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Public Security and Public Order – Conceptual and Institutional Scope

Abstract: The publication aims to analyze public security and public order in conceptual and institutional terms as an analytical category of security sciences. The legislator defines neither public security nor public order. So far, they have been treated mainly as categories of administrative law. It is therefore important to assign them analytical content in the new scientific discipline. The research results allowed for the presentation of the thesis that public security and public order are mainly connected with protection against pathological phenomena occurring in the public space, which are minimized by institutions established to ensure it. These categories should constitute the research field (subject) of the security sciences. The research problem formulated in the form of the question: How are public security and public order treated in definitional and institutional terms? The problem was solved based on a critical analysis of the literature. The paper uses theoretical research methods, including analysis of literature and phenomena occurring in society and inference – as a cognitive factor of the subject of analysis. A critical analysis of the literature on this issue played a large role in the cognitive process.

Keywords: *security sciences, public security and public order, research subject*

Introduction

Security has been, is, and will be the subject of intensive scientific research. It is an area of activity of many scientists who, in their activities, use scientific approaches to describe and explain it using appropriate research techniques and tools (Kamiński, 1992).

Security is a multidimensional concept with an extremely broad scope and meaning (Gierszewski & Pieczywok, 2019). The essence of modern security has its source in the human hierarchy of values, the basis of which should be its provision – regardless of the spectrum and areas of operation. Because of that, it is obvious that there are many definitions of the term – depending on the level at which it is considered.

According to Zięba (1989), the concept of security includes the satisfaction of needs: existence, survival, certainty, stability, wholeness, identity, independence, protection of life level, and quality. Security, being the main need of man and social groups, is at the same time the basic need of the state and international systems. Its absence causes anxiety and a sense of threat. According to Wojciech Lis (2015, p. 32), the interpretation of the meaning of this term is in line with the nature of man, who for normal life and proper development needs appropriate conditions giving him a sense of security. Sławomir Zalewski (2013, p. 165) describes the meaning of security similarly. According to him, “...security affects the formation of human attitudes because it is one of the conditions of activity aimed at achieving life goals. Security is a need, but it is also a condition of human activity”.

In the literature and legal regulations in force, the terms “public security” and “public order” are often treated as synonymous, and in colloquial communication, they are used interchangeably, also in the context of threats related to them. However, these concepts “are not equivalent and synonymous” (Brzeziński, 2009, p. 40). The conceptual proximity of these terms raises doubts even more because the forms and scope of behavior and social relations, or accepted social and moral norms, which are the designations of these terms, have already been distinguished in detail (Pieprzny, 2008, p. 17). For this reason, the essence of the disjunctive use of the two terms derives from the necessity of “effective action to maintain internal security (the diverse nature of legal and institutional means to maintain and restore public security and public order)” (Fehler, 2012, p. 37) Especially that these concepts are contained in legal regulations, “defining with them the scopes of action of entities responsible for state security (administration of public security and public order)” (Brzeziński, 2008, p. 40).

It should be borne in mind that there are legal (mainly administrative) bases for public security and public order. Waldemar Kitler (2007, p. 98) includes administrative law to the law supporting national security.

Terminological arrangements play a huge role in the reliability of the research process in all fields of science. Despite their ubiquity, deficiencies, as well as shortcomings in terminology, are still perceived and revealed.

There are undoubtedly some overlaps in the meaning of these terms and thus in the actions taken for public security and public order. It is the case when “the maintenance of public order will at the same time condition the provision of public security, especially in situations where the maintenance of public order is linked to the taking of certain human actions” (Misiuk, 2013, p. 20) The common scope of public security and public order “is the protection of the public (common) good. It is justified when it is accepted that funda-

mental values, such as human life and health, are directly linked to the concept of security” (Chajbrowicz, 2009, p. 45).

It is accepted that these categories in administrative law (and not only) are ambiguous, terminologically inconsistent, and, as a result, difficult to define and demarcate.

Concept of Public Security and Public Order

The term ‘public security’ often is used with the term ‘public order.’ It is, therefore, worth looking at this expression as well. The word ‘order’ itself is attributed to various meanings.

