

IT 4 Sec Reports

***POLAND:
Capabilities, Organisations, Policies, and
Legislation in crisis management
and disaster response***

Vesselin Petkov
Todor Tagarev

***ПОЛША:
Способности, организация, политики и
законодателство за управление на
кризи и реагиране при бедствия***

Веселин Петков
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IT4SecReports 119 „POLAND: Capabilities, Organisations, Policies, and Legislation in crisis management and disaster response“ Within the project **Driving Innovation in Crisis Management for European Resilience (DRIVER)**, <http://driver-project.eu/>, the Centre for Security and Defence Management conducted high-level analysis of the crisis management capabilities, organisation, policies, and legislation (COPL) of ten countries in Central, Eastern, and South-Eastern Europe and the evolution of civil-military coordination in crisis management. This study examines the complex architecture of Poland's crisis management system. The paper deliberates on its pivotal part, i.e. the national firefighting and rescue efforts, as well as on the levels at which those are applied and their mechanics. The study also discusses the involvement of other services and structures that support or make part of the wider Polish crisis management system.

Keywords: disaster preparedness, disaster response, Poland, National Firefighting and Rescue System, Standing Operating Procedures

IT4Sec Reports 119 „ПОЛША: Способности, организация, политики и законодателство за управление на кризи и реагиране при бедствия“ В рамките на проект **Driving Innovation in Crisis Management for European Resilience (DRIVER)**, <http://driver-project.eu/>, Центърът за мениджмънт на сигурността и отбраната изготви експертен анализ на способностите, организацията, политиките и законодателството в областта на управлението при кризи за десет държави от Централна, Източна и Югоизточна Европа и развитието на гражданско-военното сътрудничество при управление при кризи. Обект на настоящето изследване е сложната архитектура на полската система за управление при кризи. Докладът се фокусира върху централния елемент на системата – националните структури за противопожарна защита и спасяване; нивата, на които действат; и функционирането им. Изследването обхваща също и други структури и служби, съставляващи или подпомагащи полската система за управление при кризи в широк смисъл.

Ключови думи: подготовка, отговор при бедствия, Полша, Национална система за противопожарна защита и спасяване, стандартни оперативни процедури

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Overview

- Poland is a country in the eastern part of Central Europe with an area of almost 312 000 sq. km. Poland is an almost unbroken plain reaching from the Baltic Sea in the north, to the Carpathian Mountains in the south.
- The Polish crisis management system is a complex architecture which is still under construction. The heavy floods of 1997, 2001 and 2010 exposed significant shortcomings and prompted a series of legal and institutional reforms.
- In Poland, there is no single authority dealing with disaster management. The structure of the Polish emergency management has five levels: state, ministry (central government body), province (voivodeship), county (powiat) and district (commune, gmina).
- The national firefighting and rescue efforts are the pivotal part of the crisis management system of the country. The Chief Commandant of the State Fire Service, under the supervision of the Minister of the Interior, is the central body of the state administration responsible for the organisation and management of those activities.



Figure 1: Symbol of the Polish State Fire Service.

- Several services and structures also support or make part of the wider Polish crisis management system, including (but not limited to): the Police; the Border Guard; the State Inspection for Environment Protection; the Institute for Meteorology and Water Management; the National Atomic Energy Agency; the mining rescue stations; the maritime search and rescue service; the naval rescue service; NGOs, e.g. Mountain Volunteer Rescue Service; Tatra Mountains Volunteer Rescue Service; Water Volunteer Rescue Service; Mazurian Rescue Service and others.
- The role of the private sector in the civil security system is limited, while NGOs are important and cooperate closely with the state institutions. The Volunteer Fire Service is the biggest part of the volunteer sector in Poland.

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List of Abbreviations

BDOT	Topographic Objects Database
CAR	Central Reporting Application
CEI	Central European Initiative
CEUDIP	Central European Disaster Prevention Forum Platform
CNBOP-PIB	Scientific and Research Centre for Fire Protection
CTIF	International Association of Fire and Rescue Service
DSM	Digital Surface Model
DTM	Digital Terrain Model
EADRCC	Euro-Atlantic Disaster Response Coordination Centre
EFA	European Fire Academy
EFDR	European Forum for Disaster Risk Reduction
EU ERCC	Emergency Response Coordination Centre
EU MIC	EU Monitoring and Information Centre
FEU	Federation of the European Union Fire Officer Associations
GCS	Government Security Centre
GFFFV	Ground Forest Fire Fighting using Vehicles
GOPR	Mountain Volunteer Search and Rescue
HCP	High Capacity Pumping
INSARAG	International Search and Rescue Advisory Group
ISOK	IT System of the Country's Protection against Extreme Hazards
JHA	Justice and Home Affairs
JRC	[EU] Joint Research Centre
KSWSiA	National Contamination Detection and Alerting System
MOPR	Mazurian Volunteer Search and Rescue
NCMP	National Crisis Management Plan
NFRS	National Firefighting and Rescue System
NPDRR	National Platform for Disaster Risk Reduction
OCHA	UN Office for Coordination of Humanitarian Affairs
PECO	Pays d'Europe Centrale et Orientale
PPL	Act on Public Procurement
PRIOL	Rescue and Civil Protection Program
PSP	Państwowa Straż Pożarna (State Fire Service)

SMOK	System Monitoringu i Osłony Kraju
TOPR	Tatra Volunteer Search and Rescue
UNECE	United Nations Economic Commission for Europe
WOPR	Water Volunteer Search and Rescue

1 Policy

The Polish crisis management system is a complex architecture which is still under construction.

The heavy floods of 1997, 2001 and 2010 exposed significant shortcomings and prompted a series of legal and institutional reforms.

From a structural perspective, the crisis management (CM) system in Poland has five levels, revolving around central and local government actors. From an operational point of view, the country's fire service plays a major role. The civil defence efforts are also coordinated by the fire service.

The role of the private sector in the civil security system is limited, while NGOs are important and cooperate closely with the state institutions. The Volunteer Fire Service is the biggest part of the volunteer sector in Poland.

After EU accession in 2004, Poland has increased involvement in EU civil protection structures and has activated the EU's Monitoring and Information Centre. The country also relies on bilateral agreements with neighbours.

1.1 Risk Assessment

In 2007 the Joint Research Centre's Institute for the Protection and Security of the Citizen published a report on "Risk Mapping in New Member States,"¹ a result of research carried within the 5th and 6th Framework Programmes, aimed, among others, at examining the existing situation in the 10 PECO (standing for Pays d'Europe Centrale et Orientale; French for Countries of Central and Eastern Europe) countries for mapping of eight priority natural (floods, forest fires, storms, earthquakes, landslides) and technological hazards (industrial installations, transport of dangerous goods and contaminated lands).

According to the report, qualitative self-evaluation by Polish experts shows that the eight hazards have been classified, as follows:

- Carrying high risk - floods, forest fires and transport of dangerous good;
- Carrying medium risk - chemical, contaminated lands, pipelines, transboundary pollution, storms; and
- Carrying low risk - landslides and earthquakes.

¹ "Risk Mapping in the New Member States," JRC Scientific and Technical Reports, available at: http://www.preventionweb.net/files/5455_JRC38184.pdf

Countries	Floods	Indust. Install.	Transport of Dang. Goods	Forest Fires	Contaminated Lands	Storms	Earthquakes	Land-slides
Romania	High	Medium	Medium	Medium	Medium	High	High	High
Bulgaria	Medium	High	High	High	Low	Medium	High	Medium
Czech Republic	High	Medium	High	Medium	High	Medium	Low	Medium
Poland	High	Medium	High	High	Medium	Medium	Low	Low
Hungary	High	Medium	High	Medium	Medium	Low	Low	Low
Slovenia	High	Medium	Low	Medium	Low	Low	High	Medium
Slovakia	High	High	Low	Low	High	Low	Low	Medium
Latvia	Medium	High	High	Medium	Low	Low	n/a	n/a
Estonia	Low	Medium	High	Medium	Low	Medium	Low	Low
Lithuania	Medium	Medium	Medium	Medium	Low	Medium	Low	Low
Cyprus	Low	Medium	Low	Medium	Low	Low	Medium	Low

Legend

High	HIGH
Medium	MEDIUM
Low	LOW
n/a	NOT APPLICABLE

Figure 2: Risk Mapping of Poland.

From a methodological point of view, the JRC project relates “high risk” with a hazard that is present within the vast majority of the country (more than 2/3 of it) or, alternatively, when the hazard is confined only to particular areas but in case of an accident, the effect could be significant for at least one major population centre or an important economic resource.

Table 1: Classification of Risks

Type of risk	Territory	Population/resource affected
High risk	HR>2/3	Major population centre
Medium risk	1/3<MR<2/3	Minor population centre
Low risk	LR<1/3	No population centre affected

Floods

As evident from statistical data tabled below, floods have affected the largest number of people in Poland and have caused the greatest damage to the country's economy.

