

Information and Analysis System Supporting Risk Management During the Planning and Implementation Stage of Police Activities — the Essence and Possibilities of Use for Teaching Purposes

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Abstract. *The article presents the essence and operational potential of the information and analysis system supporting the decision making process within the framework of security-related policing operations. This system is being developed by a scientific consortium led by the Police Academy, Szczytno. The project finance is provided by the National Centre for Research and Development. The main element to ensure the effectiveness of the system in question will be an application with a planning and decision mechanism and prediction algorithms. The above mentioned algorithms are designed to provide information on the probability of success of police operations and on the necessary costs which must be incurred in a given crisis situation in order to implement their individual, expected variants. Using historical data and algorithms developed on its basis, the system is supposed to indicate the relevant forces and resources required, the methods and tactics for operations and characteristics of the security infrastructure. Moreover, the publication presents the fundamental mechanisms of the police command and control process during emergency situations and general remarks regarding the professional development of those who manage these types of policing operations. In the author's opinion, of particular importance in this respect is the course addressed to commissioned police officers trained to be commanders or deputy commanders of security-related policing operations, where classes are conducted using a simulator for police operations in emergency situations. It is a form of advanced command staff training with the use of a virtual computer simulation system. The simulator makes it possible to develop algorithms for dealing with crisis incidents and to improve the command process during emergencies. One of the practical goals of developing the information and analysis system is its integration with the simulator for police operations in emergency situations. In this respect, it is supposed to be a tool used in multimedia decision-making training. The author comes to the conclusion that the expected functionalities of the information and analysis system will have a positive effect both on the educational process of improving professional qualifications of commanders of security-related policing operations and on the real planning, implementation and assessment of the operations themselves.*

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Introductory remarks

Every country regards the assurance of public order and safety as one of its most important and complex tasks. The authorities legally responsible for its implementation are required to continuously improve procedures, adopt modern technologies in their operations and raise the professional qualifications of their staff. Only those

law enforcement agencies which are constantly learning and developing are able to accurately identify security threats, predict their development, control their occurrence and neutralise the effects. The relevant literature emphasises that the development of civilisation is accompanied by a constantly increasing intensity of public safety threats and the likelihood of their occurrence. Consequently, the dynamics of these changes requires both systematic monitoring and risk analysis.¹

In this respect, it is worth paying particular attention to the decision-making process in situations that can be referred to as emergencies. As rightly observed by Michał Stępiński, crisis situations are characterised by “above-average accumulation of difficulties in executing managerial functions by: the dynamics of processes taking place, a real threat to the life and health of people who are present in the area of an operation, the diversity and multiplicity of simultaneously performed activities and the involvement of numerous stakeholders using different tactics and operational techniques”.² A crisis situation is perceived as a kind of deviation from the normal state. According to B Zdrodowski, in an emergency the level of threats acceptable for a given authority must be exceeded, leading to their escalation. At the same time, the standard response to the situation is ineffective. As a result, it is necessary to undertake specific actions and bring in additional resources for the situation to be resolved.³ Figuratively speaking, a crisis situation is a kind of “disease” that requires that non-routine and non-standard methods of operation and management should be used.⁴

The most typical emergency situations handled by the Polish police include: major incidents that are qualified as high-risk events and the movement of their participants; assemblies the organisation of which, following risk analysis, may involve incidents posing a threat to people’s lives and property, as well as to public safety and order; road blocks; occupation of buildings; organised police chases; offences of a terrorist nature; mass violations of public safety and order (e.g. social, economic, political or religious in nature).⁵ The above list of emergency incidents is obviously not comprehensive, as according to the National Police Chief, a crisis situation is also any other situation that may pose a threat to human life, health, property and public order and safety (e.g. a natural disaster). In such a case, however, there must additionally be a probability of control being lost over the course of events or escalation of the threat. Besides, in order to counteract or eliminate such a situation it is necessary to use more police officers (including organised police units or detachments or anti-terrorist squads).⁶

¹ Skoma W (Ed.), *Metody oceny ryzyka*. Warsaw: Szkoła Główna Służby Pożarniczej, 2015, p. 11.

² Stępiński M, *Teoretyczne i prawno-organizacyjne uwarunkowania decyzji dowódczych w Policji*. Szczytno: Wyższa Szkoła Policji 2015, p. 7.

