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RISK AND THREATS IN PROTECTIVE MEASURES OF THE UNITS RESPONSIBLE FOR SECURITY OF EXECUTIVE STATES BODIES

Abstract

The goal of this article was to present the issues connected with threats, identification and assessment of risk to security of people and buildings that are subject to special protection. Risk, just like security, has become one of key components in protective measures of the units responsible for protection and security of executive government bodies of every country. Specialized institutions assigned to protect very important personages in the state can be found both in civil and military structures. Universally accepted and applied principle in protective measures all around the world is the one saying that it is not possible to provide full security to people and buildings that are subject to mandatory protection. Therefore, protective units are focused on minimizing the risk of occurrence of potential events that may affect lowering of required level of security. The goal of this article was to present scientifically substantiated correlation between risk and protective measures executed by the units assigned for such tasks. Theoretical research methods were applied in this article. The deliberations presented in the article show that relations between risk and protective measures of the units responsible for security of executive state bodies require research and conclusions from them may improve the level of security of people and buildings that are subject to special protection.

Keywords

security, management, threats, organization, risk, protection

Introduction

Organization of protective measures and management¹ of them require well-thought-out and precisely planned actions that should provide broadly understood security to protected people².

IT, military or technological development allows institutions assigned to provide security and protection of very important personages in the state to improve the level of executed protective measures. However, security can't be provided in 100%. Changing threats to security of very important personages or buildings in the state determine the growth of risk to protective units all around the world. One of key elements in activity of every protective unit is identification of risk and threats.

Functioning of effective protective unit in every country depends on many factors. Assuming that it is not possible to provide full security, universally accepted principle in protective measures executed for executive state bodies is the one saying that the largest challenge to protective units is preventing and avoiding threats. The institutions responsible for protection and security of important personages are trying to minimize the risk connected with the loss of broadly understood security. An element necessary to achieve desired level of security is among others: identification, assessment and analysis of risk, as well as

identification of threats shaping the level of security and determine selection of suitable security measures³.

Decision-makers, while making decisions about executed protective measures act in a very complex problem situation burdened with substantial risk. In modern management, the very verification of the measures of assessment of efficiency and effectiveness of actions is not sufficient anymore, but risk measurement is of equal significance. There is a principle saying that in order to effectively manage, we must consider the risk that should be measured first⁴.

Risk in protective measures occurs universally in various areas of activity of protective units, which is closely connected with threats to people and buildings that are subject to special protection.

Referring to history, it is hard to show the country with no assassination attempt against people performing executive functions in the state such as president, prime minister or different person holding prominent positions in the state structures.

The deliberations on the risk and threats to security of executive state bodies presented above are a large challenge to the functionaries or soldiers of protective units. Policy of security created and executed by the institutions aiming at provision of security to people making

¹ More: Wiśniewski B., Zwęgliński T., Socha R., *The Theory of Commanding*, Вісник Львівського Державного Університету Безпеки Життєдіяльності, No 14/2016, Lviv 2016, p. 47 – 52.

² T. Goryca, *Theory and practical aspects of state authorities protection organisation*, Forum Security 5(2), Wydawnictwo Akademia WSB, Dąbrowa Górnicza 2021, p. 53.

³ T. Goryca, *Identyfikacja i ocena zagrożeń dla bezpieczeństwa VIP*, [in:] *Różnorakie perspektywy bezpieczeństwa*, ed. M. Banasik, A. Rogozińska, Wydawnictwo Difin, Warszawa 2019, p.73.

⁴ J. Kozioł, *Zarządzanie ryzykiem w działaniach ochronnych Biura Ochrony Rządu*, [in:] *Bezpieczeństwo osób podlegających ochronie wobec zagrożeń XXI wieku*, eds: P. Bogdalski, J. Cymerski, K. Jałoszyński, Wydawnictwo Wyższej Szkoły Policji, Szczytno 2014, p. 387.

key and strategic decisions in the state is an answer to changing reality. The criteria of selection of methods and measures lowering the level of risk and simultaneously increasing the level of security to mandatorily protected people depend on the way that units and institutions assigned to this task perceive threats⁵.