Table 2: The most affecting (in terms of financial damage) disasters in Poland for the period 1900 – 2014.

Disaster	Date	Damage (000 US\$)
Flood	3/7/1997	3500000
Flood	17/05/2010	3080000
Flood	20/07/2001	700000
Flood	May-87	500000
Storm	18/01/2007	100000
Flood	22/06/2009	100000
Flood	Jan-82	53000
Storm	24/01/1990	50000
Storm	1/3/2008	50000
Storm	4/12/1999	10000

Source: "EM-DAT: The OFDA/CRED International Disaster Database www.em-dat.net - Université Catholique de Louvain - Brussels – Belgium," Created on: Sep-11-2014. - Data version: v12.07

Table 3: The most affecting (in terms of people killed) disasters in Poland for the period 1900 – 2014.

Disaster	Date	No Killed
Extreme temperature	1/11/2009	298
Extreme temperature	10/10/2001	270
Extreme temperature	Nov-10	200
Extreme temperature	Oct-05	191
Extreme temperature	Oct-02	183
Extreme temperature	Oct-99	154
Extreme temperature	1/12/2012	101
Extreme temperature	Dec-00	84
Storm	6/7/1928	82
Extreme temperature	1/11/2008	82

Source: "EM-DAT: The OFDA/CRED International Disaster Database www.em-dat.net - Université Catholique de Louvain - Brussels – Belgium," Created on: Sep-11-2014. - Data version: v12.07

Table 4: Summarised table of natural disasters in Hungary between 1900 and 2014.

		# of Events	Killed	Total Affected	Damage (000 US\$)
Earthquake (seismic activity)	Earthquake (ground shaking)	1	-	1050	-
	ave. per event		-	1050	-
Extreme temperature	Cold wave	15	1650	-	-
	ave. per event		110	-	-
	Extreme winter conditions	1	191	-	-
	ave. per event		191	-	-
Flood	Unspecified	1	-	1000	-
	ave. per event		-	1000	-
	Flash flood	2	30	15700	700000
	ave. per event		15	7850	350000
	General flood	10	83	351874	7233000
	ave. per event		8.3	35187.4	723300
Storm	Unspecified	4	20	-	51100
	ave. per event		5	-	12775
	Extratropical cyclone	4	11	1060	160000
	ave. per event		2.8	265	40000
	Extratropical cyclone (winter storm)	2	7	53	50
	ave. per event		3.5	26.5	25
	Local storm	5	91	1292	7900
	ave. per event		18.2	258.4	1580
Wildfire	Forest fire	2	35	-	-
	ave. per event		17.5	-	-

Source: "EM-DAT: The OFDA/CRED International Disaster Database www.em-dat.net - Université Catholique de Louvain - Brussels - Belgium," Created on: Sep-11-2014. - Data version: v12.07

Elements of strategic risk assessment related to natural disasters could be found in the White Book on National Security of the Republic of Poland,² which has been published in 2013. The White Book represents the outcome of the Polish National Security Strategic Review. The document assesses the

2 Website of White Book on National Security of the Republic of Poland, <http://www.spbn.gov.pl/sbn/english-version/5043,English-version.html>

state of Poland's security system, and provides policy recommendations. The White Book defines the challenges related to disasters caused by the man or natural catastrophes as an element that shapes the internal security landscape in Poland. According to the document, areas of high-risk human activity, such as power engineering, extracting industry, environmental interferences, increase the chance of occurrence of events with disastrous effects.³

As regards disasters caused by natural factors, the White Book expects "ever more frequent violent weather phenomena." The document specifically mentions the risk of extensive floods, adding that their frequency may grow in the next 5-10 years, which – "given deficiencies of the protection infrastructure" – would cause even more significant losses to the state and the citizens.

In addition to that, in July 2013 a report (classified as confidential) on the threats to national security was adopted, identifying the most significant threats to national security and to risks stemming from them.⁴ The document also includes strategic objectives and projects to be implemented to minimise potential risks and their consequences. The report of 2013 identified 53 risks and scenarios that could affect the security and the international status of the country. The report analysed risks related to terrorism, major risks of natural or industrial origin (e.g, floods, epidemics, epizootics, chemical pollution, drought, reduction of the supply of electricity, reduction of the supply of liquid fuels). On the basis of the report, a national plan for emergency management is adopted.

On the basis of the list and description of threats in the plan it is possible to determine the most frequent threats in Poland, their location, probability of occurrence and potential effects on the population, environment and infrastructure.⁵

In terms of risk assessment, a national project called ISOK deserves mention, which is aimed at ensuring an efficient system for the country's protection against extreme hazards (supporting local planners), with focus on flood risk management. The products of the project carried out by the National Water Management Authority, the Institute of Meteorology and Water Management, the Head Office of Geodesy and Cartography at the National Research Institute, the National Institute of Telecommunications, and the government security centre, include the following:

- flood hazard maps and flood risk maps;
- IT system of ISOK;
- report on identification of national information systems;
- preliminary flood risk assessment;
- meteorological hazard maps;

3 Website of White Book on National Security of the Republic of Poland, <http://www.spbn.gov.pl/sbn/english-version/5043.English-version.html>

4 "Raport o zagrożeniach bezpieczeństwa narodowego," Website of the Government Security Centre, in Polish, http://rcb.gov.pl/?page_id=3702

5 Paulina Pajkiert Vela, "Strengthening the Legal and Policy Framework for International Disaster Response in Poland," Website of the Polish Red Cross, http://www.ifrc.org/docs/IDRL/Poland-%20Strengthening%20the%20Legal%20and%20Policy%20Framework%20for%20International%20Disaster%20Response_09%20APR%202014.pdf

- other hazard maps;
- Topographic Objects Database (BDOT);
- Digital Terrain Model (DTM) and Digital Surface Model (DSM);
- Digital Elevation Model Management System;
- digital orthophotomap;
- map of hydrological division of Poland in the scale 1:10 000.

Overall, national risk assessment is aimed at achieving forecasting accuracy of time and location as well as intensity of unfavourable or severe natural phenomena with enough lead time for prevention activities to eliminate or reduce threat⁶.

In terms of assessing transboundary risks, Poland cooperates actively with neighbours and other countries in the region along legal, organisational, technical aspects lines to identify relevant institutions; to exchange information about threats in border areas and such concerning relief and recovery measures of the effects of extreme hazards; and to prepare effective and simple procedures for coordinated response. The cooperation takes the form of bilateral agreements and of international agreements under the auspices of the United Nations. Examples of the latter include the United Nations Economic Commission for Europe, the Council for the Baltic Sea States, the Central European Initiative and the UN Office for the Coordination of Humanitarian Affairs (which includes INSARAG – International Search and Rescue Advisory Group).

Poland has carried out international cooperation on disaster risk reduction with the Central European Disaster Prevention Forum Platform (CEUDIP), the European Forum for Disaster Risk Reduction and a European Network of National Platforms.

The cooperation is coordinated by the Ministry of the Interior and the Ministry of Foreign Affairs, with key participation of the fire service and the Institute of Meteorology and Water Management.⁷

1.2 Policy and Governance

In Poland, there is no single authority dealing with disaster management. The structure of the Polish emergency management has five levels: state, ministry (central government body), province (voivodeship), county (powiat) and district (commune, gmina).⁸

Coordination at the five levels is carried by the Government Crisis Management Team, the Ministry/ Body CM Team, Provincial CM Team, the County CM Team and District CM Team, with the

6 Poland: National Progress Report on the Implementation of the Hyogo Framework for Action (2009-2011) – Interim, available at www.preventionweb.net/english/hyogo/gar/2011/en/bgdocs/hfa/15978_pol_NationalHFAprogress_2009-11.pdf

7 Poland: National Progress Report on the Implementation of the Hyogo Framework for Action (2009-2011)

⁸ Website of the Government Security Centre, http://rcb.gov.pl/?page_id=489, and Piotr Matczak and Grzegorz Abgarowicz, “Country study: Poland,” Analysis of Civil Security Systems in Europe

management responsibilities assigned to the Prime Minister and the Cabinet, the respective Minister/Head, the provincial governors, the county administrators, and the mayors, respectively.

Table 5: Crisis Management Levels in Poland

Level	Management	Coordination
State	Prime Minister, Cabinet of Ministers	Government CM Team; Government Security Centre
Ministry/Government Body	Minister/ Head	CM Team
Province / Voivodeship	Provincial Governor	Provincial CM Team; Provincial CM Centre
County / Powiat level	County Administrator (starost)	County CM Team, County CM Centre
District / Commune level	District/Borough Administrator or Mayor	District CM Team, District CM Centre (if needed)

The national firefighting and rescue efforts are the pivotal part of the crisis management system of the country. The Chief Commandant of the State Fire Service, under the supervision of the Minister of the Interior, is the central body of the state administration responsible for the organisation and management of those activities.

