

## 2. NONMILITARY SECURITY

# THEORETICAL ASPECTS OF INTEGRATION OF INSTITUTIONAL MEASURES TO PREVENT NEGATIVE SOCIAL PHENOMENA AT LOCAL LEVEL

ZBIGNIEW KAZIMIERZ MIKOŁAJCZYK

### SUMMARY

The process of ensuring security at the local level is directly related to the functioning of the institutional system. The recognition of threats and the exchange of information and experience between security entities are the key elements in counteracting negative social phenomena. The integration of services, guards, inspections and other institutions brings positive effects in activities undertaken for ensuring the safety of local communities. The use of scientific research and modern technologies in planning institutional activities is an important support.

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### KEY WORDS

Internal security, public order, the Concept of Moving Spaces, Police, integration of activities for the benefit of security, local communities.

**ZBIGNIEW KAZIMIERZ  
MIKOŁAJCZYK**

Cardinal Stefan Wyszyński  
University in Warsaw

## Introduction

A key obligation of governmental authorities is to provide national security. In order to achieve this goal they join various international organizations and enter a number of pacts, treaties and international agreements. At the state level, there is created the whole system of legal solutions which guarantee security and constitute institutions which are responsible for performing tasks in this area. Scientific deliberations have already revealed some attempts to classify particular areas of security, what is more, its definition has already been formulated. Researchers have taken some meas-

ures to explore particular areas of security<sup>1</sup>.

The main idea of this dissertation is to present the theoretical aspects of ensuring

<sup>1</sup> B. Wiśniewski, System bezpieczeństwa państwa. Konteksty teoretyczne i praktyczne, Szczytno 2013, p. 15; M. Cieślarczyk, Kultura bezpieczeństwa i obronności, Siedlce 2007; M. Cieślarczyk, Teoretyczne i metodologiczne podstawy badania problemów bezpieczeństwa i obronności państwa, Siedlce 2000; L. Ciborowski, Walka informacyjna, Toruń 1999; W. Fehler, Bezpieczeństwo wewnętrzne współczesnej Polski. Aspekty teoretyczne i praktyczne, Warszawa 2012; K. Ficoń, Modelowanie bezpieczeństwa za pomocą potencjalowej formuły bezpieczeństwa, „Kwartalnik Bellona” 2014, nr 2, p. 28-51; A. Glen, Podstawy poznawcze badań bezpieczeństwa narodowego, „Zeszyty Naukowe Akademii Obrony Narodowej” 2011, nr 2(83), p. 9-32;

security and social order at local level. Still, it should be emphasised that most of security institutions operating locally also fit into the system of activities at the national level, because of statutory tasks assigned to particular security units. Thus, it is not possible to determine a clear border in this area. Recognition, prevention and combating the threats and hazards play a vital role both at the first and the second level. Typology of threats to public security reveal a number of areas which need to be considered. One of such problems are negative social phenomena. They particularly influence the sense of security of citizens. The

problem has been revealed due to deep analysis of literature on the subject and source materials. The conclusions drawn can be a subject of interest of law enforcers and also other researchers dealing with the theory of security. A range of precautionary actions have been presented at the background of the public security system.

## 1. Characteristics of the public security system

The system of public security is one of the main elements of security in its broad sense. Undoubtedly, it is justifiable to present the system approach. More generally, the system of public security is a part of the whole supra-system of national security. Bernard Wiśniewski claims that "the system approach of the consideration of the national security is supported by such characteristics as:

- holism, in other words, the exploration of the phenomenon, objects, the process of incidents etc. as a whole;
- complexity, that is manifesting various connections and internal relations;
- essentialism, that is analysing phenomena (objects) from the point of view of essential distinguishing characteristics;
- structuralism, that is identifying peculiarities of the object (area) of interest based on those features of the structure which are considered unchangeable and intriguing;
- contextuality, that is investigating systems on account of their place in a bigger entirety;
- teleologism, that is investigating phenomena from the point of view of their purposefulness in a given domain, especially in the whole reality;
- functionality, that is examining systems on account of attained goals and performed positions;
- effectiveness, that is considering i