Methodology

The main problem that solution to was presented in this article is expressed in the form of a question: how to effectively lower (minimize) the risk, eliminating the threats in protective measures of the units responsible for security of executive state bodies?

During execution of the research process, the following theoretical research methods were applied: analysis (to determine specific components, special features of the examined subject), synthesis (to determine relations between specific elements of the examined subject), defining (to present definitions connected with the examined subject) and inference (to draw new conclusions concerning examined subject)⁶.

Available literature on the research subject was analysed⁷, particularly Polish-

and foreign-language monographs, printed scientific articles and online sources, as well as specialist textbooks, manuals and guidelines, as well as applicable legal regulations.

Risk

Risk strongly determines the level of security, and it is one of basic systemic attributes. Many categories and definitions of risk, as well as methods of measurement and its estimation can be distinguished. By observing development of human and his environment, we can say that risk and threats have been present for the whole history of humankind. Uncertainty is also an inherent and natural feature of risk. Referring to protective measures towards executive state bodies, it should be emphasized that successes and potential failures largely depend on appropriate recognition of current and future threats.

Risk can be defined as an event or set of uncertain events that may affect the level of security⁸.

Another definition of risk says that it is:

- „The possibility that something may go wrong (undertaking, of which result is uncertain),
- „Daring to be exposed to danger”,
- “Likelihood of occurring the damage incriminating harmed person regardless of his/her guilt, provided that agreement or legal article does

⁵ T. Goryca, Służba Ochrony Państwa wobec współczesnych zagrożeń, [in:] Polska-Rosja w obliczu regionalnych wyzwań, R. Korzeń (ed.), Wydawnictwo Uniwersytetu Przyrodniczo-Humanistycznego, Siedlce 2019, p. 76.

⁶ More: Bezpieczeństwo. Teoria–Badania–Praktyka, A. Czupryński, B. Wiśniewski, J. Zboina (eds), Centrum Naukowo-Badawcze Ochrony Przeciwpożarowej im. Józefa Tuliszkowskiego Państwowy Instytut Badawczy, Józefów 2015, p. 32.

⁷ More: Nauki o bezpieczeństwie. Wybrane problemy badań, A. Czupryński, B. Wiśniewski, J. Zboina (eds), Centrum Naukowo-Badawcze Ochrony Przeciwpożarowej im. Józefa Tuliszkowskiego Państwowy Instytut Badawczy, Józefów 2017.

⁸ B. Wiśniewski, R. Kowalski, J. Kozioł, M. Szyłkowska, Bezpieczeństwo procesów decyzyjnych, Wydawnictwo TUM, Wrocław 2018, p. 13.

not oblige another person to redress a damage⁹.

Risk is also defined as „uncertainty that changes the course and effects of an undertaking, showing in this way every exception to the initial plan”¹⁰.

As it was emphasized by P. Zaskórski, every „process is burdened with certain level of risk that requires implementation of appropriate strategies is necessary”¹¹. Above statement may be referred to the execution of the process of protective measures of the units responsible for security¹² and protection of very important personages in the state.

A determinant of the very risk is the possibility of profit or loss in comparison with expectations of a decision-maker. Risk also occurs when information is not sufficient enough, but they allow to estimate the likelihood of formation of specific phenomena connected with executed protective measures¹³.

Risk can be divided in many ways, it is mostly classified according to the following categories:

- relevant risk – it is usually associated with the impact of factors that may cause disastrous events (fires, floods, etc.),
- subjective risk – it may result from human error and manifest in the wrong (subjective) assessment of a specific situation,
- objective risk – it refers to the problems connected with impossibility of predicting the direction of development of phenomena that may affect the value of system/ organization of the process/action¹⁴.