From the very beginning, security has been connected with man’s natural feelings of anxiety and fear of danger. In the literature, we can find many attempts to define, systematize or catalog the concept of security (Gierszewski, 2013a). This meaning can be defined as multidimensional, multifaceted, subjectively, or objectively. The broad meaning of this concept is indicated by Stanisław Kwiatkowski (2011, p. 21), who enumerates: “... 1) multidimensionality – security refers to various spheres of life, from individual to all-human, it has a subjective character, it refers to the situation of a subject, thing, some entity or object whose security is at stake, without adjectival determination, showing the context is ambiguous; 2) clear reference to the environment – security depends on the location, the situation of the security subject in relation to others or the subject itself; 3) content capacity dependent on the perception of actual or potential threats, their sources and types, it has a relative character, security refers to a specific state of threats directed at the subject for its fundamental needs and basic values; 4) variability in time (dependence on circumstances) and gradation indicating different levels of security; 5) the nature of security – objective and subjective at the same time, the type of threat (external or internal) depending on where the threat comes from – from the environment or from processes occurring within the structure of the given subject of the phenomenon”.

In literature, we also find many definitions of public security. The diversity of this term results from the lack of a legal definition and is also a state which is a normative subject of many acts regulating the areas requiring special state concern.

For Władysław Kawka (1939, p. 46), public security is a state in which the general public and their interests and the state and its objectives are protected from damage threatening them from any source. He pointed out that the protection of public security is one of the tasks of the state, i.e., it is up to the state to determine what can or does disturb it, in other words – what is a danger. The author acknowledged that the diversity and vastness of public security areas make it impossible to provide a comprehensive definition of public security.

According to Wiśniewski and Zalewski (2006), public security should be related to the security of state institutions. Sprengel (2004) believes that the analyzed notion is connected with the civic sphere. On the other hand, Misiuk (2008) perceives this concept as a term that concerns the guarantee of undisturbed functioning of both citizens and institutions.

Therefore, public security is most often connected with the basic social value, which is protecting the life, health, and property of the population.

According to Janina Czapska (2004, p. 14), “Public security is an element of the broader concept of security, understood as a certain state or process. As a certain state, it can be understood objectively in a negative sense – as a state without threats, in a positive sense – as a state of inviolability of goods, or subjectively – as a state consisting of a psychological feeling of not being threatened. Security is also understood as a process leading to the achievement of a characterized state, including preventing the infringement of goods (prevention) and a reaction to this infringement”.

Polish scientific literature describes the concepts of public security and public order quite extensively. Analyses of the meaning of these terms are undertaken by many authors, many of whom propose own definitions.

The boundaries of what is safe and unsafe are defined authoritatively by the decision-maker under statutory responsibility and indicate what requires a response from the institution responsible for public security. It marks the state’s task in this area and its protective function. Maintaining (protecting) public security is one of the oldest public tasks, closely connected with public authority (public administration bodies).

According to another definition, the “concept of public security refers to protecting security against negative actions. In this context, public security is also the measures taken to protect the population against various threats in the state” (Sulowski & Brzeziński, 2009, p. 15).

Public security is first and foremost a constitutional value (see Art. 31 Paragraph 3 of the Constitution of the Republic of Poland) included in the public interest as a general determinant of the limits of individual freedoms and rights. Each of the six categories of specific interests enumerated in Art. 31(3) (public security and order, environmental protection, health, property, and public morality) should be defined based on the axiology of the foundations of the Constitution regarding the principle of human dignity and the prohibition of discrimination.

Related to the concept of public security is the term “public order”. Referring to the definition of the *Dictionary of Polish language*, “order [*porządek*]” is a state characterized by cleanliness, selectivity, arrangement of things in places intended for them, or the desired state of social peace and observance of the law (Dunaj, 2005, p. 497). On the other hand, “public” means accessible, intended for everyone, referring to all people, to the whole society, refers to some institution, office, etc.; common, general, social. The notion of “public order” and “public security” are terms with ambiguous ranges of meaning, often described in the literature as undefined notions, thus not defined unambiguously. Often the two concepts are combined with the conjunction “and”, i.e., “public security and public order”.

The word *public* [*publiczny*] in Polish means “state, common, concerning all, open, connected with an office, institution, intended for all, referring to all people, to the whole society” (Pieprzny, 2008, p. 76).