³ Zdrodowski B, *Sytuacja kryzysowa*, [in:] Zdrodowski B (Ed.), *Teoria zarządzania kryzysowego*. Szczytno: Wyższa Szkoła Policji, 2014, pp. 56–57.

⁴ Marjański A, Starczewski J, Ciekankowski Z, *Planowanie i organizacja działań przedsiębiorstwa w sytuacjach kryzysowych*, [in:] Wilk-Woś Z (Ed.), *Bezpieczeństwo i zarządzanie kryzysowe. Bezpieczeństwo społeczności lokalnych*. Łódź-Warsaw: Społeczna Akademia Nauk, 2017, p. 294.

⁵ See: § 3 Zarządzenia nr 23 Komendanta Głównego Policji z dnia 24 września 2014 roku w sprawie metod i form przygotowania i realizacji działań Policji w związku ze zdarzeniami kryzysowymi, Dz.Urz. KGP in 2014.

⁶ *Ibid.*

Activities which are undertaken by the Police in relation to the occurrence of crisis situations may be conducted in the form of intervention, preventive security, action or a police operation⁷ One of the most important activities in relation to preparing police actions and operations is risk analysis and developing a security plan (a plan of activities of the commander of the action or police operation). The risk is understood here as a possibility of an event's occurrence which may have negative influence on the implementation of tasks and achievement of the objectives assumed by the Police, while risk analysis — as a process in which risk is identified and assessed due to the probability of its occurrence and the possible results.⁸ According to Jarosław Struniawski, the aim of risk analysis is to separate component parts of identified threats, with particular reference to 'possible events, causes of threat, location of threat, time and consequences of occurrence, finding their sources and assess the risk of their occurrence'.⁹ The author emphasises the fact that risk analysis is a continuous process, which means that it should be conducted at the stages of planning, securing and implementation. It has a direct influence on the efficiency of police activities, because it helps in determining what the appropriate sequence of events will be, as well as what police activities, means and forces will be enough to neutralise the threat or minimise its effects.¹⁰

Risk analysis is one of the basic factors which have an influence on the contents of the police security plan. Historical data regarding similar security actions and the professional experience of persons who prepare and approve it have an influence on its final shape. The plan of a commander of an action or a police operation (security plan) determines objectives and the organisation of police activities, the

⁷ Intervention and preventive security are simple forms of Police activities. The former has been described as immediate engagement of a Police officer or officers in the course of an event important for the state of order and public security (especially offences or minor offences). These activities are aimed at establishing the character, type and circumstances of the event that has occurred and steps taken towards restoring the violation of order and public security. On the other hand, preventive security is a set of organisational operations at an interventional level which are undertaken in order to prevent events violating legal norms when the result of the threat analysis indicates that their occurrence is probable (compare: § 2 ust. 1 pkt 12 oraz § 2 ust. 1 pkt 13 zarządzenia nr 23 KGP). A police action and operation is characterised by a definitely higher level of complexity. A police action has been defined as a set of operational, tactical, material and technical undertakings which are applied in crisis situations in order to prevent or eliminate the state of threat and, based on the kind of crisis situation and the accompanying circumstances, it is indicated that it is not possible to take effective actions only with the use of forces and means of the territorially competent Police unit (compare: § 2 ust. 1 pkt 14 zarządzenia 23 KGP). On the other hand, a Police operation is a different form an action as in this case an event which caused a crisis situation covers the area of more than one regional Police headquarters or county Police headquarters, or there is a necessity to carry out activities which extend in time, and which require the support of means and forces and logistic support which exceed the potential of the competent regional Police headquarters or county Police headquarters (compare. § 2 ust. 1 pkt 15 zarządzenia 23 KGP).

⁸ See: § 2 pkt 9 i 10 Zarządzenia nr 19 Komendanta Głównego Policji z dnia 29 grudnia 2016 roku w sprawie planowania strategicznego oraz systemu kontroli zarządczej (Dz.Urz. KGP z 2016 r., poz. 80).

⁹ Struniawski J, Dowodzenie w trakcie operacji policyjnych w zakresie imprez masowych i zgromadzeń publicznych. Szczytno: Wyższa Szkoła Policji, 2014, p. 179.