The basis of determination of the level of security and procedures of prevention of its lowering is making people aware of the sources of risk¹⁵. Risk analysis is becoming increasingly significant in the process of identification and assessment of threats to security of executive state bodies.

Risk analysis is a process of „organized approach to the issue of the risks connected with functioning of entities/systems”. Above all, it allows to:

- determine resources and priorities,
- identify potential threats and hierarchize them,
- prepare preventive measures appropriate to potential risk,
- estimate potential losses connected with disturbance of the level of security¹⁶.

⁹ P. Zaskórski, J. Woźniak, K. Szwarz, Ł. Tomaszewski, Zarządzanie projektami w ujęciu systemowym, Wydawnictwo Wojskowej Akademii Technicznej, Wydanie drugie poprawione, Warszawa 2015, p. 356.

¹⁰ Ibidem, p. 356.

¹¹ P. Zaskórski, Asymetria informacyjna w zarządzaniu procesami, Wydawnictwo Wojskowej Akademii Technicznej, Warszawa 2012, p.150.

¹² More: B. Kaczmarczyk, B. Wiśniewski, R. Gwardyński, Security of An Individual, Zeszyty Naukowe Państwowej Wyższej Szkoły Zawodowej im. Witelona w Legnicy, Nr 3 (28), Legnica 2018, p. 67-68; T. Zwęgliński, Analiza polityczno-administracyjnych procesów decyzyjnych Unii Europejskiej w przypadku wystąpienia międzysektorowych i transgranicznych sytuacji kryzysowych, [in:] Koncepcje i instrumenty zarządzania kryzysowego w administracji publicznej, A. Gołębiowska, P.B. Zientarski (ed.), Wydawnictwo Kancelarii Senatu RP, Warszawa 2017, p. 37–54.

¹³ J. Koziół, Zarządzanie ryzykiem..., p. 389.

¹⁴ P. Zaskórski, Asymetria informacyjna..., p. 150.

¹⁵ P. Zaskórski, J. Woźniak, Ciągłość informacyjno-decyzyjna warunkiem bezpieczeństwa organizacji gospodarczej, [in:] Wybrane koncepcje i metody zarządzania początku XXI wieku, eds W. Gonciarski, P. Zaskórski, Wydawnictwo Wojskowej Akademii Technicznej, Warszawa 2009, p. 137.

¹⁶ B. Wiśniewski, R. Kowalski, J. Koziół, M. Szyłkowska, Bezpieczeństwo procesów..., p. 14.

Being aware of the sources of risk is a basis of determination of the level of security¹⁷, in this case, to determine the level of security of people and buildings that are subject to special protection.

A very significant element of identification and assessment of threats to security of people and buildings that are subject to mandatory protection is also risk management. Risk management leads to identification of specific threats, and it is oriented towards their elimination. „The process of risk management may be perceived as a universal operating algorithm, which can be adjusted to the specificity of every undertaking”¹⁸. The process of risk management can be divided into a few stages:

- risk management planning – it is based on development of a plan of risk management, including techniques and methods applied in subsequent stages,
- risk analysis and identification – a list of basic factors of threats, as well as qualitative and quantitative risk analysis,
- monitoring and control of risk – implementation of prepared plans of risk management, its monitoring and execution of strategies of minimizing the threats¹⁹.

Risk is a constant element in execution of protective measures and may sometimes be expressed in searching for changes, which, according to the Author,

should be implemented because they enable to improve efficiency and progress of executed protective measures, considering efforts aiming at minimization of the risk, and not avoidance of it.