The simplest classical division, assuming two subsystems: external security and internal security, should be considered anachronistic in the era of multifaceted and mutually penetrating security opportunities and threats. However, remaining with this classification, public security and public order constitute a subset (subsystem) of internal security, directly related to protection “within the state”.

The concept of security and public order refers to the desired state of affairs prevailing within the state and enabling its structures to function normally. These concepts are defined by law, as well as by social, moral, and customary norms.

Public order is most often shaped by the behavioral standards of a certain social group and by changing living conditions and social views or legal regulations. Maintenance of public order requires the elimination of cases of violation of rules relating to the use of public places by citizens. Therefore, public order is a factual state existing within the state-regulated by legal and non-legal norms.

Respect for these norms guarantees the normal co-existence of individuals within the state organization in a specific place and time. Therefore, public order is a set of norms the observance of which ensures undisturbed and conflict-free functioning of individuals in society.

The concepts of security and public order are used objectively (as specific states) and subjectively (as specific forms of social awareness), or in material, formal or institutional sense, or in a broad or narrow sense (Widacki & Sarnecki, 1997, pp. 10-11).

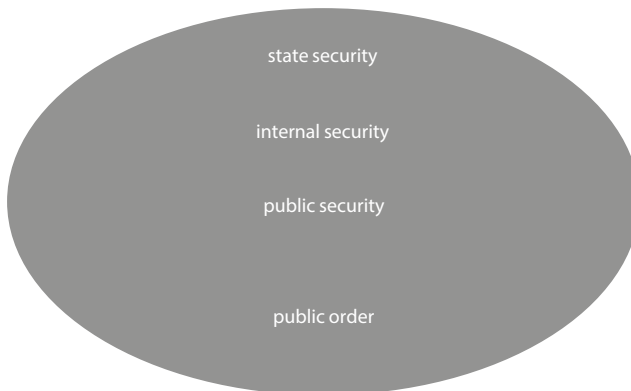


Fig. 1. The situation of public security and public order in the context of state security

Source: own elaboration.

According to Elzbieta and Edward Ura (2007, p. 442), in the light of the existing normative regulations, three types of terms can be distinguished: state security, public security, and public order. In the authors' opinion, “public security is a state of affairs in which all

citizens, individually indeterminate, living in the state and society are not threatened by any danger, regardless of what its source might be. The protection of this security belongs to the state, which defines the limits of security and determines what disturbs or may disturb the normal functioning of the state. It refers primarily to the danger in communication, road traffic, water traffic and during disasters, natural calamities, epidemics, as well as various kinds of attacks, robberies, and thus the protection of life, health, property of citizens, and social property against unlawful attacks violating these goods". In turn, "state security is primarily the protection of the constitutional system from external and internal danger. This mainly concerns the fight against espionage and diversionary activities carried out by intelligence and counter-espionage services of foreign countries and other foreign organizations".

The notion of public order "refers to those tasks of internal affairs bodies and other administrative bodies and social organizations which are directly related to the maintenance of order enabling normal development of life in the state. This includes ensuring the proper sanitary condition of public utilities, maintaining order on roads, observance of registration regulations, compliance with orders and bans of internal affairs bodies and other state bodies, observance of regulations on associations, public meetings, vehicle registration, building, forestry and hunting regulations. It also includes the fight against alcoholism and drug addiction, the fight against the effects of natural disasters and epidemics, the observance of regulations on civil status records, border signs, the observance of certain social discipline, etc.". Failure to observe these rules results in exposure to the danger of loss of life, health, property, or other dangers that arise in the conditions of collective life.

The cited views of the definition of public security have highlighted the difficulties in unambiguous definition of the meaning scope of this concept. In the literature, it is assumed that public security is an element of the state's internal security. However, the meaning of public security cannot be equated with internal security. These are groups of concepts that are different in both conceptual and semantic sense (Gierszewski, 2013b).