¹⁰ *Ibid.*, p. 180.

nature and way of carrying out particular tasks, the means and Police forces applied in activities, reporting lines and the rules of cooperation and coordination during the activities.¹¹ It should be also indicated, that because of a relatively high degree of predictability, in planning the security of typical categories of crisis situations, such as mass events, gatherings, public ceremonies or road blocks, the security planning process is less complicated. Without doubt more problems in the process of planning security are caused by acts of terror, natural disasters or technical failures.¹² However, one must remember, that each case of securing such events must be treated individually and applying already proven patterns should be done with considerable caution. Michał Stępiński accurately noticed, that 'treating a crisis situation as permanently occurring causes unfounded generalisation, which disturbs the understanding of its uniqueness'.¹³ Of course it does not mean that the past experiences of people responsible for planning and implementation of police security are irrelevant. According to the United Nations Interregional Crime and Justice Research Institute (UNICRI), they should be treated as a kind of good practice, which might help to avoid mistakes committed in the past¹⁴. A similar approach to applying and exchange of good practice in the context of securing mass events is presented by the European House of Major Events Security (The House).¹⁵

Diverse variants of activities which are designed on the basis of scenarios of the possible development of threat situations are an extremely important element of a police security plan. It is assumed, that creating such scenarios is an effective method of threat identification. One must remember, however, to include a different progression of events, even that least favourable from the Police's point of view. This extremely important prognostic task needs to be entrusted to people who have expert knowledge in the field.¹⁶

The Essence of an Information and Analytical System

Dynamic social, economic and technological development causes intensification of existing, and the formation of new, threats to security and public order. Therefore, its consequence must be the search for organisational, technical or training

¹¹ See: § 2 ust. 1 pkt 10 Zarządzenia 23 KGP.

¹² *Compare*: Struniawski J, *op.cit.*, p. 193.

¹³ Stępiński M, *op.cit.*, p. 101.

¹⁴ United Nations Inter-regional Crime and Justice Research Institute, Security of Major Events Toolkit for Policymakers and Security Planners. Turin: UNICRI 2005, p. 17.

¹⁵ *Compare*: The European House of Major Events Security, A User Guide for Police Security Planners and Policy Makers. Turin: UNICRI 2014, p. 34 and following. The House is a consortium of public institutions from 24 European countries and UN, which between 2012 and 2014 implemented a research project devoted to mass events security financed within 7th European Framework Program.

¹⁶ See: Penc J, *Strategiczny system zarządzania*. Warsaw: Agencja Wydawnicza Placet, 2001, p. 188 and following. The need to construct multivariate Police plans is expressed by: Struniawski J, *Dowodzenie...*, p. 192 and following.; Stępiński M, *Teoretyczne...*, p. 96; Rolka A, *Planowanie zabezpieczenia imprez masowych i zgromadzeń publicznych*, [in:] Nepelski M, Struniawski J (Eds), *Zarządzanie bezpieczeństwem imprez masowych i zgromadzeń publicznych*. Volume 2 Wymiar organizacyjno-praktyczny. Szczytno: Wyższa Szkoła Policji, 2016, p. 157.

solutions which improve the efficiency of the formations responsible for providing security. One of the basic ways which serves to implement this objective is scientific research. The literature indicates, that threats to security forces research to be conducted on their sources, forms and methods of their detection, monitoring and limiting, as well as removing their effects.¹⁷ The National Security Bureau also recognises the need to conduct research and development work in the area of security as one of the strategic tasks which are aimed at supporting national security.¹⁸

The Police Academy, Szczytno, having noticed the need to improve the process of planning Police security measures, has formed a scientific consortium, in which it is included as a leader. The other members of the consortium are the Polish Naval Academy in Gdynia, the War Studies Academy in Warsaw, the Institute of Security Technologies Moratex and Astri Polska Ltd. In 2015 the consortium was one of the winners of the 7th competition for defence and state security, which was organised by the National Centre for Research and Development. As a result, in December of 2015 the consortium and the entity organising the competition signed a contract for implementation and financing of the project called: 'Analytical and information system supporting risk management during planning and implementing Police activities' (contract No. DOB-BIO7/02/01/2015). The value of the grant for the project planned for 2015–2018 was set for PLN 6,310,000 (more than 1,488,000 euro).