Threat

Threat is the notion that is used as often as risk or security.²⁰ Just like security – it triggers certain emotional state. Analysing the notion of threat, we should refer to the views presented by W. Fehler who claimed that „threat is events and processes in human civilisation occurring in various configurations causing disturbance of balance (or making achievement of balance impossible). They refer not only to the ones being in constant connections or temporary correlations of various socio-political entities (units, social groups, countries, unions of countries, etc.), but also all components that material and spiritual environment of human life is made of”²¹. Described processes and events may take various forms, for example: disasters²², epidemics, wars, cataclysms and others, whose destructive potential creates obstacles for effective protection

¹⁷ P. Zaskórski (eds), Zarządzanie organizacją w warunkach ryzyka utraty informacyjnej ciągłości działania, Wydawnictwo Wojskowej Akademii Technicznej, Warszawa 2011, p. 7.

¹⁸ P. Zaskórski, J. Woźniak, K. Szwarz, Ł. Tomaszewski, Zarządzanie..., p. 357.

¹⁹ P. Zaskórski, Asymetria informacyjna..., p. 152.

²⁰ More: R. Socha, Bezpieczeństwo i zagrożenia – wzajemne relacje, [w:] Wybrane aspekty badań nad bezpieczeństwem, red. nauk. B. Kaczmarczyk, A. Wawrzusiszyn, Elk 2014, pp. 11-29.

²¹ W. Fehler, Zagrożenie – kluczowa kategoria teorii bezpieczeństwa, [in:] Współczesne postrzeganie bezpieczeństwa, K. Jałoszyński, B. Wiśniewski, T. Wojtuszek (ed.), Wydawnictwo Wyższej Szkoły Administracji w Bielsku-Białej, Bielsko-Biała 2007, p. 9.

²² R. Socha, Zarządzanie bezpieczeństwem w ruchu drogowym według przepisów Unii Europejskiej, [w:] Bezpieczeństwo na lądzie, morzu i w powietrzu w XXI wieku, red. nauk. J. Zboina, Józefów 2014, pp. 53-62.

of values, which are foundation of security (among others, life, health etc.).²³

„In colloquial language, threat” is instinctively taken and correlated, above all, with fears of people of losing fundamental values such as: health, life, freedom or material goods²⁴.

We should also refer to an idea of B. Kogut and A. Babiński, who emphasized that „threat is all phenomena that, according to learning entity, may deprive him/her of existence, current meaning of existence or they are a barrier in its development”²⁵.

R. Zięba defined „ threat” as a „certain mental condition or awareness triggered by perception of phenomena, which are assessed as unfavourable or dangerous”²⁶.

It should be emphasized that threats that executive state bodies are always accompanied by are fear and anxiety²⁷. Therefore, we must also mention a definition from the Lexicon of military knowledge, which defines threat as

a „situation, in which there is increased likelihood of loss of life, health, freedom or material goods”²⁸.

There is no doubt that a feature characteristic of threats to people performing executive functions in the state is their variability and disorderliness. Some phenomena that were threats in the past, but they are no longer threats nowadays, and the other way round – those that once were not treated as posing threat to people and buildings that are subject to protection, they may nowadays cause reduction of the level of security. The deliberations enabled the author to conclude that power of some threats may also change (threats may ease off or increase).

While analysing contemporary threats to people and buildings that are subject to special protection, it must be emphasized that development of modern technology and civilizational transformations have caused changes in perception of hierarchy of values²⁹.

Sense of danger is an effect of information reaching to human, above all, in the form of sensory stimuli, but also various types of verbal and non-verbal messages from other people³⁰.

To sum up, short analysis showed that quoted definitions will be significant in

²³ See: R. Socha, *Współczesne postrzeganie zagrożeń*, [w:] *Zarządzanie kryzysowe. Teoria, praktyka, konteksty, badania*, red. J. Stawnicka, B. Wiśniewski, R. Socha, Szczytno 2011, pp. 19 – 30.

²⁴ More: *System zarządzania kryzysowego państwa, w tym Sił Zbrojnych RP*, (ed.) B. Wiśniewski, i J. Fałeki, Wydawnictwo Wyższej Szkoły Administracji, Bielsko-Biała 2009, p. 17.