<sup>cd.</sup> B. Hołyst, *Bezpieczeństwo. Ogólne problemy badawcze*, part 1, Warszawa 2014; B. Hołyst, *Bezpieczeństwo społeczeństwa*, Warszawa 2015; B. Hołyst, *Bezpieczeństwo. Programy promocji*, Warszawa 2017; B. Hołyst, *Zagrożenia ładu społecznego*, Warszawa 2013; B. Hołyst, *Przeciwko życiu. Perspektywy badawcze problematyki zagrożeń życia*, part. 1, Warszawa 2017; B. Hołyst, *Przeciwko życiu. Determinanty społeczne i kulturowe*, part 2, Warszawa 2018; B. Hołyst, *Kryminologia*, ed. 11, Warszawa 2016; K. Jałoszyński, T. Aleksandrowicz, K. Wiciak, *Bezpieczeństwo państwa a zagrożenie terroryzmem. Terroryzm na przełomie XX i XXI w.*, part. 1, Szczytno 2016; K. Jałoszyński, *Centralny pododdział kontrterrorystyczny polskiej Policji – BOA KGP*, Szczytno 2016; M. Karpiuk, *Miejsce samorządu terytorialnego w przestrzeni bezpieczeństwa narodowego*, Warszawa 2014; A. Pieczywok, M. Karpiuk, *Odpowiedzialność dyscyplinarna funkcjonariuszy formacji bezpieczeństwa i porządku publicznego*, Warszawa 2016; M. Karpiuk, A. Pieczywok, *Służba w formacjach bezpieczeństwa i porządku publicznego*, Warszawa 2016; W. Kitler, *Bezpieczeństwo narodowe RP. Podstawowe kategorie, uwarunkowania, system*, Warszawa 2011; W. Kitler, *Planowanie cywilne w zarządzaniu kryzysowym*, Warszawa 2011; W. Kitler, K. Drabik, I. Szostek, *System bezpieczeństwa narodowego RP*, Warszawa 2014; H.M. Królikowski, *Geneza i rozwój polskich operacji oraz sił specjalnych*, Warszawa 2013; M. Kubiak, S. Topolewski, *Bezpieczeństwo informacyjne w XXI wieku*, Siedlce 2016; M. Kubiak, R. Białoskórski (red.), *Informacyjne uwarunkowania współczesnego bezpieczeństwa*, Siedlce – Warszawa 2016; M. Kubiak, M. Lipińska-Rzeszutek (edit.), *Współczesne bezpieczeństwo ekologiczne*, Warszawa – Siedlce 2017; A. Misiuk, *Administracja porządku i bezpieczeństwa publicznego: zagadnienia prawno-ustrojowe*, Warszawa 2008; T. Szubrycht, *Międzynarodowe zespoły okrętów w zwalczaniu zagrożeń asymetrycznych na morzu* [in:] M. Zuber (ed.), *Katastrofy naturalne i cywilizacyjne: zagrożenia i reagowanie kryzysowe*, Wrocław 2006, p. 113-123.

- tems through the prism of magnitude of the results and performed functions;
- synergism, that is considering qualities resulting from cooperation and interaction within the scheme of subsystems and elements of these subsystems, whose gist is the cooperation, which is more efficient activity rather than their distinctive actions;
  - development, that is considering the systems based on the processes of transformations and changes connected with proceeding to more complex states or forms or else in a way more perfect”<sup>2</sup>.

The whole structure of institutional solutions of a public security system functions within a certain, strictly determined environment, which fits in within the state borders as well as in the extent of operations taken up by authorities, services, fire department, inspectorates and other institutions. The aforementioned system possesses a suitable structure consisting of simple institutions of public security, which are linked together by means of some mutual statutory tasks and organizational arrangements. “This system, along with its respective subsystems, holds a set of rules which determine its activity. In scope of its functioning there is a subsystem dealing with management of public security which contains bodies of public authority and leaders of organizational units. The management of security processes is divided systemically into particular levels, i.e. central, voivodeship, county and communal. The actions are supported by local governments and other bodies dealing with security and are considered as an additional element of their work. In strictly specified and lawful circumstances the actions in question can be supported by the Armed Forces of the Republic of Poland. In this regard, the

system of justice is also very important”<sup>3</sup>. Bernard Wiśniewski constituted the following criteria, functioning in the state security system i.e.:

- “accumulation (...),
- “spread (...),
- „organisational cohesiveness (...),
- information connections (...),
- division of powers to make decisions (...),
- division of duties between organizational units relevant to cooperation relations (...)<sup>4</sup>.

