

## REGULAR STANDBY DUTY A KEY COMPONENT OF ENHANCING DEFENCE READINESS OF THE STATE

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### Abstract:

*The article attempts to signal problems related to the increase of defence readiness of the state. There are presented procedures for launching regular standby duty and issues concerning its functioning. In addition, tasks for individual persons fulfilling on-call duties are listed. Issues taken in connection with the unstable geopolitical situation in Eastern Europe are important as far as increasing defence readiness of the state is concerned.*

### Keywords:

*regular standby duty, defence readiness*

## INTRODUCTION

The concept of defence readiness of a state is defined as a level of stability of the state defence system elements necessary to maintain national security, operate effectively under emergency situations and resist any threats of crisis and war<sup>1</sup>. Maintaining the state defence readiness is a broad spectrum of defence-related tasks that arise from the needs to ensure national security.

Legal acts and planning documents do not contain a uniform, consistent definition of the term *defence-related tasks*. In some legislative acts the concept is identified with tasks within the general defence duty, while in others with tasks in the framework of national defence preparations. This state of affairs leads to the concept being understood in different ways, often conflicting with each other.<sup>2</sup>

<sup>1</sup> *Słownik terminów z zakresu bezpieczeństwa narodowego*, AON, Warszawa 2008.

<sup>2</sup> M. Kulickowski, *Przygotowania obronne w Polsce. Uwarunkowania formalnoprawne, dylematy pojęciowe i próba systematyzacji*, Warszawa 2013, p. 52.

A proper definition of this term is contained in the *Instructions for the development of Non-military Questionnaire of National Defence Preparations* and is presented as projects implemented by public administration bodies in the framework of national defence preparations, carried out in peacetime, under conditions of a threat to national security and in time of war. Unfortunately, it is designed only for ministers, heads of central units, other state institutions and provincial governors for the preparatory purposes.

*The Defence Strategy of the Republic of Poland* published in 2009 also defines this term adequately, i.e. as part of national security tasks, including projects implemented by executive authorities and other bodies, institutions, entrepreneurs and citizens related to preparing the state for smooth operation and survival under conditions of an external threat to the state, a crisis and a war, the realisation of certain operational projects in these conditions, as well as dealing with effects of a threat, aimed at restoring the normal functioning of the state.<sup>3</sup>

### 1. DEFENCE –RELATED TASKS

Defence-related tasks arising from the provisions of the Act of 21<sup>st</sup> November 1967 on the general duty to defend the Republic of Poland, are directed to appropriate entities of the national defence system (the Polish Armed Forces and non-military ones), and concern particularly defence planning, including operational planning and, among others, defence programming, the preparation of the national security management system, including state defence, maintaining constant defence readiness of the state and creating conditions for its enhancing, including setting up a system of regular standby duty.<sup>4</sup> Individual tasks relating to government departments are implemented by local administration bodies as well as organisational units created and supervised by local government bodies within the area administered by a governor. They are included in operational plans of functioning under a political and military crisis.<sup>5</sup>

Raising the state defence readiness levels is consistent with the Crisis Response National System, which is the national equivalent of the NATO system – NCRS (NATO Crisis Response System), as one of the measures and projects implemented in the case of a crisis that is likely to pose a direct or indirect threat to the security of Poland and its allies.<sup>6</sup>

<sup>3</sup> *Strategia Obronności Rzeczypospolitej Polskiej. Strategia sektorowa do Strategii Bezpieczeństwa Narodowego Rzeczypospolitej Polskiej*, Warszawa 2009, point. 67.

<sup>4</sup> See. M. Kuliczkowski, *Przygotowania obronne państwa w systemie bezpieczeństwa narodowego RP – podział i charakterystyka zadań obronnych*, [in:] "Scientific Journals of AON", 2013, No. 4, p. 193.

<sup>5</sup> R. E. Dynak, *Przygotowania obronne w samorządach lokalnych w aspekcie realizacji zadań operacyjnych wykonywanych przez jednostki organizacyjne powiatu* [in:] *Administracja publiczna i przedsiębiorcy w obszarze pozamilitarnych przygotowań obronnych państwa. Wybrane zagadnienia teorii i praktyki*, (ed.), M. Kuliczkowski, M. Olszewski, S. Olearczyk, Warszawa 2011, p. 58.