The system involves state firefighting and rescue units, volunteer firefighting units, industrial fire service units, industrial rescue service units, hospitals in major Polish cities, national experts specialising in different types of rescue operations.

Several⁹ services and structures also support or make part of the wider Polish CM system, including (but not limited to):

- the Police;
- the Border Guard;
- the State Inspection for Environment Protection;
- the Institute for Meteorology and Water Management;
- the National Atomic Energy Agency;
- the mining rescue stations;
- the maritime search and rescue service;
- the naval rescue service;
- NGOs, e.g. Mountain Volunteer Rescue Service; Tatra Mountains Volunteer Rescue Service; Water Volunteer Rescue Service; Mazurian Rescue Service and others.

⁹ A list of the so-called Ministry of Interior group is available at <https://msw.gov.pl/en/ministry/mi-group>, while the website of the Polish State Fire Service refers to organisations supporting the CM system <http://www.straz.gov.pl/page/en.php>

Volunteer fire brigades within the rescue and firefighting system traditionally carry out fire fighting and prevention activities. Their functions, however, have evolved in recent years. The brigades have become more commonly involved in other types of rescue operations, including primarily technical or road incidents, where various rescue methods and measures are applied. Quite often volunteer firefighters are the first to appear at the site of an accident and take measures to save people's life, health, and property.

Early warning

A Central Reporting Application (CAR) system is being developed in Poland – at the request of the Ministry of Administration and Digitalisation by the Podlasie Voivodeship Office in cooperation with the Government Security Centre (GCS) – to enable collection of comprehensive information on threats from the local level up to the central level and to reduce the amount of data being duplicated by officers on duty in the crisis management centres.¹⁰

In the event of a disaster, the GCS uses an interactive tool: the Geographic Information System, which allows access to the appropriate information, like the availability of rescue equipment and of rescuers, which results in a shortening of the dispatch time.¹¹

Early warning is implemented pursuant to a regulation of the Council of Ministers of 2013 concerning contamination detection and notification systems and the competence of authorities. The regulation provides the legal base for unification and replacement of the previous warning signal system based on mechanical sirens with two signals: to announce and call-off an alarm with an option of broadcasting voice announcements. The second way of informing involves mass media. Work is in progress on enhanced threat notification systems and the use of hybrid TV as well as text messages.

A system of systems, the National Contamination Detection and Alerting System (KSWSiA)¹² was established pursuant to the aforementioned regulation. The system is supervised and coordinated by the Minister of National Defence with the support of the Contamination Analysis Centre of the armed forces. KSWSiA has communication and information elements subordinated to five ministries (national defence, interior, environment, health and infrastructure), which include Contamination Detection System of the armed forces, the systems that monitor epidemics and communicable diseases; the system of early detection stations and of radiation monitoring points; detection, alert and early warning systems (supervised by voivodes); detection and alert system, organised as per the Plan for Combating Environmental Threats and Maritime Pollution (of the Maritime Search and Rescue Service).

10 Paulina Pajkiert Vela, "Strengthening the Legal and Policy Framework for International Disaster Response in Poland."

11 Paulina Pajkiert Vela, "Strengthening the Legal and Policy Framework for International Disaster Response in Poland."

12 Government Security Centre, <http://rcb.gov.pl/wp-content/uploads/2011/02/kswsia.pdf>

Other systems

The responsibilities of relevant authorities related to monitoring and early warning are also supported by the following systems:

- Monitoring and National Protection System (System Monitoringu i Osłony Kraju (SMOK) of the Institute of Meteorology and Water Management – monitoring of hydrological and meteorological hazards;
- System for Acquisition and Processing of Hydrogeological Data of the Polish Geological Institute (<http://www.psh.gov.pl/en/>); and
- System Osłony Przeciwośuwiskowej (SOPO) PIG-PIB – monitoring of landslides.

Societal perceptions

Despite the positive assessment of the role of institutions in ensuring Poland's security, the prevailing conviction is that the country is not prepared adequately to act in emergency and unforeseen situations – whether caused by the forces of nature or negligence on the part of people, or planned and organised by forces hostile to Poland. Such situations include e.g. floods, which were experienced by Poles several times in recent years. This is probably the reason for the particularly severe criticism of the state's preparedness to encounter natural disasters (61 per cent of negative answers, and 23 per cent of the positive ones).¹³

1.3 Financing

International Aid

Created as a reaction to the heavy floods in Central Europe in the summer of 2002, European Union's Solidarity Fund (EUSF) is aimed at responding to major natural disasters and express Europe's solidarity to region suffering the consequences of disasters. Since then, it has been activated on 60 occasions, including floods, forest fires, earthquakes, storms and drought in 23 European countries. As of September 2014, the Fund has provided funding of over Euro 3.6 bln. Poland has received a total of EUR 105.6 mln. of aid for the floods in May 2010 – covering only a small percentage of the total estimated damage of almost EUR 3 bln.¹⁴

1.4 Policy review, Evaluation & Organisational Learning

1.4.1 Regular policy reviews

In Poland, a strategic review of the whole national security system was performed, one of the outcomes of which was a White Book providing, among other things, strategic guidance for the crisis management system.

13 White Book on National Security of the Republic of Poland, <http://www.spbn.gov.pl/sbn/english-version/5043,English-version.html>

14 European Commission, The Funds, http://ec.europa.eu/regional_policy/thefunds/doc/interventions_since_2002.pdf

The document proposes a comprehensive approach to be taken within the framework of the National Firefighting and Rescue System (NFRS), with strategic tasks being risk analysis and identification of threats, the elaboration of emergency plans (incl. rules on the use of force, inter-agency cooperation, means of communication, etc.), monitoring, informing, warning and alarming people and institutions, services and other entities performing tasks related to civil protection about threats, educational activities, organisation of rescue exercises, international cooperation.

In terms of actions to be taken to achieve the operational strategy, the White Book advises the issues related to civil defence to be regulated in a comprehensive manner with a separate statutory act, to properly place the protection of population tasks within the state security system and divide the roles of involved public administration bodies, leading to harmonisation of applicable laws and to streamline responses. The proposed act and related laws should prepare the groundwork to improve public education and determine the rules for civilian involvement.¹⁵

In operational terms, the regulations should streamline inter-agency cooperation, adjust control mechanisms, put in place adequate mechanisms for coordination of rescue operations and provide the basis for the functioning of rescue dispatch centres. The White Book makes a note that the Ministry of Interior has initiated such a systematisation of the existing rules regarding the protection of the population and civil defence by means of preparing a draft law on protection of the population. However, it further argues that the draft's scope could be extended to cover the rescue element to achieve greater coherence and functional integration within the crisis management system, as well as to take out non-defence issues contained in the current act on the general defence duty and transfer them to the proposed act.¹⁶

The document deems it necessary that the National Firefighting and Rescue System be transformed into a National Rescue System, functioning according to unified rules, pertaining to: notification; “the alerting system; the organization and coordination of rescue operations; the procedures applicable to emergency rescue operations; the system of rescue training; communications systems for all rescue entities; the unification of equipment used by rescue entities; the documentation of events; the information exchange and database systems and the criteria of the efficiency of their operation.”¹⁷ The national rescue system should be centred around providing emergency response at district level and on coordination and support at provincial and national levels.

15 Website of White Book on National Security of the Republic of Poland, <http://www.spbn.gov.pl/sbn/english-version/5043,English-version.html>

16 White Book on National Security of the Republic of Poland, <http://www.spbn.gov.pl/sbn/english-version/5043,English-version.html>

17 White Book on National Security of the Republic of Poland, <http://www.spbn.gov.pl/sbn/english-version/5043,English-version.html>

2 Legislation

2.1 Crisis (emergency, disaster) management concept

The legal base of the crisis management in Poland is formed by the Constitution of the Republic of Poland,¹⁸ which was adopted on 2 April 1997.

Chapter XI stipulates the rules concerning extraordinary measures, namely martial law, a state of emergency or a state of natural disaster. Extraordinary measures may be introduced only by regulation, issued according to the statutes, and are required to be publicised. Separate acts determine the principles for activity of organs of public authority and the degree to which the freedoms and rights of persons and citizens may be subject to limitation.