²⁵ B. Kogut, A. Babiński, *Zakres znaczeniowy pojęć: wyzwanie, szansa, zagrożenie i ryzyko*, [in:] *Wyzwania, szanse, zagrożenia i ryzyko dla bezpieczeństwa narodowego RP o charakterze wewnętrznym*, R. Jakubczak, B. Wiśniewski (ed.), Wydawnictwo Wyższej Szkoły Policji, Szczytno 2016, p. 63.

²⁶ R. Zięba, *Kategoria bezpieczeństwa w nauce o stosunkach międzynarodowych* [in:] D.B. Bobrov, E. Haliżak, R. Zięba (ed.), *Bezpieczeństwo narodowe i międzynarodowe u schyłku XX wieku*, Wydawnictwo Naukowe Scholar, Warszawa 1997, p. 4.

²⁷ More: *Bezpieczeństwo w teorii i badaniach naukowych*, Wydanie III uzupełnione i poszerzone, eds B. Wiśniewski, Wydawnictwo Wyższej Szkoły Policji, Szczytno 2021.

²⁸ M. Laprus (ed.), *Leksykon wiedzy wojskowej*, Warszawa 1979, p. 510.

²⁹ More: *Teoretyczne aspekty strategii bezpieczeństwa państwa*, ed. A. Szerauc, Wydawnictwo Naukowe Nowum, Płock 2010.

³⁰ J. Prońko, *Zarządzanie ryzykiem w obszarze bezpieczeństwa powszechnego*, Wydawnictwo Wyższej Szkoły Administracji, Bielsko-Biała 2010, p. 33; Lubiewski P., Gwardyński R., *Ochrona zabytków przed zagrożeniami terrorystycznymi, kryminalnymi, militarnymi i pozamilitarnymi*, Katedra Bezpieczeństwa Społecznego Instytutu Bezpieczeństwa i Edukacji Obywatelskiej Wydziału Pedagogicznego Uniwersytetu Pedagogicznego w Krakowie, Kraków 2018, p. 12.

the event of planning, organization and execution of protective measures by assigned units, because „threat”, is a physical or social phenomenon that by causing the state of uncertainty – disturb the sense of security of people who are subject to special protection. A significant element that would enable to effectively react in the event of a threat is its quick identification.

The main sources of threats and risk of the loss of security of executive state bodies

With reference to people and buildings that are subject to special protection within the scope of basic values such as life and health, as well as performed function, a few main sources of threats connected with risk of the loss of level of security can be distinguished. The main threats include assault and assassination attempt against protected person.

Assault is defined as a violent and direct act against someone or something. Assassination attempt may be defined as an action aiming at taking someone's life, disturbing or stealing someone's property, attacking someone or something. There are also a few features that assassination attempt is characterized by. They include, among others: planning, purposefulness and time distance. Whereas assault is a result of actions taken previously and it can be defined as consequences of an assassination attempt planned earlier³¹.

Threats to executive state bodies may have different sources and causes. They can be caused by various factors and various perpetrators. The most important threats include:

- terrorist,
 - connected with sabotage,
 - connected with disinformation and loss of continuity of operation,
 - connected with activity of foreign secret service,
 - connected with activity of organized crime groups,
 - connected with human behaviour,
 - connected with cyberterrorism and loss of information continuity of operation,
 - connected with mobile unmanned platforms,
 - connected with cultural and religious factors,
 - others (e.g., resulting from military operations or stabilization missions).
- Presented potential sources of threats do not exhaust all potential sources of threats to executive state bodies and may be a starting point for further analyses and deliberations on this subject.

Threats often result from the very popularity of protected people and their controversial views. There were cases of assassinations aimed at achievement of a specific political goal.

A good example can be political assassinations in Lebanon, where, among others, two presidents, three prime ministers and many people from the world

³¹ J. Kaczyński, *Biuro Ochrony Rządu wobec współczesnych zagrożeń*, Agencja wydawnicza CB, Warszawa 2013, p. 14.

of politics and uniformed services were assassinated³².