The main aim of the project is to create a homogeneous computer database (containing current as well as historical data) together with an information and analysis system which are supposed to support planning and drafting variants of police activities. Moreover, a modular simulator of real actions for specialised combat police units is to be created within the project.

In order to build the system in question (hereinafter referred to as SIA), data collected and gathered in Police databases (e.g. System of Accidents and Collisions Records; Police Register of Mass Events; the Records — records of drivers violating traffic regulations; Firearm –records of lost firearms), obtained from other sources of limited access (e.g. the Central Records of Vehicles; the Central Records of Drivers; National Court Register) and the widely available ones (e.g. Marine Traffic; Live Air Traffic Control) will be used.¹⁹ The main element providing efficiency and effectiveness of the SIA will be an application with a planning and decision-making mechanism and predictive algorithms. The objective of the algorithms is to supply information on police actions success probability and the necessary means that have to be incurred in a crisis situation to develop their individual and intended variants. In this regard, using historical data and an algorithm defined on their basis,

¹⁷ *Compare*: Kulczycki R, Bezpieczeństwo a nuka i dydaktyka, [in:] Jałoszyński K, Wiśniewski B, Wojtuszek T (Eds), *Współczesne postrzeganie bezpieczeństwa*. Bielsko-Biała: Wyższa Szkoła Administracji, 2007, p. 272; Wiśniewski B (Ed.), *Bezpieczeństwo w teorii i badaniach naukowych*. Szczytno: Wyższa Szkoła Policji, 2011, p. 5.

¹⁸ Biuro Bezpieczeństwa Narodowego, *Biała Księga Bezpieczeństwa Narodowego Rzeczypospolitej Polskiej*. Warsaw: BBN, 2013, pp. 181–182.

¹⁹ *More on information systems, which may be a support in Police decision processes*: Siemianowski T, Truchan J.R, Kordalewski K, *Wybrane systemy informacyjne wspierające działania Policji*, [in:] Wilk-Woś Z, Stępiński M (Eds), *Bezpieczeństwo i zarządzanie kryzysowe. Zarządzanie bezpieczeństwem*. Łódź-Warsaw: Społeczna Akademia Nauk, 2017, p. 86 and following.

the SIA is to indicate required sources and resources, *modus operandi*, tactics and description of security infrastructure.

The SIA consists of modules. It includes a planning module (planning of prevention activities at the command and control centre, planning of combat activities of police units), an implementation module and a training module. In supporting the decision making process of policing operations commanders the SIA provides the mapping of:

- data on archive incidents,
- data on present incidents,
- data on police sources and resources,
- reference spatial data (road network, location points, maps).

SIA training capabilities

One of the desired effects of the research conducted is to use the developed system for training purposes. It is supposed to be implemented within the training system for policing operations commanders²⁰ and for police officers working in units that are competent in command and control tasks.²¹

The first of the courses mentioned is for police officers who are to act as commanders or deputy commanders of police actions or operations. Moreover, in order to participate in the course, one has to complete a course for police officers working at police units competent in command and control issues. According to course guidelines, its graduates will be able to prepare, conduct and summarise and evaluate police actions or operations.

A very important element of the course curriculum is its participants' involvement as observers in police actions or operations. It concerns mostly policing football matches which carry the status of a high-risk event. The participants can observe the work of a commander of policing activities and their staff, as well as the way of organising and conducting police actions. Moreover, a practically driven part of the course is also carried out in a simulator of police actions in crisis situations.²² It is an advanced computer system designed to conduct simulations. Such classes are run in the form of a training course with the use of a virtual computer simulation system. The simulator allows development of algorithms of conduct in crisis situations and to improve command in crisis situations.

²⁰ The course is conducted on the basis of Decyzja nr 173 komendanta głównego Policji z dnia 22 maja 2015 r. w sprawie programu nauczania na kursie specjalistycznym dla dowódców akcji i operacji policyjnych (niepubl.). The implementation of the course was assigned exclusively for the Police Academy, Szczytno.

