

# Public Security and its Contexts

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**Abstract.** *The considerations presented in this article are based on several assumptions. First of all, the human environment and the set of its elements are constantly changing. In the early periods of evolution and development of humanity, man lived in conditions given by nature itself, no different than in natural conditions. However, even then, he was also exposed to threats, mainly natural, including disasters. Secondly, with the passage of time and development there was a very large population increase, which caused changes in quite primitive interpersonal and social relations. More and more organized communities, states began to emerge. With this development, new threats also appeared. In addition to the natural threats, which were already natural by their very name, the threats of a social nature began to emerge from the natural world around us, characterized by continuous and dynamic changes. Thirdly, man, who wanted to effectively deal with the problems of the threats he faced, created safety systems. One of them is the public security system. Fourthly, in today's security environment there is a paradox that in practice these systems function, and in theory there is no commonly accepted definition of public security. The circumstances outlined above determined the shape of this article, the essence of which was to work out a compromise definition of public security based on the interpretation of this concept by recognized authorities in the field of law, administration and security.*

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## Introduction

Security has been, is and will continue to be the primary, one of the basic and most important human needs regardless of time, place and situation<sup>1</sup>.

Due to the above circumstances, the division of security is made using different criteria in order to determine reasonable ways of caring for different parts of that security. Many of these criteria allow for distinguishing public security, which is characterised by a high level of complexity. This complexity indicates a direct relationship between security and public order

Public security is undoubtedly one of the concepts that are difficult to identify uniformly and to interpret and, consequently, to apply.

In view of the complexity and the very wide range of its applications, it was considered that the most appropriate approach to this subject would first be to present the origin of the word 'security'. The etymology of the term 'security' in Latin in its simplest form can be presented as follows: security (*securitas*) is made up of two parts, one of which is 'sine' (without) and 'cura' (worry, fear, anxiety). Therefore, it can be assumed that it was understood to be a state of no worries and fear<sup>2</sup>.

<sup>1</sup> Jałoszyński K, Wiśniewski B, Wojtuszek T (Eds), *Współczesne postrzeganie bezpieczeństwa*. Bielsko-Biała, 2007; Czupryński A, Wiśniewski B, Zboina J (Eds), *Nauki o bezpieczeństwie. Wybrane problemy badań*. Józefów, 2017.

<sup>2</sup> Kaczmarek J, Skowroński A, *Bezpieczeństwo: świat — Europa — Polska, Atla 2*. Wrocław, 1998; *More: Wiśniewski B, Falecki J, System zarządzania kryzysowego państwa, w tym Sił Zbrojnych RP*. Bielsko-Biała, 2008.

The care for them causes the need for systemic solutions, which are widely applied both in the world of science, education and current activity of the institutions, by virtue of law, intended to perform tasks in the field of public security. 'The reality around us is in constant motion. All processes, that take place, happen in constantly changing conditions. The conditions for the functioning and implementation of tasks by institutions responsible for security issues are also changing all the time. They are becoming more and more complex, which has an impact on the process of command (management) and all that leads to high efficiency of operation (task execution) and affects the capabilities of functioning systems'<sup>3</sup>, including the public security system<sup>4</sup>.

## The meaning of public security and its environment

At the beginning of this part of the study, the term 'public' should be explained. It means what concerns a society or a community. It also means accessible or intended for all. In addition, it is associated with an office or a non-private institution. 'Public' also means held with witnesses, in public<sup>5</sup>.

The encyclopaedic definition is worth mentioning. According to the Little Encyclopaedia of Law, the term public security means 'the totality of order and social devices which protect citizens against phenomena threatening to life, health or serious losses in the national economy'<sup>6</sup>.