<sup>6</sup> Z. Piątek, *Procedury i przedsięwzięcia systemu reagowania kryzysowego*, Warszawa 2006, p. 65.

Defence readiness of the state in accordance with the regulation of the Council of Ministers of 21<sup>st</sup> September 2004<sup>7</sup> is divided into:

- constant defence readiness of the state;
- defence readiness under crisis conditions;
- defence readiness in time of war.

The constant defence readiness of the state is defined as a permanent condition with no significant external threats to national security, maintained in peacetime. Planning, organisational, training and monitoring tasks are executed in order to maintain the efficiency of the defence system. The level of defence readiness of the country is introduced under an external threat to security, which requires the mobilisation of selected elements of the defence system or the implementation of tasks laid down for such a situation.

Ensuring the readiness of the state was inscribed in November 2014 in the National Security Strategy of the Republic of Poland signed by the President. It constitutes a major direction of strategic activities, thus fulfilling priorities for Polish security. The document implementing the National Security Strategy is *the Political and Strategic Defence Directive of the Republic of Poland (PSDO RP)*. The Directive should contain threats and response measures. There also should be included detailed actions of the military and civilian structures of the national security system under the conditions of a political and military crisis and a war, as well as tasks carried out in response to terrorist threats. What is more, the document constitutes the basis for planning these activities, according to adopted planning situations and scenarios of defence response of the state.<sup>8</sup> Unfortunately, this document on the basis of the new *Strategy* has not been developed until the time of this study elaboration (April 2015).

Under the constant defence readiness there are created conditions for defence tasks in time of peace, especially the Armed Forces as well as other security and defensive formations of the Ministry of Internal Affairs (the Police, the State Fire Service, the Border Guard) are maintained. Moreover, under constant combat readiness there is created and maintained operational capability to take action, including the possibility of launching and performing defence tasks scheduled for execution in times of crisis and war. The Armed Forces are obliged to carry out the training process, while retaining the mobilisation readiness, as well as implementing a system of regular standby duty and combat standby duty. In addition, military units are separated and prepared to the participation in humanitarian and peacekeeping missions. The aim of the permanent defence readiness of the state is to maintain individual defence subsystems (of military and non-military management) ready to develop the country's defence potential.

The main task of the constant defence readiness is to keep the Armed Forces in permanent combat and mobilisation readiness to become enlarged for a war time, as well

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<sup>7</sup> Journal of Laws of 2004 No. 219, item 2218.

<sup>8</sup> T. J. Kęsoń, M. Z. Kulisz, *Prawne uwarunkowania zarządzania bezpieczeństwem Polski*, Warszawa 2015, p. 118.

as to keep other forces that make the state defence system ready to develop in case of a crisis or a war.

Changes of state defence readiness conditions should be made by the President of Poland, at the request of the Prime Minister in the event of an external threat to security or a war.

In order to ensure the continuity of passing on the decision to start the implementation of tasks included in the Defence Response Plan of the Republic of Poland to ministers, departments and institutions supervised and subordinate to the Prime Minister, and the province governors, according to the Regulation of the Council of Ministers of 21<sup>st</sup> September 2004 on combat readiness<sup>9</sup>, regular standby duties of state defence readiness are created. States of combat readiness of the Polish Armed Forces are separate ones, with conditions and procedures for their implementation defined in separate regulations.

## 2. REGULAR STANDBY DUTY

The Prime Ministers of the Government Security Centre (figure) is responsible for passing on decisions of bodies authorised to run tasks included in the Defence Response Plan of the Republic of Poland to ministers, chairpersons of committees, who are part of the Council of Ministers, central state administration bodies, managers of subordinate and supervised organisational units and province governors. Ministers form a system of permanent standby duties for the purpose of delegating tasks to managers of subordinate and supervised organisational units. In turn, provincial governors launch regular standby duty for the purpose of delegation of tasks to province marshals, povi-ate governors, commune heads, town and city mayors and the non-associative government administration bodies, managers of joint services, inspections and provincial guards, heads of subordinate and supervised organisational units, entrepreneurs and other organisational units and social organisations, selected to perform certain defence-related tasks, established in the area of the province.

The specific objectives of keeping regular standby duty are:

- ensuring continuity of passing on decisions associated with launching tasks included in the Emergency Response Plan of the Republic of Poland;
- ensuring conditions for continuous management and coordination of the implementation of defence tasks in the organisational and supervised units;
- providing operative information flow and maintaining communications;
- maintaining continuous communication with internal organisational cells of offices and maintaining communications in the context of cooperation with regular standby duty of neighbouring offices;
- providing emergency response adequate to the needs;
- collecting information on the current situation.