One should agree with the view presented on this issue with Stanislaw Pieprzny (2007, p. 31), according to whom: "the concept of public security is already historically established both in legal, juridical and colloquial language. It allows its content to be understood by society, both concerning the micro- and macro-territorial scale. The search for substitute terms does not reflect the essence of the issue and the object of protection. It would be difficult to relate the meaning of "internal security", e.g., only to municipalities, which is not difficult with the concept of "public security" of a municipality or in a municipality. Nor does it convey the proper scope of meaning of the concept of "security of citizens", which would be supposed to replace the concept of "public security", although these concepts are considered to be synonymous. The national clause expressed in the Constitution, and arising from European conventions and international agreements, requires, as a rule, that foreigners be treated as Polish citizens. The interpretation of the term "security of citizens" could disregard this fact, which would not reflect the real subject of protection".

These concepts relate to different spheres of social life and the competences of public administration bodies.

The protection of public security is a part of the department of government administration – department “internal affairs”, under art. 5 item 24 in connection with art. 29 para. 1 of the Act of 4 September on the departments of government administration (“Journal of Laws” of 2007) this department is managed by the minister in charge of internal affairs. The majority of institutions dealing with public security issues are placed in the ministry of internal affairs. However, extending the understanding of public security includes related concepts, such as state security, civil security, internal security. Thus, the legislator entrusted many tasks to institutions outside the ministry of internal affairs. In addition, some of the competences in the area of public security were given to local governments.

Public security is treated as a subcategory (subsystem) of internal security (next to general security and systemic – constitutional security), i.e., one of its constitutive elements and factors determining it. It is defined as: “(...) the totality of conditions and institutions protecting the life, health, property of citizens and national property, the system and sovereignty of the state from phenomena threatening the legal order, as well as from phenomena that may disrupt the normal functioning of citizens, contrary to the generally accepted norms of conduct” (Ścibiorek et al., 2015).

These concepts mainly refer to protecting society’s collective values and assets and imply a certain desired level of security in this regard.

The notions of public order and public security are mutually defining and complementary and are very often juxtaposed. It is probably dictated by the fact that they refer to the entirety of an entity referring to security in a broad sense, including protection of common goods and interests contributing to its realization.

Public Security Bodies and Institutions

Public safety is primarily a public task of the supreme, central, local government administration bodies and local self-government bodies.

The literature analysis indicates the lack of a legal (normative) definition of public security. However, it allows distinguishing elements, to some extent, reflecting its essence. Concerning public security, the first element is the subject of the threat. It is primarily the state where the threat affects and is directed against its functioning system, interests, and objectives. The second element is related to the nature of the threat, which has a public aspect. Thus, “it may adversely affect the conditions of collective life, regardless of whether it directly endangers a larger collective or individuals. In this case, the source of the danger is irrelevant, as is whether it is caused by an act or an omission to act”. Irrespective of the above considerations, when referring to public security, “the whole society, its interests, welfare, satisfaction of its needs must be taken into account. Because public security is the scope of activity of state administration bodies connected with protection, “it can be concluded that

it is a certain positive and at the same time desirable state within the state, guaranteeing its existence and proper development” (Wiśniewski et al., 2004, p. 19).

Ensuring public security and order, apart from the norms in this area contained in statutory regulations, its threat, or the situations occurring that have an impact on it, are the premises for the issuance of enforcement regulations that constitute acts of local law, which undoubtedly additionally emphasizes the importance of public security among the most important elements of the functioning of the state. It is so because of the importance of this issue, especially as it concerns the activities of the lowest levels of public administration, i.e., those directly related to and function most closely in the environment and for the benefit of local communities. At the same time, “meeting the needs of the community”, including security, is the municipality’s task. Therefore, to a large extent, acts of local law, on the one hand, constitute a concrete response to local needs and locally diagnosed threats in ensuring public security. On the other hand, they can and should contribute to building an appropriate state of public security and a sense of it among local communities.

Under Art. 7 para.1 point 14 of the Act of 8 December 1990 on Municipal Self-Government (“Journal of Laws” of 2001, No. 142) – the municipality is obliged to satisfy the collective needs of the community, which is its task, and this task includes in particular matters of public order and security as well as fire and flood protection, including equipping and maintaining the municipal flood storehouse. In addition, the municipality may also perform these tasks as commissioned tasks of the government administration.

County (Powiat), in line with Art. 4 para. 1 point 15 of the Act of 5 June 1998 on County Self-Government performs public tasks of supra-communal nature in the area of citizens’ security, as defined by statute. The voivodship self-government, on the other hand, in line with art. 14 para. 1 point 14 of the Act of 5th June 1998 on voivodship self-government performs tasks of voivodship character in the scope of public security.