It is time for a short presentation of the views of theoreticians close to the author of this thesis. Bearing in mind the primacy of science over legitimate law, it is worth recalling the words of Antoni Osierda, who, on the basis of the law, notes that 'the vast and varied subject of administrative and legal regulations covers almost all areas of social life and the activities of public administration, both in the systemic and functional sense'<sup>7</sup>. According to A. Osierda, 'a significant part of these regulations enter the field of broadly defined public security and order. The protection of these values is one of the oldest, indispensable and fundamental tasks of each state. The direct or indirect recipients of public security and order are social groups and individuals, as well as public and private entities carrying out statutory tasks belonging to the state in this area. The terms 'security' and 'public order' are often used in the legal order, but they do not have a legal definition in law that gives them a common content and scope'<sup>8</sup>.

<sup>3</sup> Ścibiorek Z, Wiśniewski B, Kuc R.B, Dawidczyk A, Bezpieczeństwo wewnętrzne. Podręcznik akademicki. Toruń, 2015, p. 271; and Wiśniewski B, Koziół J, Falecki J, Podejmowanie decyzji w sytuacjach kryzysowych. Szczytno, 2017, p. 8.

<sup>4</sup> *More: Wiśniewski B, On the Need of Reaching the Origins of Security-an Introduction to the Discussion. Internal Security, 2019, Special Issue. 100<sup>th</sup> Anniversary of the Establishment of the State Police, pp. 101–109.*

<sup>5</sup> *Electronic source: <https://sjp.pwn.pl/sjp/publiczny;2573013.html>, accessed: 13.10.2019.*

<sup>6</sup> *Mała encyklopedia prawa PWN, Kurowski L (Ed.). Warsaw, 1959, p. 40.*

<sup>7</sup> *Osierda A, Prawne aspekty pojęcia bezpieczeństwa publicznego i porządku publicznego. Studia Iuridica Lublinensia, 2014, Vol. 23, p. 89.*

<sup>8</sup> *Janik M, Policja administracyjna jako funkcja państwa — prolegomena, [in:] Przemiany doktrynalne i systemowe prawa publicznego. Studia dedykowane prof. W. Bednarkowi, praca zbiorowa. Olsztyn, 2002.*

Małgorzata Stahl states, that the word public in the simplest way means publicly available, for general use, intended for public use<sup>9</sup>.

Public security was most often defined on the basis of the law, although in the sciences of security this definition also occupies a significant place. The term public security, which, by the way, is the most important task of the state and its most important function, which is contained in the Constitution of the Republic of Poland itself, has not been clearly defined even in legal regulations. In legal studies and literature it is presented in a fragmentary way and refers to specific areas of law<sup>10</sup>.

In order to adapt to a given situation, the legislator uses the term in a variety of contexts and combines it with specific phrases: national security, economic, maritime, labour, border, nuclear, product, etc. This means that a detailed analysis of the term security is only possible under a specific legal solution, taking into account the parameter of purpose limitation<sup>11</sup>.

In the scientific literature, attempts to define the concept of public safety have been made many times by leading authors, but they believe that the concept is undefined and therefore very difficult to define<sup>12</sup>.

Already in the interwar time in Poland, Waclaw Kawka pointed to public safety and order as the necessary requirements for the coexistence of society. He claimed that 'public security is a state in which the general public and its interests, as well as the state with its objectives, are protected from damage threatening them from any source'<sup>13</sup>.

Jacek Jeżewski, on the other hand, believes that public safety 'can be understood as a state of no threat to the lives of communities and individuals. In the social practice of the modern country, such a state does not really exist; however, there is a wide range of aspirations to protect collective and individual values and goods. These very aspirations for protection, or even protection itself, are conceptually identified with public security. In this sense, therefore, public security in general means the state of readiness of competent public administration bodies to counteract threats and to immediately and effectively halt actions detrimental to the welfare of the state, public order and the life, health and property of citizens'<sup>14</sup>.

According to Jerzy Zaborowski, 'public security is a real state within the state, which makes it possible, without any source of damage to the normal functioning of a state organization and the realization of its interests, to preserve the life, health and property of the individuals living in the organization and to exercise the rights

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<sup>9</sup> Stahl M, *Cele publiczne i zadania publiczne*. Warsaw, 2007, p. 97.