All the activities for the sake of security can be included in three fields: ensuring security and public order, crisis and emergency operations and national defence. In the first area, Police is the key element as an armed, uniformed and hierarchic formation. It closely cooperates with Border Guards, State Fire Service, State Fiscal Administration, Military Police, secret service and other guards, inspections, local governments, community organizations, private entities and residents. Each of the entities in question carries out tasks in order to provide security as a part of their statutory duties or because of social duties. The scope of their operations are different for each of them and are appropriate for their competences and capability.

## 2. Selected, negative social phenomena

Rapid speed of civilisation development results in forming new areas of life: social, technological, political etc. Along with this development, there are created new cate-

<sup>2</sup> B. Wiśniewski, *System bezpieczeństwa państwa...*, wyd. cyt., s. 115-116.

<sup>3</sup> Z.K. Mikołajczyk, *Koncepcja Ruchomych Przestrzeni. Problemy teorii i praktyki*. Warszawa 2018, p. 40-41.

<sup>4</sup> B. Wiśniewski, *System bezpieczeństwa państwa...*, ed.cit., p. 138.

gories of security<sup>5</sup> and new threats<sup>6</sup>. The effects of scientific research result in the formation of further, more and more complex typology of threats. Among them, negative social phenomena play a very prominent role. They extended the biggest influence upon the citizens' sense of security. The analysis of the literature allows to select the main phenomena:

- crime (common, criminal, economic, cybercrime and road traffic crimes, juvenile crimes);
- domestic abuse;
- social pathologies (drug addiction, alcoholism, nicotine addiction, prostitution, cyber addiction);
- subcultures<sup>7</sup>.

### 3. The spectrum of preventive operations at the local level

All preventive operations can be divided into several key areas. These are criminal investigation operations, preventive measures and also technical ventures. The task of providing security at local level is completed by a number of entities. In the decision-making process, there are involved the following: government authorities, local au-

thorities and security services. The entire process has repeatedly undergone scientific analysis. The analysed elements are as follows: the structure, practicality and the effectiveness of the whole system, its component parts and actions carried out by individual security entities.

One of the effects of scientific work is the Concept of Moving Spaces. It has been formulated as an attempt to establish the theoretical framework for the process of counteraction of all types of security threats. The concept's assumptions refer to the specification of negative spaces as threats and positive spaces as the effects of actions undertaken for the sake of security. The concept describes mutual dependency and the principles of security policy". Frequently, threats are of diverse nature in a given area. They create «negative spaces». Such a negative space for a commune, county may be a danger of flood because of its direct localisation close to rivers, for example, nowodworski county is located at the mouth of the Narew to the Wisła river; or the fire hazard for Izabelin commune due to its location at the forest zone of Kampinowski National Park. Other "negative spaces" of similar sort are as follows: the environment of huge urban agglomerations, criminal activities connected with Chechen, Vietnamese or Chinese people, as well as the functioning of an airport which can become the target of a terrorist attack. Such a "negative space" does not have to be ascribed to the area, it can also be an organized crime group operating on the area of even several counties, voivodeships or countries. « Negative spaces» can be more or less predictable, last shortly or remain constant over time and can have different intensity or produce a number of results.

<sup>5</sup> Por.: A.D. Rotfeld, *Europejski system bezpieczeństwa in statu nascendi*, Warszawa 1990; W. Fehler, *Bezpieczeństwo wewnętrzne współczesnej Polski*, Warszawa 2012; J. Kunikowski, *Słownik terminów z zakresu wiedzy i edukacji dla bezpieczeństwa*, [w:] *Bezpieczeństwo człowieka i zbiorowości społecznych*, Bydgoszcz 2005; S. Dworecki, *Zagrożenia bezpieczeństwa państwa*, Warszawa 2001; J. Stańczyk, *Współczesne pojmowanie bezpieczeństwa*, Warszawa 1996.