As far as functioning of the state is concerned, art. 228, p. 7 stipulates that during a period of introduction of extraordinary measures, the following shall not be subject to change: the Constitution, the Acts on Elections to the Sejm, the Senate and organs of local self-governments, the Act on Elections to the Presidency, as well as statutes on extraordinary measures. Moreover, during a period of introduction of extraordinary measures, as well as within the period of 90 days following its termination, the term of office of the Sejm may not be shortened, nor may a nationwide referendum, nor elections to the Sejm, Senate, organs of local self-government nor elections for the Presidency be held, and the term of office of such organs shall be appropriately prolonged. Elections to organs of local self-government shall be possible only in those places where the extraordinary measures have not been introduced.

A state of martial law is declared by the President In the case of external threats to the State, acts of armed aggression against the territory of the Republic of Poland or when an obligation of common defence against aggression arises by virtue of international agreement. According to art. 230, a state of emergency may be introduced in the case of threats to the constitutional order of the State, to security of the citizenry or public order. Art. 232 of the Polish Constitution stipulates that in order to prevent or remove the consequences of a natural catastrophe or a technological accident exhibiting characteristics of a natural disaster, the Council of Ministers may introduce, for a definite period no longer than 30 days, a state of natural disaster in a part of or upon the whole territory of the State.

In April 2013, the Polish Council of Ministers adopted a Strategy of Development of the National Security System of the Republic of Poland 2022.¹⁹ In its part on challenges, development trends and development vision of the national security system of the Republic of Poland, the Strategy defines “the possibility of crisis situation, occurring as a consequence of natural disasters, human activity or

18 The Constitution of the Republic of Poland, <http://www.sejm.gov.pl/prawo/konst/angielski/kon1.htm>

19 Strategy of Development of the National Security System of the Republic of Poland 2022, Ministry of National Defence, http://mon.gov.pl/z/pliki/dokumenty/rozne/2014/01/ENGLISH_SRSBN_RP_do_pobrania.pdf

of various global processes and phenomena” as challenge to national security. Thus the Strategy notes “it is crucial to maintain the highest level of response capability for such kind of occurrences, fast minimisation of their consequences, as well as their prevention, if only possible. It is particularly significant to provide appropriate resilience of critical infrastructure to crisis situations.”

The Strategy contains specific texts regarding the capabilities of the Polish Armed Forces to carry out missions in crisis situations – section 2.1.3. on the provision of military support to government bodies during crisis situations of a non- military character envisage “preparation and readiness to use means and powers to clear areas off explosives and other dangerous materials, perform ice breaking and flood management actions and liquidate the consequences of natural disasters,” while section 2.2.4. on the establishment of the National Reserve Forces calls for a reinforcement of the professional armed forces by the reserve forces in “a situation of intensified, military or non-military, threats, related to the necessities of crisis management, including natural disasters and liquidation of their effects, antiterrorist actions, protection of property, search and rescuing or protecting human life and health.”

2.2 General crisis (emergency, disaster) management law

The general crisis management law in Poland is the Act on Crisis Management²⁰ of 26 April 2007. It gives definitions of basic terms, and specifies the authorities responsible for crisis management, their tasks and the general principles for crisis management.

Art. 2 of the Act defines crisis management as “activity of public administration authorities as an element of managing national security management system, which consists of preventing crisis situations, preparing to take control over them by way of planned activities, responding in case of emergencies, removal of their effects and the reconstruction of the resources and critical infrastructure.”

The Act also stipulates the procedures pertaining to civil planning, understood as “overall organisational projects aimed at preparing the public administration to manage crisis,” and critical infrastructure protection.

Article 8 of the Act provides the legal base for the establishment of a Government Crisis Management Team “under the Council of Ministers as a body issuing advise and opinions for the issues of initiating and coordinating activities related to crisis management” and further details its composition.

In addition to that, the Act stipulates the set-up of a Government Security Centre (GCS) with the aim to “increase the ability of competent services and public administration authorities to cope with difficult situations” and to “form a capable response system for crisis situations, when routine

20 Act on Crisis Management, Website of Government Security Centre, <http://rcb.gov.pl/eng/wp-content/uploads/2011/03/ACT-on-Crisis-Management-final-version-31-12-2010.pdf>

resources and operational procedures prove insufficient.” The Act also defines the mission and the tasks of the GCS.

As noted above, work on a draft Act on Protection of the Population has commenced.

2.3 Specific, department/agency-level legal arrangements and regulations on emergency and disaster management

Three acts, on a State of Martial Law and (...), on a State of Emergency, and on a State of Natural Disaster, provide definitions, codes of conduct for involved authorities and the scope of limitations of human rights and freedoms in each of the three extraordinary cases. However, the aim of the acts, all adopted in 2002, was mostly to clarify the responsibilities for action in case of an emergency, as the floods of 1997 exposed ambiguities in the interpretation of the regulations.

Two acts of 24 August 1991, on the State Fire Service and on Fire Prevention, form the legal basis for the organisation and functioning of the State Fire Service.

The Polish legal framework also includes an Act of 21 November 1967 on universal obligation to defend the Republic of Poland, which regulates to so called “civil defence” system. Pursuant to the abovementioned Act, the main government administration authority in the field of civil defence is the Chief of the National Civil Defence, who is appointed by the Prime Minister on the request of the minister competent for internal affairs. The Chief of the National Civil Defence shall report to the minister competent for internal affairs. At present, the Chief Commandant of the State Fire Service, is also the Chief of the National Civil Defence.²¹

Executive civil defence authorities are the starostes, commune heads, mayors and city presidents. Civil defence chiefs in relevant provinces, counties and communes shall manage and coordinate preparation and realisation of projects in the area of civil defence by state institutions, entrepreneurs and other organisational units and social organisations acting on their territory.

However, Art. 140 of the Act on universal obligation to defend the Republic of Poland, “a statutory basis for issuing regulations by the Government in respect of specification of duties and rights of institutions in the field of civil defence, matters of civil defence formations and signals of common warning and alarming” was cancelled, creating a legal vacuum in some areas of civil defence, which is expected to be filled with the act on protection of population.

The tasks of the organs of government and self-government administration, implemented within crisis management, were included in following legal acts:

- Act dated 23 January 2009 on Provincial and Government Administration in a Province;
- Act dated 5 June 1998 on Provincial Self-Government;

21 Website of the National Civil Defence, <http://www.ock.gov.pl/oc/civil-defence-structur/194,CIVIL-DEFENCE-STRUCTURE.html>

- Act dated 5 June 1998 on County Self-Government;
- Act dated 8 March 1990 on Commune Self-Government;
- Ordinance of the Council of Ministers of 20 February 2003 on the detailed principles of participation of sub-branches and branches of Polish Armed Forces in preventing or eliminating effects of natural disaster;
- Ordinance of the Minister of Economy of 8 November 2002 on the requirements of action plan in the event of human life, health, property or environmental threat;
- Ordinance of the Council of Ministers of 30 April 2010 on the plans of critical infrastructure protection;
- Regulation no. 86 of the Prime Minister of 14 August 2008 on organisation and code of conduct of the Government Team for Crisis Management;
- Ordinance of the Council of Ministers of 30 April 2010 on the Report on threats to national security;
- Ordinance of the Council of Ministers of 15 December 2009 determining which government authorities shall establish emergency management centres and defining their methods of operation;
- Ordinance of the Prime Minister of 10 July 2008 on organisation and activity of Government Security Centre.²²

2.4 Legal regulations for international engagements of first responders and crisis managers

In Poland regulations concerning crisis management are adapted to European Union requirements. EU Legal acts influencing Polish legislation in this field are:

- Treaty establishing a Constitution for Europe;
- COM (2010) 673: Objective 5: Increase Europe's resilience to crises and disasters - Action 2: An allhazards approach to threat and risk assessment;
- Council Directive 82/501/EEC of 24 June 1982 on the major-accident hazards of certain industrial activities (Seveso);
- Council Directive 96/82/EC of 9 December 1996 on the control of major accident hazards (Seveso II);
- Council Decision 91/396/EEC of 29 July 1991 on the introduction of a single European emergency call number;
- Directive 2007/60/WE of the European Parliament and of the Council of 23 October 2007 on the assessment and management of flood risk;
- Council Directive 2008/114/EC of 8 December 2008 on the identification and designation of European critical infrastructures and the assessment of the need to improve their protection;
- Council Decision 2008/617/JHA of 23 June 2008 on the improvement of cooperation between the special intervention units of the Member States of the European Union in crisis situations;

²² A comprehensive list of relevant legislation could be found in the White Book.

- Council Framework Decision 2002/475/JHA of 13 June 2002 on combating terrorism;
- Council of Europe Convention on the prevention of terrorism, adopted on 16 May 2005 in Warsaw;
- Convention on the physical protection of nuclear material, including annex I and II, opened for signature in Vienna and New York on 3 March 1980;
- International Convention for suppression of acts of nuclear terrorism, adopted by the General Assembly of the United Nations on 13 April 2005.

It is also a signatory of the Convention on the Transboundary Effects of Industrial Accidents.