<sup>10</sup> *Electronic source*: <https://www.bibliotekacyfrowa.pl/Content/34474/016.pdf>, accessed: 14.11.2019.

<sup>11</sup> Chajbowicz A, *Bezpieczeństwo a pojęcia zbliżone*, [in:] Chajbowicz A, Kocowski T (Eds), *Bezpieczeństwo wewnętrzne w terenowej administracji publicznej*. Wrocław, 2009, pp. 41–42.

<sup>12</sup> Wiśniewski B, Zalewski S, Podleś D, Kozłowska K, *Bezpieczeństwo wewnętrzne Rzeczypospolitej Polskiej*. Warsaw, 2003, p. 11.

<sup>13</sup> Zaborowski J, *Prawne środki zapewnienia bezpieczeństwa i porządku publicznego*. Warsaw 1977, p. 7.

<sup>14</sup> Jeż J, *Bezpieczeństwo publiczne*, [in:] Kalina-Prasznica U (Ed.), *Encyklopedia prawa*, wyd. IV. Warsaw, 2007, p. 56.

and freedoms guaranteed by the constitution<sup>15</sup> and other regulations and laws, regardless of their place in the hierarchy in terms of their importance.

Another term for public safety is given by Edward Ura. According to him, public security is: a state in which all citizens who are not individually identified and live in a socialist state and society are not in any danger, regardless of the source<sup>16</sup>. It results from the above statement that public security can be attributed to a specific factual situation, while public order is related to the tasks and activities of state administration bodies.

Emil Plywaczewski seems to draw the consequences of his reflections in this direction completely different<sup>17</sup>, as he states that: public safety is a higher degree of public order<sup>18</sup>. The most scientifically in-depth deliberations in this area can, it seems, be found in Jan Zaborowski<sup>19</sup>. He is in favour of an objective and material approach. According to this author, public security is: such a state of affairs within the state that allows for the normal functioning of a state organization and the realization of its interests, the preservation of the life, health and property of the individuals living within the organization (...) and the exercise by these individuals of the rights and freedoms guaranteed by the constitution and other legal provisions<sup>20</sup>. In a similar vein, it also defines the public order as: the facts within the state, regulated by legal and extra-legal norms (...), the observance of which enables the normal coexistence of individuals within a state organization<sup>21</sup>. In his considerations he also presents a number of further theses, such as the partial overlap between public security and public order, the fact that the latter also includes public peace and public order, and that the concept of the legal order also only partially overlaps with the above concepts.

On the other hand, Waldemar Kitler sees an area or type of national security in public security. He defines them as activities 'aimed at protecting the legal order in the state against prohibited activities, as well as those that violate human life and health and public order, social customs and norms, as well as institutions (including the entire social infrastructure) and public facilities (including roads, railways, energy networks, water and gas transmission facilities)<sup>22</sup>.

The positions of other safety science specialists cannot be ignored. These include, among others: Andrzej Misiuk, Sergiusz Parszowski and Jerzy Konieczny.

<sup>15</sup> Zaborowski J, *Prawne środki zapewnienia...*, *op. cit.*, p. 11; Zaborowski J, *Administracyjnoprawne ujęcie pojęć 'bezpieczeństwo publiczne' i 'porządek publiczny'*. *Zeszyty Naukowe Akademii Spraw Wewnętrznych*, 1985, No. 41, p. 78.

<sup>16</sup> Ura E, *Pojęcie ochrony bezpieczeństwa i porządku publicznego*. *Państwo i Prawo*, 1974, No. 2, p. 76.

<sup>17</sup> Widacki J, Sarnecki P, *Ustrój i organizacja Policji w Polsce oraz jej funkcje i zadania w ochronie bezpieczeństwa i porządku*. *Reforma Policji — część I*. Instytut Spraw Publicznych, Program Reformy Administracji Publicznej. Warsaw-Cracow, 1997, p. 32.

<sup>18</sup> Plywaczewski E, *Przestępstwo czynnej napaści na funkcjonariusza publicznego*. Toruń 1985, p. 16.