<sup>6</sup> Por.: K. Sienkiewicz-Małajurek, Z. Niczyporuk, *Bezpieczeństwo publiczne. Zarys problematyki*, Gliwice 2011; S. Lipski, *Zarządzanie bezpieczeństwem*, [in:] *Próba identyfikacji współczesnych zagrożeń dla bezpieczeństwa i porządku publicznego w Polsce*, Warszawa 2006

<sup>7</sup> .Por. Z. K., Mikołajczyk, *Wolność źle zagospodarowana – zjawiska patologiczne wśród młodzieży*, in: *Młodzież w przestrzeni wolności. W poszukiwaniu odpowiedzi na zmiany ustrojowe po roku 1989*. Edit.. R.F. Sadowski, „Biblioteka Towarzystwa Naukowego Franciszka Salezego”, Warszawa 2014, p. 108-150.

The opposite, considered as positive aspects for the state security are «positive spaces». They are created as a result of successful activities implemented by the government authorities, local authorities, particular services, agencies, guards, inspections and other institutions and even a civilian initiative. Such positive spaces can be created due to the proper revalidation of the space, effective work of prevention services, suitable social preventive measures, the implementation of effective reconnaissance operations or obtaining high efficiency of law enforcers [staffing, professional training and development, equipment], efficient information exchange among them and work coordination. These spaces are the effects of work of security services and citizens, that's why they have limited scope, marked out by physical operations and a sense of security of citizens.

As it is easy to guess, the success of actions undertaken for the sake of security will depend on the adjustment of «positive spaces» to «negative spaces» in order to prevent the development and minimize the effects of the negative phenomenon. What will be considered as an extremely valuable feature is the ability of crisis managing and the ability to build up a <positive space> based on suitable services, as well as adjusting the appropriate means to the requirements of the situation.

However, it is not the conclusion of the concept of moving spaces, because we have already worked out the procedures suitable for an existing situation, divided the scope of duties among services, appointed units responsible for management in a crisis situation. The only problem is that we still do not always draw conclusions from a certain incident and introduce some remedial actions in order to avoid similar situations in future.

The gist of the Concept of Moving Spaces is the creation of the system of the «positive spaces» before the threat will arise in places where the possibility of «negative spaces» is the biggest one. «Positive spaces», contrary to «negative spaces» are controlled by legitimate bodies, i.e. safety boards – appointed by the act of law at each level of security management [commune, county, voivodeship, country]. The listed spaces are closely connected with coordinating and managing bodies. If they are properly located, it may allow to avoid the occurrence of security threat. «Negative spaces» do not have any contiguous point, or trajectory, so their predictability is limited and depends on a number of factors. Appointing to the aforementioned commissions and legitimate advisory bodies, consisting of people possessing the professional range of knowledge, huge work experience, and including the scientists [which is permitted, for example at county level, see the article nr 38a of the Local Government Act] would allow for effective control over the «positive spaces» and counteract the creation of the «negative spaces»<sup>8</sup>.

The organization of well-functioning system of local security focuses on many elements. Among the most important areas here are the following issues:

- legal provisions of the system (the system itself, security entities, conducted activities);
- financial support for security provision;
- range and quality of technical means being involved;
- efficient organization of institutional cooperation;
- human potential.

<sup>8</sup> Z. Mikołajczyk, *Zapobieganie zagrożeniom i zwalczanie przestępczości w oparciu o koncepcję ruchomych przestrzeni*. [in:] *Międzynarodowe i wewnętrzne uwarunkowania bezpieczeństwa*. Edit. K. Cebul, A. Rudowski, Warszawa 2014, p. 167-178.

Legal provisions outline the whole of national security system in a view of internal and external security. They determine the scope of work of particular security entities and division of their competences. They also indicate supervising bodies for security services. Each of the entity cooperates within its competences with both government and local authorities at particular levels: central, voivodeship, county and communal. The tasks at the central level pervade to the smallest units of administrative division of the country. A number of times, the initiative of preventive activities comes from the central level, but many undertakings are organized at the local level. It is connected with the nature of security threats and peculiarity of the area.