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<sup>9</sup> Journal of Laws of 2004 No. 219, item 2218.

Under the Act of 21<sup>st</sup> November 1967 on the general duty to defend the Polish Republic<sup>10</sup> and the Regulation of the Council of Ministers of 21<sup>st</sup> September 2004 on the defence readiness of the state<sup>11</sup>, the responsibility for the creation and functioning of regular standby duty lies with the Prime Minister for the time of external threats or a war.

Based on the decision of the President of the Republic of Poland a manager of an organisational unit is responsible for launching regular standby duty in connection with the change of conditions of defence readiness of the state. In accordance with the Regulation of the Council of Ministers of 13<sup>th</sup> January 2004 on the execution of defence tasks, the introduction of on-call duty may be held for training and monitoring purposes.<sup>12</sup> Control can be carried out to verify the correct performance of defence duties in the country. It can be organised as comprehensive, problem or ad hoc control.

Complex control includes one or more departments of government administration and one or more provinces. It involves checking the whole defence tasks performed by offices, organisational units and enterprises. It takes accordance with the annual audit plan designed by the Minister of National Defence and approved by the Prime Minister. The auditing team should consist of representatives of the Prime Minister, the Minister of National Defence and Minister responsible for public administration.

Problem control covers all or certain departments of government administration and all or certain provinces, poviates or municipalities. It involves immediate checking of the correctness of defence tasks performance. Ministers, provincial governors and local government authorities conduct audit appropriately to their territorial or operational competences.

Ad hoc inspection is conducted immediately and it consists in immediate checking the correctness of defence tasks performance. It may take place after obtaining information that may have a significant impact on the level of defence preparations in the state.

The control results are recorded in the evaluation protocol approved by the body ordering managing. The head of the audit team pass on the protocol to the manager of an office, an organisational unit, or its superior authority, or in the case of the inspected company – an entrepreneur.

Under conditions of a threat to state security, tasks performed by regular standby duty include starting procedures related to enhancing state defence readiness as well as providing decisions of the authorised bodies on the mobilisation of specific tasks arising from the introduction of higher levels of defence readiness of the state. The tasks must also provide the relevant bodies with information on the status of forces and