<sup>19</sup> Zaborowski J, *Prawne środki...*, *op. cit.*, and Zaborowski J, *Administracyjnoprawne ujęcie...*, *op. cit.*

<sup>20</sup> Zaborowski J, *Administracyjnoprawne ujęcie...*, *op. cit.*, p. 129.

<sup>21</sup> *Ibid.*, p. 130.

<sup>22</sup> Kitler W, *Bezpieczeństwo narodowe RP, Podstawowe kategorie, uwarunkowania, system*. Warsaw, 2011, p. 56.

A. Misiuk describes public safety as 'a state of no threat to the functioning of a state organization and the realization of its interests, enabling its normal, free development'<sup>23</sup>.

S. Parszowski is of the opinion that this type of security should be understood as 'a state which guarantees the undisturbed functioning of state, local and social institutions and public facilities, as well as the safety of life, health and property of the population as a result of observing the legal order accepted by citizens'<sup>24</sup>.

Finally, J. Konieczny explains the meaning of public security as 'a set of legal measures, conditions and institutions protecting life, health and property, the environment, the system, the sovereignty of the State against phenomena threatening the legal order; in a more narrow sense, the protection of the system and sovereignty against attacks on basic public, social and private institutions'<sup>25</sup>.

According to Adam Błaś, 'concern for security, social and economic order and defence against the enemy are, after all, such tasks of public administration that are universal, independent of the type of state and historical period'<sup>26</sup>.

Taking into account the connections between the responsibility of authorities and public administrations for public security and the effectiveness and efficiency of their actions, it is necessary to address the issue of the level of public security.

The level of public security is assessed very differently in terms of the parameters of assessment and the purpose for which they are performed. An important fact worth mentioning is that the level of security will be felt quite differently by an individual, and differently by a given institution, the Police or other services. This is not unusual, it results, among other things, from different levels of awareness of lurking threats. Many factors influence safety and the level of its threat. These include, among others, the economic and social background<sup>27</sup>. The situation in the country has a direct impact on the perception of public security, and the mass media also play a special role in these issues. It is a great power and authority, and perhaps even a tool that to some extent manages the level of security at home and abroad.

On the level of public security and the level of public order. At first glance, for an ordinary layman it is one and the same thing, well, it is not. The level of public security is implied by the legal regulations and norms in force in a given country, which are prerequisites for the smooth functioning of state organisations pursuing common objectives and the effective enforcement of obligations to protect the rights of individuals operating within the organisation and to have enforcement mechanisms in place to respond effectively in the event of a breach of law. The

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<sup>23</sup> Misiuk A, *Instytucjonalny system bezpieczeństwa wewnętrznego*. Warsaw, 2013, p. 18.

<sup>24</sup> Serafin T, Parszowski S, *Bezpieczeństwo społeczności lokalnych. Programy prewencyjne w systemie bezpieczeństwa*. Warsaw, 2011, p. 33.

<sup>25</sup> Konieczny J, Wawrzynowicz H, Mydlarska J, *Psychologia bezpieczeństwa*. Warsaw, 2011, p. 12.

<sup>26</sup> Pakuła A, *Bezpieczeństwo publiczne jako dobro wspólne (kilka uwag i refleksji)*, [in:] Chajbowicz A, Kocowski T (Eds), *Bezpieczeństwo wewnętrzne w działaniach terenowej administracji publicznej*. Wrocław, 2009, p. 32.

<sup>27</sup> Zajder M, *Przestępczość w okresie transformacji*, [in:] Bednarek W, Piłulski S (Eds), *Prawne i administracyjne aspekty bezpieczeństwa osób i porządku publicznego w okresie transformacji ustrojowo-gospodarczej*. Olsztyn, 2000, p. 232.

level of public order, on the other hand, means the observance of existing norms regulating all spheres of social life on the basis of the principles contained in the Constitution and their observance by citizens, as well as patterns of behaviour contained in acts of generally applicable law and customary norms adopted in a given environment<sup>28</sup>.