Public security is the premise justifying the passing of enforcement regulations, which are acts of local law. Under Art. 40 of the Act on Municipal Self-Government, within the scope not provided for in separate acts or other generally binding regulations, the municipal council may pass enforcement regulations to ensure public security.

The County Self-Government Act in Art. 40-44 stipulates that the county council may issue county ordinances to ensure, among other things, public security, if these causes occur in more than one municipality.

Ordinances, on the other hand, under art. 60, para. 1 of the Act of 23 January 2009 on the Governor and Government Administration in the Province (“Journal of Laws” no. 31, item 206.) may be issued by the Governor, if necessary to ensure public security.

Maintaining public security is also a statutory task of the voivode (art. 22 para. 2 of the Act on the Voivode and Government Administration in the Voivodship), who ensures cooperation of all the organizational units of the government and self-government administration operating in the voivodship and directs their activities in the scope of state security. In order to perform this task, a voivode can, based on art. 25 of the mentioned act, issue instructions

binding for all the organs of government administration, and in extraordinary situations also for the organs of local self-government. An order cannot refer to decisions on the merits of a case settled by an administrative decision, to operational and exploratory activities, investigations, and to activities in the scope of prosecuting offenses (art. 20 para. 2).

In addition to protecting the security of people, maintaining public security is the primary function of the Police, according to Art. 1 para. 1 of the Police Act of 6 April 1990. Protection of public security, according to Art. 1, para. 2 of this Act, on the other hand, is a statutorily defined task of the Police (“Journal of Laws” of 2007, No. 43). The police is a formation serving the public and intended to protect human security and maintain public security and order. Analyzing the use of related notions – human security and public security – side by side, Hanusek (1997, p. 17) points out that it is not an accidental oversight on the part of the legislator but a logical consequence of emphasizing the police’s subservient role towards the society. The protection of the security of individuals is in the foreground because the security of individual members of society determines peace and social order and thus guarantees the security of the entire state organization.

The act of 20 March 2009 on the security of mass events (“Journal of Laws” of 2009, No. 62) in art. 5 para. 2 pt. 1-4 states that security of a mass event includes meeting by the organizer the requirements in the scope of ensuring the security of persons participating in the event; public order protection; medical security; ensuring the appropriate technical condition of buildings together with technical installations and equipment serving these buildings, in particular fire protection and sanitation. Thus, under Art. 5 para. 1 of the act, ensuring the security of the mass event at the place and during its duration is the obligation of the organizer of the mass event. In addition, the obligation to secure the mass event shall also rest – to the extent specified in the act on the security of mass events and other provisions – on the head of the commune, the mayor, the city president, the voivode, the Police, the State Fire Service and other organizational units of fire protection, services responsible for public security and public order in railway areas, health services, and, if necessary, also other competent services and authorities (art. 5 para. 3 of this Act).

The Act of 22 August 1997 on protecting persons and property (“Journal of Laws” of 2005, No. 145) in Art. 5 para. 1 and para. 2 pt. 3 (a-c) indicates that areas, objects, equipment, and transports important for public security are subject to mandatory protection by specialized armed security formations or appropriate technical protection. In Art. 17a, the legislator provided for the refusal to grant or limit the scope of a concession due to the threat to citizens’ state security and security or personal interests. Art. 22 para. 3, on the other hand, provides for the withdrawal of a concession or a change to its scope due to a threat to state security or the security of citizens. In Art. 41, the Act provides that a security guard may not carry a firearm if he performs directly the tasks of maintaining public security and order during mass public events.

A similar solution has been found in the Act on Detective Services (“Journal of Laws” of 2002, No. 12), where a threat to state security is one of the reasons for revoking a license

to conduct business activity in this scope (in addition to a threat to defense and security or personal interests of citizens – art. 26 pt. 2b).

In the Law on State Border Protection (“Journal of Laws” of 2009.), public security (in addition to state security, protection against threats to human life or health, and prevention of the spread of animal disease epidemics) may constitute grounds for closing certain border crossing points or restricting traffic at them (Art. 16 para. 3 pt. 2 of the Law).