Poland has signed 11 bilateral agreements with European countries: Belarus, Croatia, Czech Republic, France, Germany, Hungary, Lithuania, Russian Federation, Slovakia, Slovenia and Ukraine, as well as with the Ministry of Interior of Brandenburg, the Ministry of the Interior of Free State of Saxony, and the Ministry of the Interior of Mecklenburg-Western Pomerania. An agreement with Estonia is currently being negotiated.

List of the agreements is available below:

- Agreement between the Republic of Poland and the Federal Republic of Germany on Mutual Assistance during Technological and Natural Disasters and Other Serious Accidents, signed in Warsaw on 10 April 1997;
- Agreement between the Ministry of the Interior and Administration of the Republic of Poland and the Ministry of Interior of Brandenburg on Cooperation and Mutual Assistance During Technological and Natural Disasters and Other Serious Accidents, signed in Slubice on 18 July 2002;
- Agreement between Ministry of the Interior and Administration of the Republic of Poland and the Ministry of the Interior of Mecklenburg-Western Pomerania on Cooperation and Mutual Assistance During Technological and Natural Disasters and Other Serious Accidents, signed in Slubice on 18 July 2002;
- Agreement between the Ministry of the Interior and Administration of the Republic of Poland and the Ministry of the Interior of Free State of Saxony on Cooperation and Mutual Assistance During Technological and Natural Disasters and Other Serious Accidents, signed in Slubice on 18 July 2002;
- Agreement between the Government of the Republic of Poland and the Government of the Russian Federation on Cooperation in Prevention of Technological and Natural Disasters, and in Relief of Their Consequences, signed in Warsaw on 25 August 1993;
- Agreement between the Government of the Republic of Poland and the Government of the Lithuanian Republic on Cooperation and Mutual Assistance in Case of Technological and Natural Disasters and Other Serious Accidents, signed in Warsaw on 4 April 2000;
- Agreement between the Government of the Republic of Poland and the Government of the Slovak Republic on Cooperation and Mutual Assistance during Technological and Natural Disasters and Other Serious Accidents, signed in Bratislava on 24 January 2000;

- Agreement between the Republic of Poland and the Republic of Hungary on Cooperation and Mutual Assistance in Prevention of Technological and Natural Disasters and Other Serious Accidents, and in Relief of Their Consequences, signed in Warsaw on 6 April 2000;
- Agreement between the Republic of Poland and the Czech Republic on Cooperation and Mutual Assistance in Case of Technological and Natural Disasters and Other Emergencies, signed in Warsaw on 8 June 2000;
- Agreement between the Government of the Republic of Poland and the Cabinet of Ministers of Ukraine on Cooperation and Mutual Assistance in Prevention of Technological and Natural Disasters and Other Emergencies, and in Relief of Their Consequences, signed in Warsaw on 19 July 2002;
- Agreement between the Government of the Republic of Poland and the Republic of France on Cooperation in the Field of Internal Affairs, signed in Warsaw on 12 September 1996;
- Agreement between the Government of the Republic of Poland and the Republic of Croatia on Cooperation in Protection against Technological and Natural Disasters, and in Relief of Their Consequences, signed in Zagreb on 17 September 2003;
- Agreement between the Government of the Republic of Poland and the Government of the Republic of Belarus on Cooperation in the Field of the Prevention of Technological and Natural Disasters and Other Emergencies, and in Relief of Their Consequences;
- Agreement between the Government of the Republic of Poland and the Government of the Republic of Slovenia on Cooperation in the Prevention of Natural Disasters and Other Accidents, and in Relief of their Consequences;
- Agreement between the Government of the Republic of Poland and the Government of the Republic of Estonia on Cooperation in the Field of Civil Protection (first round of negotiations).

3 Organisation

3.1 Organisational chart

The State Fire Service (Państwowa Straż Pożarna, PSP) is a professional service, originally established to fight fires. However, the Service's role has been extended to cover the coordination and implementation of rescue operations in crisis situations, caused by disasters and or by transport, construction, or chemical accidents. Outside its response core, the tasks of the fire service also include prevention, identification of hazards, and education, research and development. Moreover, the Service cooperates with the head of the National Criminal Information Centre.

The service functions under the supervision of the Ministry of Interior, and constitutes the main part of the National Firefighting and Rescue System (NFRS), with the Chief Commandant of the State Fire Service being the central authority responsible for the organisation of the NFRS and acting as the Chief of the National Civil Defence and as the Director General for Civil Protection. The entity to collect, transform and analyse information about the NFRS, supporting the Minister of the Interior, is the Rescue and Civil Protection Department of the Ministry.

The organisational structure of the State Fire Service consists of the National Headquarters of the SFS, 16 Regional (voivodeship) Headquarters of the SFS, 353 Municipal (county-level) Headquarters of the SFS and 499 Fire and Rescue Units. The five specialised schools educating country's firefighters are also subordinated to the PSP headquarters. These include the Main School of Fire Service in Warsaw, Central School of the State Fire Service in Czestochowa, two Fire Service Colleges, located in Krakow and Poznan, and NCO School of the State Fire Service in Bydgoszcz.

The Scientific and Research Centre for Fire Protection (CNBOP-PIB), responsible for testing, certification and validation of the equipment used in the State Fire Service, technical fire protection systems, as well as the expertise concerning fire protection systems, including design and installation, and the Central Museum of Fire Service (CMP) are also part of the PSP structure.

The National Centre for Rescue Coordination and Civil Protection, part of the PSP structure, serves as Poland's contact point for the EU Emergency Response Coordination Centre (previous Monitoring and Information Centre (MIC)²³, the NATO Euro-Atlantic Disaster Response Coordination Centre (EADRCC) and the UN Office for Coordination of Humanitarian Affairs (OCHA) civil protection and humanitarian aid operations, the UN Economic Commission for Europe (UNECE) Convention on the Transboundary Effects of Industrial Accidents. The service cooperates in various formats – the Organisation for Economic Co-operation and Development (OECD), the Council of the Baltic Sea State, Salzburg Forum, Visegrad Four, International Association of Fire and Rescue Service (CTIF), Federation of the European Union Fire Officer Associations (FEU), European Fire Academy (EFA), etc., as well as bilaterally.

²³ The ERCC, operating within the European Commission's Humanitarian Aid and Civil Protection department replaces and upgrades the functions of the previous Monitoring and Information Centre.

Nearly 30 thousand officers serve in the PSP. In recent years, the Service underwent technical modernisation. Its vehicles and rescue and firefighting equipment have been systematically replaced with new ones.

Poland's fire service cooperates closely with the Volunteer Fire Service (OSP), which comprises nearly 17 thousand units with approximately 500 thousand active volunteer firefighters (of which 3 815 units with 126 thousand firefighters make part of the NFRS).

Overall, the NFRS includes:

- 499 state firefighting and rescue units;
- 3 815 volunteer firefighting units;
- 5 industrial fire service units;
- 2 industrial rescue service;
- 11 hospitals in major Polish cities;
- 201 national experts specializing in different rescue types.

The Act on Crisis Management stipulates the set-up of a Government Crisis Management Team under the Council of Ministers as an advisory body regarding issues of initiating and coordinating crisis management activities. The Team shall be composed of the Prime Minister (acting as the Team's the chairperson), the Minister of Defence and the Minister of Interior (deputy chairpersons), and the Minister Coordinating Special Services (if appointed). Government administration authorities participate, if necessary, in the Team's meetings, as members. These could be ministers, the Chief Geodetic Inspector of Poland, the Chief Inspector of Environmental Protection, the Chief Sanitary Inspector, the Chief Veterinary Officer, the Chief Commandant of the State Fire Service, the Commander in Chief of Police, the Chief Commander of Border Guard, the Head of the National Water Management Board, the Head of the National Atomic Energy Agency, the Head of the Civil Aviation Office;, the Head of the Internal Security Agency, Head of the Intelligence Agency, the Head of the National Civil Defence, the Head of the Military Counter-Intelligence Service, the Head of the Military Intelligence Service.

Government Security Centre

The Director of the Government Security Centre ²⁴ (GCS) acts as a secretary of the Team. GCS is a supraministerial structure, a key component of the Polish crisis management system, established with the aim to augment the capabilities of the competent services and public administration authorities to cope with difficult situations, and to help organise the functioning of the services responsible for crisis management.

The GCS was established under the Act on Crisis Management and has been operating since 2 August 2008. Currently, the organisational structure and operating mode of the Centre is regulated by a Regulation of the Prime Minister of 11 April 2011.