In the general public perception, public safety is almost exclusively associated with peace and the provision of such safety rests with specialised public services such as the police or, for example, the municipal police<sup>29</sup>.

Binding the considerations presented in the previous subchapter and presented in this fragment of the paper, and in order to establish the relationship between state security and public safety, the position of Rafał B. Kuc and Zbigniew Ścibiorek should be recalled. The authors of the publication divide security into public, social and cultural security. They also identify themselves with the division of internal security into public, universal and constitutional<sup>30</sup>. Much earlier, a similar position was presented by Bernard Wiśniewski and Dariusz Podleś, who consider public security to be part of the state's internal security<sup>31</sup>. Moreover, they consider it important to remember that 'when considering public security as an object of protective activity of state administration bodies, one can state that it is a positive and at the same time desirable state within the state, guaranteeing its existence and proper development. According to the principles of the dichotomous division, if we consider a state defined as public security as desirable, there must also be an opposite state, which can be described as a 'public danger'. Since both the protection of public security and the fight against a threat are the responsibility of the state authorities, it is understandable that it is also up to them to determine what is compatible with security and what constitutes a threat to it. Such terms are most often found in the provisions of various legal acts, most often in criminal and criminal-administrative law'<sup>32</sup>.

Although it is clearly emphasised at the beginning of this chapter that 'the concept of public security is not precisely defined, several characteristic elements can be identified. The first is the threat to public security directed primarily against the state, its objectives, interests and the social, political and economic system. It is understandable that the state, through its legislative activity, will aim to create such conditions which will ensure its existence and proper development. The second is the public nature of the threat. This means that it can have a negative impact on the conditions of collective life, regardless of whether it directly endangers a larger community or only individual individuals. In this case, the source of this danger is indifferent, as well as whether it is caused by action or by failure to act'<sup>33</sup>.

<sup>28</sup> Kuc B.R, Ścibiorek Z, *Podstawy metodologiczne nauk o bezpieczeństwie*. Warsaw, 2013, p. 38.

<sup>29</sup> Pakuła A, p. 29.

<sup>30</sup> Kuc B.R, Ścibiorek Z, p. 15.

<sup>31</sup> Wiśniewski B, Podleś D, *Bezpieczeństwo publiczne*, [in:] Wiśniewski B, i Zalewski S (Eds), *Bezpieczeństwo wewnętrzne RP w ujęciu systemowym i zadań administracji publicznej*. Bielsko-Biała, 2006, p. 21.

<sup>32</sup> *Ibid.*

<sup>33</sup> *Ibid.*, p. 23.

Public security is shaped not only by legislation, but above all by a well-functioning public administration and society<sup>34</sup>. Ensuring public security is a basic condition for the material and immaterial, i.e. spiritual development of the entire community organized in the state and the human entities functioning there<sup>35</sup>.

Protection, ensuring security is one of the main tasks of the state, as stated in Article 5 of the Constitution of the Republic of Poland. This chapter states that the body that is the Council of Ministers is responsible for ensuring external and internal security and public order of the State. It also follows that the main responsibility for security and public order remains with the government administration<sup>36</sup>. Local government administration is also not exempt from such an obligation. Each of them plays a specific role in this respect within a specific scope. Some of them play a fundamental role in this respect, as they are specifically appointed to carry out tasks in the field of public security. The term 'public security administration' is used to describe some of the entities which are part of the so-called 'public security administration'<sup>37</sup>.

Considering public security as a subject of protective activity of state administration bodies, it can be concluded that it is a certain positive and at the same time desirable state within the state, guaranteeing its existence and proper development. According to the principles of the dichotomous division, if we consider a state defined as public security to be desirable, there must also be an opposite state, which can be defined as a public danger. Since both the protection of public security and the fight against a danger is a matter for the state authorities, it is understandable that it is also up to them to determine what is compatible with security and what constitutes a threat to it. Such terms are most frequently encountered in the provisions of various legal acts, most often in criminal and criminal-administrative law.