The Act of 17 May 1989 on Guarantees of Freedom of Conscience and Religion, (“Journal of Laws” of 2005, No. 231) in Art. 3, para. 1, the legislator stipulates that manifesting one’s religion or beliefs individually or collectively may be subject only to statutory restrictions necessary to protect public security, and additionally, according to Art. 27, para. 1, the activities of churches and other religious associations may not violate the provisions of generally applicable laws protecting public security. According to Art. 33 para. 3 of the mentioned Act, if an application for entry in the register of churches and other religious associations contains provisions contrary to the provisions of laws protecting public security and order, the registration authority shall decide to refuse entry in the register.

The Act of 13 June 2003 on granting protection to foreigners within the territory of the Republic of Poland (“Journal of Laws” of 2019) in Art. 91 para. 1 provides for the legal possibility to deprive a foreigner of asylum if he/she carries out activities directed against state security or public security and order.

The Act of 21 May 1999 on arms and ammunition (“Journal of Laws” of 2020) in Art. 15 para. 1 pt. 6 regulates that a weapons permit shall not be issued to persons for whom there is a justified fear that they may use a firearm for a purpose contrary to the interests of public security or public order, in particular those who have been convicted by a final court decision of an offense against life, health or property, or against whom criminal proceedings are pending for the commission of such offenses.

Act of 3 July 2002 – Aviation Law (“Journal of Laws” of 2006 No 100) – in Art. 119 para. 3 and 4 – regulates the availability of airspace, which may be temporarily restricted for reasons of national defense, public security, protection of nature, and security of air traffic.

In 1998 a team headed by Jan Widacki (1998) undertook the task of creating clear definitions and delimitation of basic notions for the needs of competence regulations defining tasks of particular state bodies. This team formulated proposals to put the terminology in order and to amend the Police Act accordingly.

The following types of security have been distinguished: general security (understood as the requirement to eliminate threats to the functioning of public authorities and other structures of public life, as well as the life, health, and property of the community of citizens, caused either by possible attempts to destroy or damage institutions of general use or by forces of nature), security of citizens (including the requirement to eliminate direct attacks on the life, health or property of individual citizens) and public order (the requirement to eliminate breaches of rules concerning the use of public places or spaces by citizens). This last distinction is similar to the concept of public security.

Stanisław Pieprzny (2008) believes that public security and public order are the subjects of the activities of many bodies and institutions. These activities are carried out based on laws and local regulations to protect values according to the rule of law and proportionality. They are aimed at achieving a socially acceptable level of security in this area. It is a factual state inside the state, regulated by legal and non-legal norms in a specific place and time.

Threats to Public Security and Order

The concept of threat is an intuitive term associated with anxiety, danger, and uncertainty. In the literature, we find a variety of positions of interpretation and definition of threat.

In everyday language, the term “threat” is intuitively understood and associated with human fear of losing values such as health, life, liberty, freedom, or material goods. However, in the literature, the term is defined differently. A threat is the antonym of security, which in the *Dictionary of Polish Language* (1997) is defined as a state of non-threat, calmness, certainty. However, while security defines a certain state, threat – in the basic meaning of the word – is associated more with a phenomenon that violates it (Prońko, 2001).

The breakdown of threats by source and mode of origin can be divided into two main areas:

- threats caused by natural forces;
- threats created by human activities.

Political, religious, economic tensions can cause threats to public security. These threats may cover a local, regional or nationwide area. Consequently, it may lead to various tensions and fears not only on a municipality, district, or voivodship scale but also on a national scale. Public administration bodies should ensure security at an acceptable level and, if it is exceeded, be ready to take elimination measures. In this context, the provision of public security by state administration bodies should not be considered solely through criminal threats and actions undertaken to prevent them. The state and self-government bodies are obliged to limit and eliminate the causes of criminal phenomena and social pathology.

Against this background, the approach presented by social policy circles proposes that threats to the level of public security should be considered through the prism of needs deficit. It is recognized that the failure to meet needs results in a state of deprivation, which can contribute to the accumulation of various life difficulties for individuals and their families.