24 Website of the Government Security Centre, http://rcb.gov.pl/eng/?page_id=212

Conducting a comprehensive risk assessment, based on data obtained from within the structures of public administration and from international partners, is considered to be the main task of the GCS. Other tasks of the GCS include:

- compiling a threat catalogue;
- monitoring of threats and hazards in the country and abroad;
- initiating emergency management procedures on the national level;
- implementing planning and policy objectives concerning crisis management;
- supervising consistency of response procedures;
- organising training and exercises in emergency management;
- implementing objectives concerning prevention, control and mitigation of situations resulting from incidents of terrorist nature;
- international cooperation in emergency management, especially with NATO and EU structures.

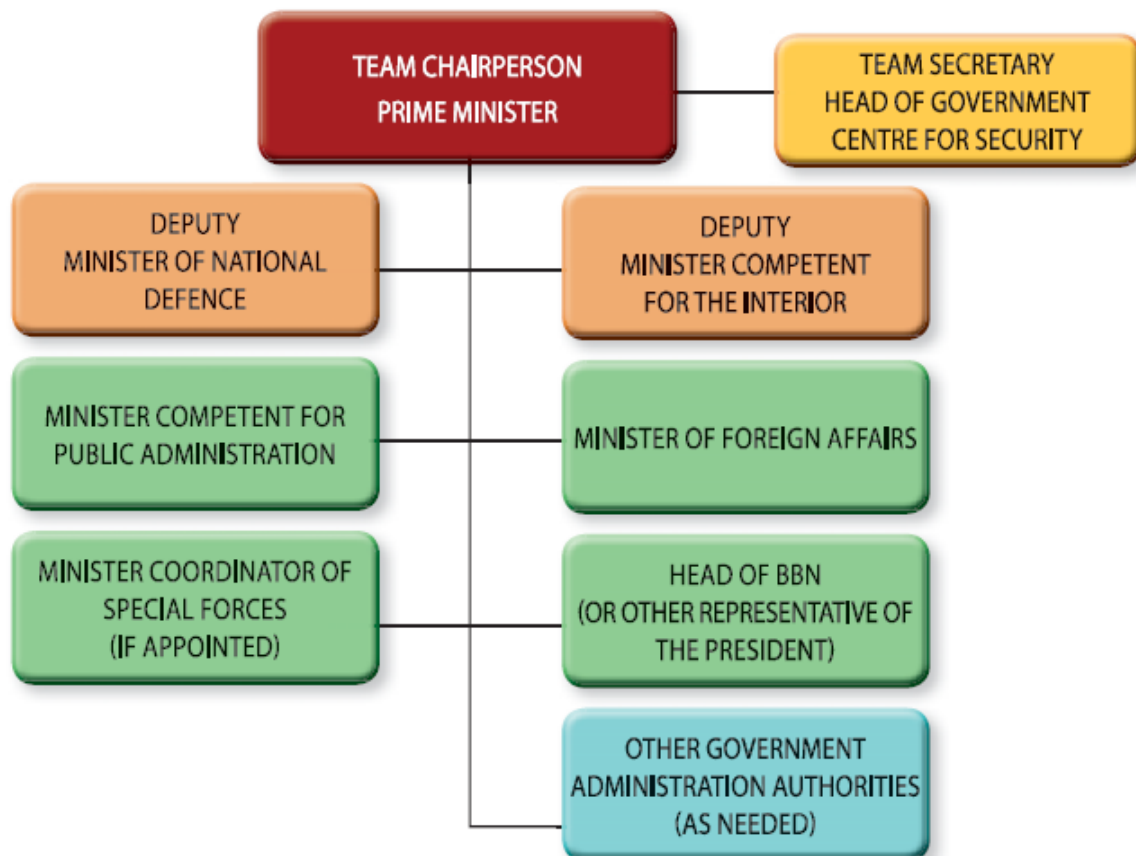


Figure 3: Organisation of the Government Crisis Management Centre.

National Platform for Disaster Risk Reduction

In 2009, Poland formally established its National Platform for Disaster Risk Reduction (NPDRR) from what was formerly the International Decade for Natural Disaster Reduction Committee that had been established in 1991 by the Institute of Meteorology and Water Management. Diverse actors are

represented within Poland's NPDRR, including government agencies, scientific institutes and the Polish Red Cross.

3.2 Organisational cooperation

International cooperation

The PSP of Poland participates in the international operations on the basis of bilateral agreements with certain European countries, as well as in missions coordinated by the UN OCHA, the EU ERCC (previous MIC), the NATO EADRCC.

Polish involvement in international rescue operations includes:²⁵

- Earthquakes: Armenia (1988), Turkey (1999), Algeria (2003), Iran (2003), Pakistan (2005), Indonesia (2006), Haiti (2010), Japan – deployment of Polish expert (EUCPT) (2011)
- Floods: Hungary (2000), the Czech Republic (2002), Germany (2002), Ukraine (2008), Montenegro (2010), Pakistan – deployment of Polish expert (EUCPT)(2011)
- Forest fires: Russia (2010)
- Ammunition depot explosion: the Republic of Congo – deployment of Polish expert (UNDAC Team) (2012)

Involvement in the humanitarian assistance actions includes:

- Medical support: Albania (1999), Romania (2000), India (2001)
- Equipment: Former Yugoslav Republic of Macedonia (2007), Romania (2008), Bulgaria (2012)
- Other assistance: Ukraine (2001), Iran (2004), Sri Lanka and Indonesia (2004/2005), Romania (2005), Pakistan (2005)
- Transport: Bulgaria (2006), Georgia (2008), Albania (2010)

25 Website of the State Fire Service

4 Procedures

4.1 Standing Operating Procedures (SOPs) and Guidelines

Procedures and Guidelines

Art. 5 of the Act on Crisis Management introduces crisis management plans on all levels of public administration (national, voivodeship, poviast and gmina) and stipulates that the plans shall comprise all phases of crisis management (prevention, preparedness, response and recovery).

The crisis management plans shall contain the following three elements: a core plan (including identification of threats and risk assessment, risk maps and maps of threats, tasks and responsibilities of actors involved in the form of a matrix, capabilities and resources), the set of tasks in the case of crisis situations, and the functional annexes to the main plan specifying procedures for implementation of the tasks of crisis management.

The National Crisis Management Plan (NCMP, latest version as of 2013)²⁶ is elaborated and updated by the GCS and it is publicly available in Polish language. Pursuant to the Act on Crisis Management, Part I of the Plan identifies threats to Polish security and provides a risk assessment, as well as on critical infrastructure. The following threats are assessed in the Plan (in order of listing):

1. Floods
2. Disease outbreaks
3. Chemical contamination
4. Interruption of electricity supply
5. Interruption of liquid fuels supply
6. Interruption of gas deliveries
7. Severe frosts
8. Storms
9. Forest fires
10. Epizootic
11. Mass plant diseases
12. Collapse of buildings
13. Landslides
14. Drought
15. Radioactive contamination
16. Social unrest
17. Terrorist threat
18. Cyber threats

²⁶ Krajowy Plan Zarządzania Kryzysowego (National Crisis Management Plan), in Polish, http://rcb.gov.pl/?page_id=302

Information on potential threats in Poland are sent daily from the local level to the regional and the ministerial crisis management centres, which forward them to the GCS. The collected and processed data is prioritised, catalogued and aggregated into daily and problem-specific reports by the GCS.

Part II of the NCMP defines the tasks related to monitoring of risks carried by the ministers, heads of central government bodies and provincial governors, the operational mode for the allocation of the forces and resources for crisis management purposes, the mechanism for national authorities to request and receive international assistance (including by more than one organisation; and the Polish institutions, acting as POC for the relevant international structures), and the operational mode for the Polish Armed Forces providing assistance in case of emergency.

Importantly, in accordance with art. 21 of the Act on Crisis Management, the NCMP defines a general procedure for reaction in case of a crisis, distinguishes between four levels of danger, and details specific procedures for interaction among national authorities for levels 2, 3 and 4:

Table 6: Levels of Crisis Management with Responsible Actors

Level	Definition	Responsible
1	Crisis at the provincial level	Voivoda
2	Crisis at a ministry level	Minister
3	Crisis at a multi-ministry level	Council of Ministers
4	Crisis calling for extraordinary measures	As per relevant law(s)

Part II of the Plan further describes the crisis management centres architecture in Poland:

- CM centres of Ministry of Interior services (Fire service, Police, Border Guard, Government Protection Bureau);
- CM centres of the MI, the Ministry of National Defence, and the Ministry of Foreign Affairs
- CM centres of special services;
- CM centres of other ministries;
- CM centres at provincial level.