Despite the fact that, as mentioned in the introduction, the concept of public safety is not precisely defined, several characteristic elements can be distinguished. The first is the threat to public security directed primarily against the state, its aims, interests and the social-political and economic system. It is understandable that the state, through its legislative activity, will aim to create such conditions which will ensure its existence and proper development. The second is the public nature of the threat. This means that it may have a negative impact on the conditions of collective life, regardless of whether it directly endangers a larger community or only individual individuals. In this case, the source of this danger is not important, nor is it caused by action or failure to act.

At this point, it is worth recalling the words of Waldemar Kitler, who believes that security threats may be violations of generally accepted norms of behaviour, which undermine people's life and health and public order, as well as social customs and standards and institutions<sup>38</sup>.

As S. Mordwa notes, the sources of threats to public safety are diverse. They may be:  
— 'not always effective legal system and liberalisation of the penal code;

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<sup>34</sup> Pieprzny S, *Administracja bezpieczeństwa i porządku publicznego*. Rzeszów, 2012, p. 15.

<sup>35</sup> Wiśniewski B, *Zagrożenia bezpieczeństwa wewnętrznego. Materiał na prawach maszynopisu*. Warsaw, 2003.

<sup>36</sup> Pieprzny S, p. 20.

<sup>37</sup> *Ibid.*, p. 22.

<sup>38</sup> Kitler W, *Bezpieczeństwo narodowe...*, *op. cit.*, p. 56.

- Impoverishment of a significant part of the population, prevalence of unemployment, significant differences in the level of income of the population (not always justified, e.g. by qualifications or input into work);
- Ineffective educational system, lack of upbringing of youth in the spirit of respect for higher moral and civilisational values, lack of leisure time arrangement for children and youth after school;
- Lack of indisputable authorities and creation of positive patterns of behaviour in the media, lack of respect for ethical values in social life;
- Demoralizing styles of behaviour, also coming from the mass media;
- Relaxation of family ties and lack of social bonds;
- Anonymity in a neighbourhood environment<sup>39</sup>.

These sources are supplemented by Robert Gwardyński<sup>40</sup>, who shares the position of Konstanty Wojtaszczyk<sup>41</sup> and acknowledges that they may also be:

- demographic changes, in particular those caused by migration;
- increasing gap between Poles in terms of wealth and living standards, this also applies to the unbalanced development of Polish regions;
- deteriorating state of transport, energy, telecommunication and energy storage infrastructure;
- the deteriorating efficiency of the state's administrative structures.

The first of the above mentioned theorists extends the above mentioned catalogue of sources by<sup>42</sup>:

- mass immigration;
- social, economic, political crises (revolutions)
- Crime.

To sum up, it should be stressed that defining the concept of public security is not a simple matter. Even though the Dictionary of the Polish language treats the *public* and the *common* word as synonyms, it is in fact not so obvious. In studies dealing with security, these terms are very often used interchangeably, explaining them in a very different way, so undoubtedly, the terms quoted cannot be identical. These terms are very often used not only in literature but also in legal regulations, so they cannot be in a conceptual blur, they must be, or at least should be, easily identifiable<sup>43</sup>. The attempts made so far to define the concept of public safety in literature are considered to be unambiguously undefined and difficult to specify, which gives those interested in this area a wide field of creative development<sup>44</sup>. Summarizing the considerations to date and the preliminary analysis of legal

<sup>39</sup> Mordwa S, Bezpieczeństwo publiczne, [in:] Dzieciuchowicz J (Ed.), Usługi nierynkowe w przestrzeni miejskiej Łodzi. Łódź, 2006, p. 43.

<sup>40</sup> Gwardyński R, Możliwości doskonalenia działań prewencyjnych Policji. Wrocław, 2019, p. 79.

<sup>41</sup> Wojtaszczyk K.W, Bezpieczeństwo państwa — konceptualizacja pojęć, [in:] Wojtaszczyk K.A, Materska-Sosnowska A (Eds), Bezpieczeństwo państwa. Wybrane problemy. Warsaw, 2009, p. 15.