²¹ The course is conducted on the basis of Decyzja nr 106 komendanta głównego Policji z dnia 10 maja 2017 r. w sprawie programu nauczania na kursie specjalistycznym dla policjantów komórek organizacyjnych Policji właściwych w sprawach sztabowych (Dz.Urz. KGP z 2017 r., poz. 34). Implementation of the course was assigned exclusively for the Police Academy, Szczytno.

²² The simulator has been prepared by the scientific consortium managed by the Police Academy, Szczytno. For its implementation the consortium was granted financing within the competition of the National Centre for Research and Development for development projects in the area of security and national defence. The financing was granted for years 2009–2011 in the amount of PLN 7,500,000 (more than 1,760,000 Euro).

Decision-making games at the tactical and strategic level are of significant importance.²³ They are supported by a multimedia decision-making training course which brings many benefits including: identification of mistakes and gaps in plans of action of commanders for policing, learning how to command police sources and resources, as well as those of collaborating entities, learning self-control and immediate reaction to mistakes, and learning team-work. It ought to be emphasised that this educational decision-making game perfectly simulates real actions and develops the ability to seek solutions and taking prompt decisions.

One of the practical objectives of the SIA is its integration with the Simulator of Police Actions in Crisis Situations. It is meant to be a tool used in the aforementioned multimedia decision-making course. It will particularly support course participants in specifying the aim, selecting risk-related information, conducting risk analysis, defining the structure of command for police actions or operations, assigning tasks, drafting risk scenarios, or establishing sources and resources necessary for successful task completion. It is worth mentioning that the SIA is currently being tested in courses run at the Police Academy, Szczytno. Anonymous evaluation of its usefulness by course participants is more than satisfactory.

The SIA may be also used as a tool that supports the running of the second of the courses mentioned. It is aimed at police officers who served at least one year in the command and control centre of the Police force. Therefore, the course participants are not experts in the field but police officers that have a relatively short work experience and a basic knowledge. The course is to broaden their experience in relation to planning, conducting and analysing command and control tasks with the main emphasis laid on police actions and operations. Taking the above into consideration, one should assume that while for commanders of policing courses the SIA will play crucial role in education process, during the course for less experienced police officers working in the command and control centre it will be utilized from time to time.

Final conclusions

Summing up the previous arrangements, it is worth mentioning the most important benefits that will be associated with the practical application of the SIA. First of all, it will provide its users with the best evaluation of the protected situation and, as a consequence, making rational decisions. In this case, access to numerous databases and the possibility of using models that facilitate risk assessment and forecasting the development of the situation will be extremely important. The user will be able to evaluate a given situation according to a variety of different criteria and adopt the most favourable scenarios of actions, the implementation of which will ensure the success of police protection.

However, it must be emphasised that the user, when planning activities, will be fully responsible for the decisions made. This means that he does not

²³ More on the simulator for Police activities in crisis situations, including additional possibilities of its application: Gudzbeler G, Nepelski M, Zintegrowana platforma symulacyjna podmiotów zarządzania kryzysowego — spójne środowisko wirtualne. *Bezpieczeństwo i Technika Pożarnicza*, 2/2005, Vol. 38, pp. 89–96; Gudzbeler G, Urban A, Nepelski M, Simulation of Police Actions and Operations. *Journal of Physical Science and Applications*, 4/2012, pp. 103–110.

have to take into account the SIA suggestion, which should be treated only as a decision support tool. A separate issue is the possibility of using the SIA for teaching purposes. It seems that in the integration with the Simulator of Police activities in crisis situations, the SIA will be a valuable tool that will increase the effectiveness of training police commanders of operations, including those who command the specialised combat units of the Police. Of course, this will require the introduction of relevant changes to the training programme. However, it will be possible only after the completion of the research project and a full evaluation of its effects.

