by its occurrence. These marks and other information will determine the pace, type, size, course of human reaction on a traumatic situation and properly plan as the reconstruction, as the minimization of losses in the future.

5. Principles of crisis management

Crisis management, like any organizing activity, is characterized by certain rules. The principle of the primacy of the government is considered as the basic structure of the model system of the territorial state and brings sector system to the assisting function. Thus, the overall anti-crisis measures starts at the lowest levels. The presence of one-man management – is to delegate decision-making powers to the single authorities that provide actions over a proper area of competence (the mayor, the governor, the province governor, prime minister, president). The principle of responsibility by public administration authorities, which are granted as well with the power as well with responsibility for decision-making in crisis situations. The principle of unity, which takes on competencies and responsibility in case of making decisions in crisis situations.

²⁰ K. Ficoń, *Logistyka kryzysowa. Procedury, potrzeby, potencjał*, Warszawa 2011, p. 300.

²¹ Ibidem, p. 320.

Principle of categorizing threats is based on separation of threats into groups by type, size and assigning them certain legal, organizational and financial solutions. The principle of universality – crisis management is organized by public authorities in collaboration with the existing specialized institutions and organizations and public in general²².

Conclusions

Nowadays, we can speak of a new quality of security, because security is such an object, which interests scientific community, as well as leaders of international organizations, leaders of the states, and representatives of local communities. This is justified by a much different interpretation of security than it used to be. Original definition of security was only used in military and political terms, but now it speeded on important aspects, such as: social, economic, cyber, environmental and many others.

Undoubtedly, public administration units play a subordinate role to the public, including taking care of its safety.

Public sector organizations should be innovative, flexible and effective in activities related to crisis management. Aiming to ensure security, broadly understood as ensuring the freedom and ability to protect and defend against continual and inevitable threats, as it is one of the main tasks of the democratic state and its organs.

Safety is a fundamental value for both the individual and social communities. Ensuring public safety, order and organization of crisis management requires actions of the legislative branch, whose job is to create a regulatory framework for defining acceptable behavior of individuals and human communities, as well as the responsibilities and powers of the entities responsible for security and crisis management.

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²² M. Nepelski, *Zarządzanie w sytuacjach kryzysowych*, Szczytno 2016, p. 200.

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