<sup>42</sup> Gwardyński R, Możliwości doskonalenia działań prewencyjnych Policji. Wrocław 2019, p. 79.

<sup>43</sup> Pieprzny S, p. 22.

<sup>44</sup> Wiśniewski B, Zagrożenia bezpieczeństwa publicznego, [in:] Bezpieczeństwo wewnętrzne RP..., ..., *op. cit.*, p. 31.



regulations carried out at the stage of research, it can be considered that public security is one of the oldest areas of activity of public authorities, regardless of the political model. For the purposes of the present work, it has been recognised that B. Wiśniewski and D. Podlesie that public security is 'a state manifested by protection of the legal order, life and health of citizens and national property against illegal activities'<sup>45</sup>.

## Conclusions

The human environment and the set of its elements are constantly changing. In the initial periods of evolution and development of mankind, man lived in conditions given by nature itself, not unlike in natural conditions. However, even then, it was also subject to threats, mainly natural, including catastrophes. Over time and development there was a very large increase in population, which caused changes in quite primitive human and social relations. More and more organized communities, states began to emerge. With this development, new threats also appeared. In addition to the natural threats, which were already natural by their very name, the threats of a social nature began to emerge from the natural world around us, characterized by continuous and dynamic changes.

The contemporary dimension of public security is characterised by the fact that the threats are common to humans, local communities, nations, countries and even continents, taking into account, among other things, global threats, which can leave an irreversible mark even around the world.

The right level of security optimizes the desired development of society. In order to ensure and maintain its high standards, it is essential to correctly identify and diagnose threats and to create a system of legal and institutional protection of values protected and guaranteed by law.

Public security is a subset of state security, but it plays an extremely important role in the process of social development. The maintained level of public safety and order at the right level optimizes the development of individuals and entire communities not only locally but also internationally. However, one of the basic conditions for guaranteeing high security standards is skilful identification of threats and creation of a system of legal and institutional protection of protected values. Undoubtedly, life, health, property and environment are the most important of them. However, in order to meet all these requirements, it is not enough to have a proper legal provision, but above all a well-functioning system of administrative bodies armed with appropriate legal and material and technical means to counteract these threats, but also to eliminate their effects.<sup>46</sup>

Closely connected with the level of public safety is education, which is the foundation of a good and well-functioning public safety system.

The modern world is developing at a very fast pace and sets new requirements for education, which, in order to exist and fulfil its role, should follow the spirit

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<sup>45</sup> Wiśniewski B, Podleś D, Bezpieczeństwo publiczne, [in:] Bezpieczeństwo wewnętrzne RP..., *op. cit.*, p. 27.

<sup>46</sup> Pieprzny S, p. 43.

of the times with particular emphasis on education in the field of public safety and order due to the dynamics of changes taking place, the emergence of newer and newer threats, e.g. in the world of cyberspace, which currently has a huge impact on almost every area of life. The global world, networking, information flows and the impact of the mass media are a very important part of the life of a new society<sup>47</sup>.

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**Streszczenie.** Rozważania prezentowane w niniejszym artykule oparto na kilku założeniach. Po pierwsze otoczenie człowieka i zbiór jego elementów podlega ciągłym zmianom. W początkowych okresach ewolucji i rozwoju ludzkości człowiek żył w warunkach danych przez samą naturę, nie inaczej jak w warunkach naturalnych. Jednakże i wtedy poddawany był również zagrożeniom, głównie naturalnym, min. katastrofom. Po drugie, wraz z upływem czasu i rozwojem następował bardzo duży przyrost ludności, który powodował zmiany w dość prymitywnych stosunkach międzyludzkich i społecznych. Zaczęły powstawać coraz bardziej zorganizowane społeczności, państwa. Wraz z tym rozwojem pojawiały się też nowe zagrożenia. Poza zagrożeniami naturalnymi, które już z samej nazwy były naturalne, wynikające z otaczającego nas świata przyrody zaczęły pojawiać się zagrożenia o charakterze społecznym, które charakteryzowały się ciągłymi i dynamicznymi zmianami. Po trzecie, człowiek chcąc w skuteczny sposób uporać się z problematyką spotykających go zagrożeń tworzył systemy bezpieczeństwa. Jednym z nich jest system bezpieczeństwa publicznego. Po czwarte, we współczesnym środowisku bezpieczeństwa dostrzega się paradoks polegający na tym, że w praktyce systemy te funkcjonują, a w teorii brak jest powszechnie akceptowanego określenia bezpieczeństwa publicznego. Zrysowane powyżej okoliczności zdecydowały o kształcie niniejszego artykułu, istotą którego było wypracowanie kompromisowej definicji bezpieczeństwa publicznego w oparciu o interpretację tego pojęcia przez uznane autorytety w zakresie prawa, administracji i bezpieczeństwa.