Part III of the NCMP details 11 SOPs (including aim, responsible authority, applicable law, course of action) for the implementation of tasks in the field of crisis management, namely:

1. Convocation of government meetings
2. Activation of additional funds
3. Organisation of crisis communication
4. Suspension of the provisions of the Schengen agreement
5. Commissioning activities and procedures of the crisis management system
6. Introduction of a state of natural disaster
7. Introduction of a state of emergency
8. Introduction of a state of martial law

9. Tool system in case of abduction by terrorists of Polish citizens outside Poland
10. Action in the event mass influx of foreigners in the territory of Poland
11. Cooperation between public administration and owners / operators of critical infrastructure

Part III of the NCMP deals also with:

- the organisation of a system for monitoring risks, warning and alerting;
- the principles of informing the population;
- the organization of the evacuation of areas at risk (from abroad, and within Polish borders);
- the organization of rescue, medical care, social assistance and psychological aid;
- the organisation of medical emergency actions (incl. Air rescue);
- the rules and procedures for assessing and documenting damage caused by natural disasters.

In addition to the NCMP, art. 5b introduces a National Critical Infrastructure Protection Programme with the aim to distinguish the facilities, equipment, installations and services that are essential for the security of the state and its citizens and to ensure efficient functioning of public administration authorities, institutions and enterprises. At the same time, the programme is to enable support of the entities.

4.2 Crisis communication to general public; Alert system; Public Information and Warnings

Crisis communication to the public

In the preparedness phase, province, county and municipal websites provide relevant information, but the form and amount of the information vary, depending on various factors. The State Fire Service also provides information about risks on its website and, occasionally, uses social media channels. In addition to that, in some cities SMS warning systems have been introduced.

Alert systems are built at province level and are based on sirens. A ministerial decree on the detection of contamination and of the authorities in these matters of 2006 orders use of alarms in case of an air attack and contamination. The organisation of the alert systems is within the responsibility of provincial governors.

In an emergency situation various methods of informing the public are used, like posters, leaflets etc. Media have legal obligations to inform in case of emergency.

There have been several examples of information campaigns initiated by various government agencies: on the 112 emergency number; on removing snow from roofs; on safety during winter holidays; on safety during winter recreation and sports etc. There have been several campaigns related to floods, e.g. the National Water Management Authority launched the “To know more about Water” campaign, while the Institute of Meteorology and Water Management has formed a special task force dealing with information and education on flood preparedness.

5 Capabilities

5.1 Human resources

In April 2014 the Polish Government adopted a comprehensive Rescue and Civil Protection Program (PRiOL)²⁷ for the period 2014-2020, which provides an overview of the current status of the rescue and civil protection system in Poland, stipulates the strategic goals and the ways and means for their implementation and details financial parameters related to the programme's realisation.

The programme is a joint effort of the Ministers of Interior, Administration and Digitisation, Health and National Defence and interferes with issues concerning the National Firefighting and Rescue System (NFRS), the National Medical Rescue System and the Alert and Rescue System.

PRiOL specifically mentions volunteer and rescue organisations, supporting the NFRS in Poland, such as:

- the Volunteer Fire Brigade – listed as a unit subordinated to the State Fire Service (as per two regulations of the interior minister listed below in text);
- the mining rescue stations; and
- the Mountain Volunteer Search and Rescue (GOPR) and the Tatra Volunteer Search and Rescue (TOPR) – authorised to take part in mountain rescue operations as per relevant act of 18 August 2011 on the safety and rescue in mountain areas and designated ski zones.

PRiOL notes that organisations such as the GOPR, TOPR, the Water Volunteer Search and Rescue (WOPR), Mazurian Volunteer Search and Rescue (MOPR), Mazurian Rescue Service and the Polish Red Cross should have opportunities to integrate more closely and cooperate more effectively with state rescue services, including the PSP.

Specifically, the Polish Red Cross rescue capabilities include following groups: 20 Rescue Groups – trained and equipped for participation in a major disaster; 1 Medical Rescue Group – arranging a Field Medical Point where qualified medical assistance is provided to victims; 1 Special Rescue Group – providing support to Rescue Patrols in their search efforts with 470 members and 6 Humanitarian Assistance Groups consisting of 83 members.

The involvement of NGOs and volunteers in rescue services and civil protection is regulated by numerous pieces of legislation – both laws and administrative acts, including:

- Act dated 24 April 2003 on Public Benefit and Volunteer Work;
- Act dated 7 April 1989 on Associations;
- Act dated 6 April 1984 on Foundations;

²⁷ Program Ratownictwa i Ochrony Ludności na lata 2014–2020 (PRiOL), in Polish, available at <http://czkw.kielce.uw.gov.pl/download/4/15665/ProgramuRatownictwaiOchronyLudnoscinalata2014-2020.pdf>

- Act dated 16 November 1964 on the Polish Red Cross;
- Act dated 27 October 2010 on the Public Utility Activity and Volunteer Activity;
- Act dated 18 August 2011 on the Safety And Rescue in the Mountains and Organised Ski Areas;
- Act dated 18 August 2011 on the Safety of Persons in Water;
- Regulation of the Minister of the Interior and Administration of 14 September 1998 on the scope, detailed conditions and mode of including fire protection units in the NFRS;
- Regulation of the Minister of the Interior and Administration of 18 February 2011, concerning the detailed principles of organisation of the NFRS;

PRiOL²⁸ details the complex structure of the total budget for rescue and civil protection activities, as follows:

- annual subsidy (section 42/754/75409 of the State Budget) for the State Fire Service HQ for the implementation of tasks of the NFRS – PLN 70.716 mln for 2013²⁹
- support to volunteer fire brigade, at the discretion of the Minister of Interior – PLN 31.247 mln for 2013
- reserve of the state budget – for preventing and dealing with the consequences of natural disasters – PLN 1.411 bln. for 2013
- based on an agreement between the Minister of Environmental Affairs and the Minister of Interior and Administration, signed on 25 March 2011, for annual funding under a special reserve created, at the disposal of the Minister of Environment for the purchase of specialised rescue equipment for the relationship Volunteer Fire service and NGOs performing rescue tasks in mountains and in water – PLN 11.429 mln.
- for re-equipping of rescue services – PLN 11.429 mln. for 2013
- state expenditure on civil defence as per section 42/754/75414 (civil defence, carried by the Head of the National Civil Defence) and section 85/754/75414 (budgets of provincial governors for civil defence and 85/750/75011 (budgets of provincial governors for provincial offices of the public administration) – PLN 26.786 mln. for 2013
- funding by the European Regional Development Fund, European Social Fund, the Cohesion Fund, the Internal Security Fund, European Investment Bank, European Solidarity Fund.

The average annual increase cost improvement projects in the field of civil defence planned for the years 2013-2022 is:

- at the central level (ministries) – PLN 870 000
- at the central level (central government bodies) – PLN 24 000
- at the provincial level – PLN 16.453 mln

28 Program Ratownictwa i Ochrony Ludności na lata 2014–2020 (PRiOL), in Polish, available at <http://czkw.kielce.uw.gov.pl/download/4/15665/ProgramuRatownictwaiOchronyLudnoscinalata2014-2020.pdf>

29 Current figures could be obtained by the State Budget for 2014 (Ustawa budżetowa na rok 2014 z dnia 24 stycznia 2014 r. - podpisana przez Prezydenta RP 29 stycznia 2014 r. (Dz. U. z 2014 r., poz. 162)), Website of the Ministry of Finance, in Polish, <http://www.mf.gov.pl/ministerstwo-finansow/dzialalnosc/finanse-publiczne/budzet-panstwa/ustawy-budzetowe/2014/ustawa>

5.2 Materiel (non-financial) resources

According to PRiOL, Poland has committed to the EU civil protection mechanism, to support rescue and humanitarian missions, 340 fire men, 6-12 dogs and 85 vehicles, namely:

- module for middle to heavy urban search and rescue operations (MUSAR and HUSAR);
- 2 modules for High Capacity Pumping (HCP);
- 3 modules for Ground Forest Fire Fighting using Vehicles (GFFFV);
- module for CBRN detection.

5.3 Training

Professional training

The Main School of Fire Service is an academic facility subordinated to the Minister of Internal Affairs and an operational unit of the State Fire Service (PSP). It educates the firefighters of the PSP, officers of other services and guards of the MI system. The school also trains civilians. According to the Act on the State Fire Service, the School provides cadet officers with the opportunity to serve as trainees in the School Rescue and Firefighting Unit.³⁰

Trainings for citizens

The State Fire Service coordinates the educational programme Safe Life (together with the Swedish League for Civil Defence), targeting primary schools. As of November 2013, more than 3500 teachers and 111 700 kids received training covering several thematic areas – safe house, safe school, first aid, and took part in demonstration exercises.³¹

However, despite general positive assessment of the role of institutions in the protection area, the predominant opinion is that the country “is not prepared adequately to act in emergency and unforeseen situations – whether caused by the forces of nature or negligence on the part of people, or planned and organized by forces hostile to Poland.” This is particularly evident by the high percentage of negative answers in the areas of natural disasters (61%) and environmental disasters (49%), given in a public opinion poll.³²

30 Website of the Main School of Fire Service

31 Website of the National Civil Defence, in Polish, <http://ock.gov.pl/ock/bezpieczne-zycie-progra/563,Materialy-dla-dzieci-do-pobrania.html>

32 White Book on National Security of the Republic of Poland, <http://www.spbn.gov.pl/sbn/english-version/5043,English-version.html>

5.4 Procurement

5.4.1 Procurement regulation

The public procurement system of Poland is based on the Act on Public Procurement (PPL)³³ of 29 January 2004, with further amendments.