The contemporary sources of threats to public security may be found among such factors as: high level of unemployment, economic stratification in society, increased external migration, weakening of social ties, feeling of marginalization of large social groups, insufficient control of access to firearms, frequent changes and imperfection of legislation, the inefficiency of implementation of prepared programmes connected with counteracting social pathology (including combating crime). Threats of a social character include criminal and economic crime, disturbance of public order, offenses and violation of customary

norms, abuse of alcohol, drugs, increasingly popular legal highs, prostitution, gambling, homelessness, and aggression.

All these threats are related to human activity. Consequently, they lead to self-destruction or harmful effects on members of the community in which the individual functions. Therefore, it is necessary not only to state that the phenomenon occurs in the local community but also to determine the degree of its nuisance, i.e., the impact on the sense of security.

In today's world, new threats have emerged related to the organization and functioning of the public space of human life. They can include all the fears accompanying human activity in cyberspace, threats resulting from the development of technical civilization. Modern times abound in a clear evolution of threats, among which the threats resulting from the presence of man in the public space are becoming the most troublesome. They directly threaten human personality and society, affecting the functioning of people, social groups, states, and institutions, especially economic and social (Czuryk, Drabik, and Pieczywok, 2018).

Thanks to various threats, the human psyche is degraded, and under its influence, a process of animalization occurs, i.e., a loss of higher values, which in turn affects the process of enslavement.

According to Bolesław Balcerowicz (1997), social threats define the danger of loss of life and health, particular communities' national and ethnic identity, and social and public security. This group includes: violation of human rights and their freedoms, cultural and religious prejudices and discriminating national, ethnic, cultural, and religious minorities, restrictions on media freedom, nationalism, various social pathologies. Threats to social security are classified as social threats.

In such an approach ensuring public security belongs to the tasks of many state organs and is an element of public security, both in the subject and object dimension. This area also includes tasks in reducing and eliminating causes and conditions constituting the development of crime, criminogenic phenomena, and social pathology such as health protection, education, social policy, economic and cultural development.

According to Włodzimierz Fehler (2009), the basic factors influencing the level of security, including public security, are:

- 1) geographical conditions – climate, water, landform, natural resources – threats: flooding, extreme temperatures, urbanization, etc.;
- 2) economic conditions – local budget, economic development or lack thereof, financial support – from the central budget; – threats: low local budget, insufficient funds for planned tasks, etc.;
- 3) political conditions – ability to cooperate for the good of local society, political party expositions, the attitude of the state center to local aspirations and needs, rationality and predictability of actions of local political arrangements, etc.;
- 4) social conditions – degree of identification with the local community, level of tensions and conflicts, local elites, civic activity, the extent of social pathologies, degree of self-organization etc.;

- 5) cultural background – local traditions, attitude to minority cultures, level of tolerance, political culture, the extent of openness to new cultural trends, lifestyle, cultural habits, level of self-discipline, etc.

Summary

The categories of public security and public order may be the research field of security sciences regarding the object of study.

Its delimitation is tantamount to setting boundaries in the accepted hypothesis or thesis for the definition of the security category. They may refer to the research field of (public) space, in which crimes or offenses are committed. In this way, the research results will allow determining the level of security in these areas.

The analyses carried out allow for the thesis that public security and public order are important internal security elements.

Based on the subject criteria, it is possible to determine the ontological characteristics of these concepts, i.e., to identify the “essence” (“what am I researching from the area of security?”).

When it comes to public security, the element of threat against unlawful attacks on specific goods (such as life, health, property) comes to the fore. It is a state that enables normal, free development of the human individual, social groups, and the state. The formal guarantee of maintaining this state is constituted by appropriate legal norms, while the institutional guarantee is constituted by competent and effective state bodies and institutions.

The concept of public security and public order thus includes the security of all citizens in public places in the broadest sense of the term. The protection of people is in the foreground because the security of individual members of society determines peace, social order, provides a guarantee of security for the entire state organization (Misiuk, 2008, p. 17).

These categories allow to specify and limit the research field by indicating to the research one category (public security or public order) or other criteria: object-oriented (what am I researching?), subject-oriented (who does it concern?), aspect-oriented (in what manifestations?) or scope (spatial, temporal). Without a precise definition of this research field in the security sciences, the knowledge on security gained in research would lose much of its scientific value. The level of public security and public order does not depend only on respecting legal norms but mainly on institutions responsible for maintaining a socially acceptable level of security in these areas.

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