Services, guards, inspections carry out their statutory duties on the basis of own budget allotted by the central level. It is not the only form of financing the undertakings for the sake of security, because the mentioned bodies repeatedly get the financial support from local authorities and other institutions i.e. state organizational units, associations, foundations, banks and insurance institutions. Single initiatives are frequently supported by charity organizations, associations, trade unions, private business and citizen initiatives. For instance, the cost of Police is covered from the budget act, however, it also gets some support from local authorities, which cover the costs of additional police vacancies, the purchase of appliances and police equipment. Additionally, research institutes receive extra grants-in aid and subject donations to finance current operations, i.e.

- „1) conducting scientific researches and developmental work while carrying out tasks (...);
- 2) maintaining, managing and developing the collection of data (...);
- 3) maintaining, managing and develop-

ing the infrastructure necessary to collect and process dactyloscopic data according to Art. 428 sec. 1 par. 4 of Act on 12<sup>th</sup> December 2013 about foreigners (Journal of Laws of 2016, items 1990,1948, 2066 and of 2017, items 60,858,1543) and Art. 119 sec.1 par.6 of Act on 13<sup>th</sup> June 2003 about the protection of foreigners in the Republic of Poland (Journal of Laws of 2016, items 1836, 2003 and of 2017, item 60);

- 4) performing tasks within an international cooperation, including the exchange of dactyloscopic data and the results of analyses of deoxyribonucleic acid (DNA) based on law, contracts in operation and international agreements;
- 5) performing tasks of the entity eligible to approve technical specification and confirm the deprivation of functional traits of firearm of all types, which is described in Art. 6a of Act 1 and 4 on 21<sup>st</sup> May 1999 about weapon and ammunition (Journal of Laws of 2017, item 1839);
- 6) performing duties of National Police Chief within the content-related supervision for functioning of forensic laboratories in Regional Police Headquarters;
- 7) exercising rights to wages and other dues for police officers employed in these entities”<sup>9</sup>.

What is equally essential is to support the security entities logistically. It is highly undeniable how important the quality of equipment is and how the institution is equipped. However, this vast subject could be discussed in a separate article.

The efficiency of safety-related operations at the local level depends on the degree of organizing the cooperation between security entities. Tasks integration, the exchange of information, common planning undertakings ensure high efficiency. Such

<sup>9</sup> Act on 6<sup>th</sup> April 1990 year about Police. Journal of Laws of 2017 year items 2067, 2405, of 2018, items 106, 138, 416, 650, 730, 1039, article 13.

state of affairs can be achieved by creating good relations between the heads of particular institutions.

However, the most important element which the security entities have at their disposal is a human potential. Expert knowledge, professional competence, dedication, devotion and flexibility are among the most desired staff features in an institution. A key role is the level of staff training, and thus, the quality of the training system. Nowadays, the security entities recognize the necessity for good quality trainings of human resources and of taking advantage of gains of the world of science in the field of security.

## Conclusion

The problem of ensuring safety at the local level constitutes the key element of the process of providing public security and creating a sense of security among citizens. There are numerous security entities involved in the process, as well as citizens themselves. Among them, there are government and local authorities, the secret service, Police, Border Guards, State Fiscal Administration, Military Police, State Fire Service, Voluntary Fire Brigade, the Inspection of Road Transport, other guards, inspections, institutions, organizations and associations. All of these bodies perform their own statutory tasks and organize their own undertakings. They also perform common actions. The whole scope of the actions deal with the recognition of threats, precautionary and preventive actions, special undertakings, crisis actions, inspection activities, remedial and restoring actions, as well as organizing the trainings, in-service trainings, doing researches and implementing their results. Efficiently working institutions are able to raise social awareness, successfully recognize threats, and then counteract them and minimize their effects.

Using results of the researches, modern technologies and the effects of carried out research projects is a key element of the integration of the world of science with security entities. The integration process of the central level should be converted to the local level. Mutual support convert to the growth in the level of competence not only of particular institutions, but also of the whole system of security.

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