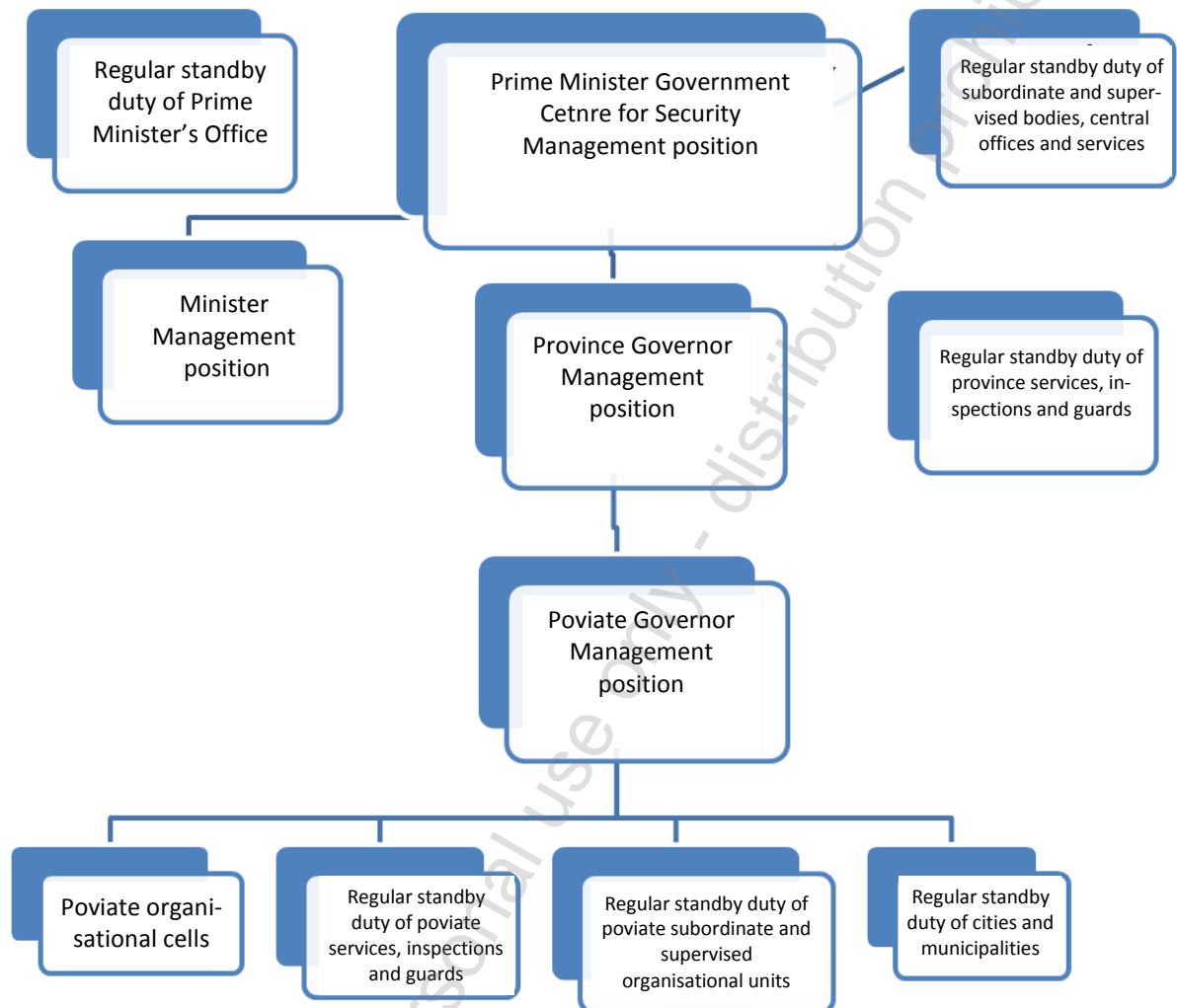
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<sup>10</sup> Journal of Laws of 1967 No. 44, item 220.

<sup>11</sup> Journal of Laws of 2004 No. 219, item 2218.

<sup>12</sup> Journal of Laws of 2004 No. 16, item 151.

means to run when raising the defence readiness of the state. Regular standby duty is also responsible for providing information on occurrences, decisions and actions taken respectively at offices and subordinate and supervised organisational units, notification and alerting management and office staff about risks and the obligation to immediately appear in the specified location previously agreed in the notification plan.



**Fig. 1.** Regular standby duty functioning system

*Author's own resources*

Launching regular standby duty is mandatory in the case of introduction of higher levels of defence readiness of the state in accordance with the mentioned above Regulation of the Council of Ministers of 21<sup>st</sup> September 2004, particularly on the occurrence of threats to state security. The decision on starting the condition of constant state defence readiness is taken by the Minister of Internal Affairs, the Minister of National Defence, the province governor and the head of a unit in case of a response to this crisis

situation (under the Act of 26<sup>th</sup> April 2007 on crisis management<sup>13</sup>), and for training and monitoring purposes.

The decision to launch a permanent duty can be passed:

- directly - verbally by authorities empowered to launch regular standby duty;
- directly - by persons authorised in writing with a certified signature and official stamp of the body authorised to run on-call duties;
- in writing - by hand delivery or by sending an appropriate document;
- by technical means of communication.

Controlling and supervising the performance of regular standby duty may be performed by the Minister of Internal Affairs, the Minister of National Defence, the province governor and the director of the Department of Safety and Crisis Management of a provincial office. All activities and on-call duty are directly supervised by the director of the Department of Security and Crisis Management of the province office on behalf of the province governor.

Regular standby duty is directed by, for example, the chief of an organisational unit (e.g. the head of the Crisis Management Centre or the Province Crisis Management Centre) or a person designated by him. Depending on the needs regular on-call duty includes:

- a shift leader;
- a senior person on duty;
- a person on duty;
- a courier (a driver).

Regular standby duty is run as a continuous system – on a 24-hour basis in shifts specified in instructions for performing regular standby duty of an organisational unit. There can be 24/7 shifts (e.g. 9.00 - 9.00), 12-hour (e.g. 8.00-20.00, 20.00-8.00) or 8-hour (e.g. 6.00-14.00, 14.00-22.00, 22.00-6.00) ones.