In principle, contract award procedures are transparent, with few exceptions as per art. 4, pp. 1-14, including when “contracts classified as “confidential” or “strictly confidential” under provisions of the act on protection of classified information, or if this is required in view of significant national security interest or protection of public security.”

The PPL is applied to the contracts above EUR 30 000 (art. 4, p.8 of the PPL).

The PPL distinguishes between the following procedures for awarding public contracts:

- Open tendering
- Restricted tendering
- Negotiated procedure with publication
- Negotiated procedure without publication
- Single-source procurement
- Request-for-quotations
- Electronic bidding

Procedures start with the publication of a contract notice that (depending on the value of the contract) is placed in the Public Procurement Bulletin and/or dispatched to the Publications Office of the European Union for the publication in the Official Journal of the European Union.

The dispatch of a notice to the latter is obligatory if the contract or design contest value exceeds the amounts indicated in the Regulation of the Prime Minister of 23 December 2013³⁴ on the threshold value of contracts and design contests which imposes an obligation of dispatching the notices to the EU Publications Office.³⁵

As the regulation mentioned above, contract notices are submitted to the EU Publications Office, if the value of contracts awarded by public finance sector awarding entities is equal to or exceeds PLN equivalent of EUR 134 000 – for supplies or services and EUR 5 186 000 – for works.

33 Website of the Public Procurement Office, Act on Public Procurement, unofficial translation into English, <http://www.uzp.gov.pl/cmsws/page/?F;370>

34 Website of the Public Procurement Office, <http://www.uzp.gov.pl/cmsws/page/?F;370>

35 “Public Procurement System in Poland,” Website of the Public Procurement Office, <http://www.uzp.gov.pl/cmsws/page/?F;356>

Related thresholds are:

- for contracts awarded by other awarding entities: 207 000 Euro – for supplies or services; and 5 186 000 Euro – for works;
- in case of utilities contracts 414 000 Euro – for supplies or services; and 5 186 000 Euro – for works;
- in case of defence and security contracts 414 000 Euro – for supplies or services; and 5 186 000 Euro – for works;

As the PPL apply to contracts and contests above the EUR 30 000 the notices in the Public Procurement Bulletin include contracts equal or above 30 000 and below the European threshold.

As regards crisis management, public procurement notices are also published at the website of the State Fire Service and relevant authorities; the Centralised System for Access to Public Information (<http://ssdip.bip.gov.pl/>).

Chapter 4a of the PPL stipulates separate provisions for contracts in the field of defence and security, which involve “1) deliveries of military equipment, including all the parts, components and subassemblies; 2) deliveries of sensitive equipment, including all parts, components and subassemblies; 3) works, supplies and services directly connected with the equipment mentioned in point 1 and 2, and all its components and subassemblies connected with life-cycle of this product; 4) works and services for special military purposes or sensitive works and services.”³⁶

5.4.2 Procurement procedures

A total of 302 contract notices has been published by the State Fire Service (HQ and Regional HQs) in the period 2009-2014, covering a wide range of items – from vocational trainings and software to vehicles and specialised equipment.

36 Website of the Public Procurement Office, Act on Public Procurement, unofficial translation into English, <http://www.uzp.gov.pl/cmsws/page/?F;370>

Resources

Legislative acts

Act dated 11 August 2001 on the Specific Rules for the Reconstruction, Renovation and Demolition of Buildings Destroyed or Damaged by Natural Disasters (Dz.U. [the Journal of Laws] No. 84, item 906, as amended)

Act dated 16 November 1964 on the Polish Red Cross

Act dated 16 September 2011 on Specific Solutions Related to the Elimination of the Consequences of Flooding (Dz.U. No. 234, item 1385, as amended)

Act dated 18 April 2002 on the State of Natural Disaster (Dz.U. No. 62, item 558, as amended)

Act dated 18 August 2011 on the Safety and Rescue in the Mountains and Organised Ski Areas

Act dated 18 August 2011 on the Safety of Persons in Water

Act dated 18 July 2001, – the Water Management Act (Dz.U. for year 2012, item 145, as amended)

Act dated 21 June 2002 on the State of Emergency (Dz.U. No. 113, item 985, as amended)

Act dated 23 January 2009 on Provincial and Government Administration in a Province

Act dated 24 August 1991 on Fire Prevention (Dz.U. No. 81, item 351, as amended)

Act dated 24 August 1991 on the State Fire Service (Dz.U. for year 2009, No. 12, item 68, as amended)

Act dated 26 April 2007 on Crisis Management (Dz.U. No. 89, item 590, as amended)

Act dated 27 October 2010 on the Public Utility Activity and Volunteer Activity

Act dated 29 August 2002 on Martial Law and the Competences of the Commander-in-Chief of the Armed Forces and the Rules of his Subordination to the Constitutional Authorities of the Republic of Poland (Dz.U. No. 156, item 1301, as amended)

Act dated 5 June 1998 on County Self-Government

Act dated 5 June 1998 on Provincial Self-Government

Act dated 6 April 1984 on Foundations

Act dated 7 April 1989 on Associations

Act dated 8 July 2010 on Specific Rules for the Preparation for Implementing Investments in the Field of Flood Control Structures (Dz.U. No. 143, item 963, as amended)

Act dated 8 March 1990 on Commune Self-Government

Act dated 8 September 2006 on the State Medical Rescue Service (Dz.U. No. 191, item 1410)

Constitution of the Republic of Poland

Ordinance of the Council of Ministers of 15 December 2009 determining which government authorities shall establish emergency management centres and defining their methods of operation

Ordinance of the Council of Ministers of 20 February 2003 on the detailed principles of participation of sub-branches and branches of Polish Armed Forces in preventing or eliminating effects of natural disaster

Ordinance of the Council of Ministers of 30 April 2010 on the plans of critical infrastructure protection

Ordinance of the Council of Ministers of 30 April 2010 on the Report on threats to national security

Ordinance of the Minister of Economy of 8 November 2002 on the requirements of action plan in the event of human life, health, property or environmental threat

Ordinance of the Prime Minister of 10 July 2008 on organisation and activity of Government Security Centre.

Regulation no. 86 of the Prime Minister of 14 August 2008 on organisation and code of conduct of the Government Team for Crisis Management

Regulation of the Minister of the Interior and Administration of 14 September 1998 on the scope, detailed conditions and mode of including fire protection units in the NFRS;

Regulation of the Minister of the Interior and Administration of 18 February 2011, concerning the detailed principles of organisation of the NFRS;

Official documents (white papers, strategies, etc.)

Krajowy Plan Zarządzania Kryzysowego (National Crisis Management Plan)

Raport o Zagrożeniach Bezpieczeństwa Narodowego (Report on Threats to National Security)

Rescue and Civil Protection Program (PRiOL)

Strategy of Development of the National Security System of the Republic of Poland 2022

White Book on National Security of the Republic of Poland

Online resources

Central Mine Rescue Station, www.csrg.bytom.pl

Government Security Centre, <http://rcb.gov.pl/>

Institute for Meteorology and Water Management, www.imgw.pl

Maritime Search and Rescue Service, <http://www.sar.gov.pl>

Mazurian Rescue Service, www.msr.unicity.pl

Ministry of the Interior, www.msw.gov.pl

Mountain Volunteer Rescue Service, www.zakopane.pl/topr

National Atomic Energy Agency, <http://www.paa.gov.pl>

National Border Guard Headquarters, www.strazgraniczna.pl

National Police Headquarters, www.kgp.gov.pl

Naval Rescue Service, <http://www.mw.mil.pl>

Polish Ecumenical Council, <http://ekumenia.pl>

Polish Humanitarian Action, <http://pah.org.pl>

Polish Red Cross, <http://www.pck.pl>

Polish Scout Union, <http://eng.zhp.pl>

Public Procurement Office, <http://www.uzp.gov.pl>
State Fire Service, www.straz.gov.pl (www.kgpsp.gov.pl)
State Inspection for Environment Protection, <http://www.gios.gov.pl>
Volunteer Fire Brigade of the Republic of Poland, <http://zosprp.pl/>
Water Volunteer Rescue Service, www.wopr.pl

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Expert interviews

PhD candidate in the field of crisis management. Date of the interview: 11 November 2014.