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Streszczenie. Autor prezentuje w artykule istotę i możliwości wykorzystania systemu informatyczno-analitycznego wspomagającego proces decyzyjny w ramach policyjnych zabezpieczeń. System ten jest budowany przez konsorcjum naukowe, którego liderem jest Wyższa Szkoła Policji w Szczytnie. Natomiast finansowanie projektu zapewnia Narodowe Centrum Badań i Rozwoju. Głównym elementem, który ma zapewnić skuteczność działania budowanego systemu będzie aplikacja z mechanizmem planistyczno-decyzyjnym oraz algorytmami prognozowania. Zadaniem wspomnianych algorytmów jest dostarczanie informacji o prawdopodobieństwie powodzenia policyjnych działań oraz niezbędnych nakładach, które w danej sytuacji kryzysowej należy ponieść, aby zrealizować ich poszczególne, zakładane warianty. W tym względzie — wykorzystując dane historyczne i opracowane na ich podstawie algorytmy — system ma wskazywać niezbędne siły i środki, sposób i taktykę działań oraz charakterystykę infrastruktury bezpieczeństwa. W publikacji są również prezentowane podstawowe mechanizmy procesu dowodzenia policyjnym zabezpieczeniem podczas sytuacji kryzysowych oraz ogólne uwagi dotyczące procesu doskonalenia zawodowego osób, które kierują tego rodzaju zabezpieczeniem. Szczególne znaczenie w powyższym względzie autor przypisuje kursowi dedykowanemu oficerom Policji, którzy mają pełnić funkcje dowódcy lub zastępcy dowódcy policyjnego zabezpieczenia. Zajęcia są w nim prowadzone na Symulatorze działań Policji w sytuacjach kryzysowych. Jest to forma zaawansowanego treningu sztabowego z wykorzystaniem wirtualnego systemu symulacji komputerowej. Symulator umożliwi wypracowanie algorytmów postępowania w zdarzeniach kryzysowych oraz doskonalenie procesu dowodzenia w zdarzeniach kryzysowych. Jednym z użytecznych celów budowy systemu informacyjno-analitycznego jest jego integracja z Symulatorem działań Policji w sytuacjach kryzysowych. W tym zakresie ma on być narzędziem wykorzystywanym w ramach multimedialnego treningu decyzyjnego. Autor dochodzi do wniosku, że zakładane funkcjonalności budowanego systemu informatyczno-analitycznego będą miały korzystny wpływ zarówno na edukacyjny proces podnoszenia kwalifikacji zawodowych dowódców policyjnych zabezpieczeń, jak i rzeczywisty proces planowania, realizacji i oceny samych zabezpieczeń.

Резюме. В статье представлена сущность и оперативный потенциал информационно-аналитической системы, поддерживающей процесс принятия решений во время полицейских операций по обеспечению безопасности. Система разрабатывается научным консорциумом во главе с Академией полиции в г. Щитно. Финансирование проекта осуществляется Национальным центром исследований и развития. Основным элементом обеспечения эффективности рассматриваемой системы будет являться приложение с механизмом планирования и принятия решений, а также алгоритмами прогнозирования. Задача этих алгоритмов — предоставить информацию о вероятности успеха операции полиции и необходимых ресурсах, которые в данной чрезвычайной ситуации необходимо задействовать для реализации определенных предполагаемых вариантов. В связи с этим, используя исторические данные и разработанные на их основе алгоритмы, система должна определять необходимые силы и средства, методы и тактику операции, а также характеристику инфраструктуры безопасности. Кроме того, в статье представлены основные механизмы полицейского управления и контроля в чрезвычайных ситуациях, а также общие замечания на тему профессионального повышения квалификации сотрудников, управляющих данными видами полицейских операций. Особое значение в этом отношении автор приписывает спецкурсу для офицеров полиции, которые должны выполнять функции командира или заместителя командира полиции во время операции. Во время курса занятия проводятся с использованием Тренажера деятельности полиции в чрезвычайных ситуациях. Это форма расширенного тренинга командного состава с использованием системы виртуальной компьютерной симуляции. Тренажер позволяет разрабатывать алгоритмы поведения в случае возникновения ЧС и совершенствовать управление силами и средствами в чрезвычайной ситуации. Одной из универсальных целей построения информационно-аналитической системы является ее интеграция с Симулятором полицейской деятельности в случае возникновения ЧС. В этом отношении он должен стать инструментом, используемым при подготовке к принятию решений в рамках мультимедийного тренинга. Автор приходит к выводу, что предполагаемые функциональные возможности создаваемой информационно-аналитической системы окажут положительное влияние как на образовательный процесс повышения профессиональной квалификации управляющих операцией полиции, так и на действительный процесс планирования, реализации и оценки самих мер безопасности.

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