**Zusammenfassung.** Die in diesem Artikel vorgestellten Überlegungen basieren auf mehreren Annahmen. Erstens ändern sich die menschliche Umwelt und die Menge ihrer Elemente ständig. In den frühen Perioden der Evolution und Entwicklung der Menschheit lebte der Mensch unter Bedingungen, die von der Natur selbst gegeben wurden, nicht anders als unter natürlichen Bedingungen. Aber auch dann war er auch Bedrohungen ausgesetzt, hauptsächlich natürlichen, min. Katastrophen. Zweitens gab es im Laufe der Zeit und der Entwicklung einen sehr großen Bevölkerungszuwachs, der zu Veränderungen in den primitiven zwischenmenschlichen und sozialen Beziehungen führte. Es entstanden immer mehr organisierte Gemeinschaften und Staaten. Mit dieser Entwicklung traten auch neue Bedrohungen auf. Zusätzlich zu den Naturgefahren, die nach ihrem Namen natürlich waren und aus der natürlichen Welt um uns herum resultierten, traten soziale Bedrohungen auf, die durch ständige und dynamische Veränderungen gekennzeichnet waren. Drittens schuf der Mensch, der die Probleme der von ihm geschaffenen Bedrohungen effektiv bewältigen wollte, Sicherheitssysteme. Eines davon ist das öffentliche Sicherheitssystem. Viertens erkennt das heutige Sicherheitsumfeld das Paradox an, dass diese Systeme in der Praxis funktionieren, und theoretisch gibt es keinen allgemein akzeptierten Begriff für öffentliche Sicherheit. Die oben beschriebenen Umstände bestimmten die Form dieses Artikels, dessen Kern darin bestand, eine Kompromissdefinition der öffentlichen Sicherheit auszuarbeiten, die auf der Auslegung dieses Konzepts durch anerkannte Behörden im Bereich Recht, Verwaltung und Sicherheit basiert.

**Резюме.** Представленные в данной статье рассуждения основаны на нескольких предположениях. Прежде всего, окружающая среда и набор ее элементов постоянно меняются. В начальный период эволюции и развития человечества люди жили в условиях, которые дала ему сама природа, не отличающихся от природных условий. Однако и тогда

он подвергался угрозам, главным образом природным, в том числе стихийным бедствиям. Во-вторых, со временем и развитием наблюдался очень большой рост численности населения, что вызвало изменения в достаточно примитивных человеческих и социальных отношениях. Стали появляться все чаще и чаще организованные общины, государства. С этим развитием появились и новые угрозы. Помимо природных угроз, которые уже были естественными по своему названию, из окружающего нас мира природы, для которого характерны постоянные и динамичные изменения, стали появляться угрозы социального характера. В-третьих, человек, желая эффективно справляться с проблемой угроз, с которыми он сталкивался, создавал системы безопасности. Одна из них — система общественной безопасности. В-четвертых, в современной среде безопасности существует парадокс, что на практике эти системы действуют, в теории однако не существует общепринятое определение общественной безопасности. Вышеизложенные обстоятельства определили форму данной статьи, суть которой заключалась в выработке компромиссного определения общественной безопасности, основанного на толковании этого понятия признанными авторитетами в области права, управления и безопасности.