The tasks of a shift leader include :

- launching regular standby duty and notifying a supervisor about that;
- organising the work of regular standby duty (giving instruction, receiving reports on the hand over – take over the on-call duty, control);
- supervising the whole work related to preparing and securing the functioning of regular standby duty;
- keeping the documentation of regular standby duty updated;
- ensuring the efficiency of means of communication at the disposal of regular standby duty, and removing defects in case they have been identified;
- supervising the timely transfer of tasks, decisions, ordinances and information;

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<sup>13</sup> Journal of Laws of 2007 No. 89, item 590, with amendments.



- informing immediately a supervisor and post holders on risks occurred;
- developing aggregated information based on partial reports;
- issuing orders to shift leaders on matters related to performing regular duties;
- systematic training of the regular standby duty personnel;
- meeting technical and material needs necessary for the proper functioning of regular standby duty;
- ensuring the compliance with the principle of protection of confidential information with reference to tasks performed by regular standby duty.

Personnel on duty is responsible for:

- reception and transfer as well as launching operational tasks contained in the Operational Plan under conditions of an external threat to the security of the state and in time of war, as well as the National Crisis Response System and forwarding decisions to organisational units involved in operational tasks;
- monitoring the efficiency and technical condition of communication assets and peripherals supporting regular standby duty;
- receiving and transmitting signals related to enhancing defence readiness of the state and signals of general warning and alerting;
- keeping a diary of activities of standby duty;
- situational reporting on the supervisors' arrival;
- knowledge of the number of superior units and those cooperating during conducting operational tasks, and the way of maintaining the connectivity with them;
- maintaining constant contact with cooperating units and neighbours, acquiring and providing them with information that affects the operation of services;
- informing certain post holders via phone messaging or couriers on immediate requirement to come to the workplace;
- reporting hand over – take over to the shift leader of a standby duty.

The documentation of regular standby duty should include:

- instruction for regular standby duty;
- the documentation on the procedures of enhancing combat readiness;
- contact details lists of persons appointed to fulfil permanent standby duty, as well as post holders;
- a standby duty schedule;
- an emergency plan to notify office employees in their places of residence according to the established order of notification, and a possible plan and a route intended for a liaison;



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- addresses lists of superior and cooperating units;
- a list of general alert and warning signals about the threat of an air attack and mass destruction weapons, and rules applying to their announcement;
- a daily register of received and transmitted information and signals;
- a standby duty register;
- a scrapbook,
- an extract from the fire instruction;
- a list of standby duty documents;
- an equipment list of a standby duty room.

In the case of the introduction of higher conditions of defence readiness of the state there are carried out tasks provided in the Defence Response Plan of the Republic of Poland (PRO RP) developed on the grounds of the Regulation of the Council of Ministers of 15<sup>th</sup> June 2004 on the conditions and procedures for planning and financing tasks performed during defence preparations of the state by government administration and local government bodies.<sup>14</sup> The Defence Response Plan of the Republic of Poland (PRO RP) is the basic document for political and strategic defence planning. It has been designed to counter potential political and military threats to the national security. The plan in accordance with the mentioned above Regulation is drawn up by the Minister of National Defence in cooperation with other government administrative bodies and the National Security Bureau, and approved by the Prime Minister.

## CONCLUSION

Regular standby duty is one of the areas of national defence preparations under the Act *on defence*. A key element of its smooth functioning is correctly produced documentation and properly trained and prepared staff. Since these very elements influence the proper run of regular standby duty. This will translate to, among others, the correctness of forwarding and performing defence tasks. With this in mind, it is necessary to strive at the preparation of periodic training of the personnel assigned to perform standby duty.

The training should include not only communicating relevant tasks but also launching regular standby duty and alerting post holders of an office. For this purpose in addition to the available means of communication the alternative options such as messengers and couriers should be used.

Of no small importance is the cyclical update of the documentation concerning standby duty in the address data not only of their own office or institution but also the neighbouring and cooperating ones. It is worth taking advantage of the newly implemented version of CRA<sup>15</sup> which is currently used by, among others, Departments of Security and Crisis Management of provincial offices, and the broad capabilities of

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<sup>14</sup> Journal of Laws of 2004, No. 152, item 1599.

<sup>15</sup> Central Reporting Application - the system to report on threats to services and institutions.

which include maintaining the address database, which would be regularly updated by each entity.

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