Assuming that it is not possible to provide full security, universally accepted principle in protection and security of people is the one saying that the largest challenge to protective units is prevention and avoidance of threats. In addition, the entities responsible for protection and security of important personages are trying to minimize the risk connected with loss of broadly understood security. An element necessary to achieve desired level of security is, among others, risk analysis and identification of threats, which also shape the level of security and determine the selection of appropriate security measures³³.

Conclusions

The problem of risk and security of executive state bodies connected with it – due to new types of threats – is becoming more and more complex. It can be affected by various factors, among others, political and economic transformations, terrorist and cyberterrorist threats, development of modern technology, information and IT threats, as well as hybrid actions and many others³⁴.

Risk is a ubiquitous, systematically conditioned phenomenon. Therefore, deliberations connected with risk and threats in the context of people and buildings that are subject to special protection, should be perceived, above all, in the acts of terrorism, because they will be, to some extent, connected with the causes of assaults on people and buildings mentioned above. The following sources of them can be distinguished:

- historical and political sources, which have their start in reactions of people demanding full democracy, respecting the law or human rights,
- socio – economic sources, which are closely connected with such phenomena as economic crises³⁵, social tensions of various origin, situations connected with national or social discrimination,
- psychological sources refer to those terrorists who are mentally unstable,
- sociological sources that include phenomena occurring in many countries and refer to social atmosphere (atmosphere of spirit of violence)³⁶.

Execution of protective measures is often associated with risk. Above all, it results from the problems with identification of an environment. While executing protective measures, risk must be considered in a multidimensional way, including context of threats, chances/profits and potential losses. Personal and material risk and legal liability of people

³² T. Goryca, Terroryzm polityczny w Libanie – studium przypadku, [in:] Security of the Republic of Poland in National and International Dimensions. Poland's 20 years in the NATO. Security of the Future, A. Soboń, A. Mróz-Jagiello, A. Zagórska, (ed.), Wydawnictwo Akademii Sztuki Wojennej, Warszawa 2019, p. 385-401.

³³ T. Goryca, Identyfikacja i ocena zagrożeń..., op. cit., p. 73.

³⁴ T. Goryca, P. Zaskórski, Planning of VIP protection in the aspect of the continuity of the State Security Service operation, [in:] Dimensions of regional and global security, M. Górniewicz, I. Mucha (ed.), Wydawnictwo Adam Marszałek, Toruń 2019, p. 120.

³⁵ More: Wiśniewski B., Sander G. G., Zagrożenie, kryzys i sytuacja kryzysowa – jako uwarunkowania życia współczesnego człowieka, „Bezpieczeństwo i Technika Pożarnicza”, Nr 41, Issue 1, Centrum Naukowo-Badawczego Ochrony Przeciwożarowej Państwowy Instytut Badawczy, Józefów 2016, p. 13-18.

³⁶ J. Kaczyński, Biuro Ochrony Rządu..., op. cit., p. 19-20.

executing protective measures should also be mentioned here. Risk is a constant element in execution of protective measures and may sometimes express in searching for changes, which, according to the Author, should be implemented because they enable to improve efficiency and progress of executed protective measures, considering efforts aiming at minimization of the risk, and not avoidance of it³⁷.

In the process of making decisions connected with execution of protective measures, analysis and assessment of risk are of key importance and their goal is identification of potential threats to people and buildings that are subject to special protection, finding their sources and assessment of risk size. A final effect of conducted analyses and assessment of risk to people and buildings that are subject to mandatory protection should be determination of the level of risk that is acceptable and unacceptable during execution of protective measures.

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³⁷ More: T. Goryca, Identyfikacja i ocena zagrożeń dla bezpieczeństwa VIP, [in:] Różnorakie perspektywy bezpieczeństwa, ed. M. Banasik, A. Rogozińska, Wydawnictwo Difin, Warszawa 2019, p. 77.

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