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THE ROLE OF MUNICIPAL GOVERNMENT IN FORMING SOCIAL SECURITY

Abstract

The dynamics of economic, political and social changes constantly poses new threats to the existence and creative development of entities (public as well as human communities). The state remains the main entity that is responsible for creating the basics of security, yet it is crucial to study the ways and methods of forming social security for local communities. Under the approved political system, a significant role in ensuring security is ascribed to municipal governments and local governments' institutions. Of key importance are efficiency and effectiveness in functioning of the local authorities as they greatly determine the citizens' standard of living. Furthermore, an important area is the cooperation of local governments with entities responsible for social security (the entities belonging, among others, to the National Rescue and Fire Fighting System and the National Medical Emergency Services). This paper raises an issue of forming social security at a local level with the use of the logistical approach. An improvement in more effective provision of the social security is possible by using the logistical methods as well as social logistics philosophy. This philosophy aims to focus on achieving social goals and tends to attach less importance to the economics of its objectives. It is a relatively new approach that complements the traditional perception of military and business logistics. The constantly increasing number of social threats makes one search for effective methods of reducing their effects and the help for people who are excluded or marginalised for various reasons. Moreover, the public administration, which plays important functions as serving administration, constantly needs to improve the ways of achieving goals connected to fulfilling its mission of a public character.

Keywords: social security, security of local communities

Introduction

The dynamics of economic, political and social changes constantly gives rise to new threats to the existence and creative development of

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entities (i.e. states and human communities). The state remains to be the main entity responsible for establishing the foundations of security. Moreover, it is essential to analyse the ways and methods of building security for local communities. Within the established state structure, an essential role in providing security has been attributed to municipal governments and local self-governing institutions. The following paper touches upon the issue of forming social security at a local level with the use of the logistical approach. An improvement in more effective provision of the social security is possible by using the logistical methods as well as social logistics philosophy. This philosophy aims to focus on achieving social goals and tends to attach less importance to the economics of its objectives.

Social security as a research area of national security

A new way of thinking about security resulted from the end of the Cold War and the publication of Barry Buzan's groundbreaking work *People, States and Fear*, which described: „The scope of international research into security in the post-Cold War order”¹. Buzan analyses types of threats to security and describes its five extensive sectors: military, political, social, economic and ecological, and by doing so, he supports a multi-layer approach to security, which preserves a realistic paradigm, but it is the one with a much broader perspective for the nature of security². Buzan describes societal security as an identity term: “Societal security is about keeping up, under acceptable conditions, development, traditional language standards, religious and national identity as well as customs”³. Nationalism and pressure on re-establishing borders may generate tension in countries whose populations are of various ethnic origin³. Social security belongs to the most difficult, the least tangible and least definable in conceptual framework, type of security. This clearly stems from ambiguity and multidimensionality of anything that is social in nature⁴. Social security is also

¹ B. Buzan, *People, States and Fear: The National Security Problem in International Relations*, Brighton 1983; wyd. drugie i popr.: *People, States and Fear: An Agenda for International Security Studies in the Post-Cold War Era*, London 1991.

² Z. Nowakowski, *Bezpieczeństwo narodowe – ewolucja pojęcia i zakresu*, Warszawa 2007.

³ M.E. Brown, *Nationalism and Ethnic Conflict*, Cambridge 2001, pp. 3-12.

⁴ S. Jarmoszko, W. Barszczewski, *Bezpieczeństwo społeczne w sytuacjach krytycznych*, Siedlce 2017, pp. 57-61.

closely connected to “welfare security”, which deals with threats of social nature triggered by: illiteracy, discrimination, illnesses, poverty, crime, drugs or terrorism⁵. In the Polish reality, numerous definitions of social security put emphasis on social and economic issues, as well as attach attention to the role that public authorities play in forming social security⁶. The issue of social security is also reflected in the latest National Security Strategy of the Republic of Poland. This document stresses, in particular, the role of family, and the issue of aging society together with its demographic implications, as well as the need for strengthening social bonds⁷.

Achieving a satisfactory level of social security requires both actions on the part of institutions – at the national and local governments levels and non-governmental organisations - and also some involvement on the part of citizens (local communities). A key component of social security entails forming conditions for development through providing opportunities for active participation in education, culture and broadly understood social life. Social security also refers to a sense of community and making social bonds that are trust-based⁸. Social security is a complex construct comprising three components (constituents): welfare security (referring to minimal social standards determined by the level of minimum wage, minimum income and transfers – guaranteed in the system of law and resulting from the essence of a democratic state), communal security (regarding the area of sensations and emotions, psycho-physical in character, subjective experience of being part of a bigger community and society. The level of this type of security is dependent on the level of social capital) and developmental security (regarding general conditions for citizens’ development in a particular country, and determined by opportunities and possibilities for development; currently it primarily depends on the volume of human capital, institutional background, the extent to which a country is decentralised and the citizen is empowered in the existing system of law).

⁵ O. Waever [et.al.], *Identity, Migration and the New Security Agenda in Europe*, London, 1993, pp. 18–27.

⁶ *Bezpieczeństwo społeczne. Pojęcia. Uwarunkowania. Wyzwania*, eds. A. Skrabacz, S. Sulowski, Warszawa 2012; M. Książkowski, *Bezpieczeństwo socjalne* [in:] *Leksykon polityki społecznej*, ed. B. Rysz-Kowalczyk, Warszawa 2001, p. 21, J. Gierszewski, *Model bezpieczeństwa społecznego na tle teorii systemów*, „Colloquium”, 2013, no. 2, p. 70.

⁷ *Strategia Bezpieczeństwa Narodowego Rzeczypospolitej Polskiej*, Warszawa 2020, pp. 31–32.

⁸ M. Leszczyński, *Bezpieczeństwo społeczne Polaków wobec wyzwań XXI w.*, Warszawa 2011, pp. 58–59.

Table 1. Scope of social security

Social security		
Welfare security: – legal and institutional guarantees (public guarantees for a minimum wage, social transfers)	Developmental security: – human capital (qualifications, knowledge, skills, general state of health)	Communal security : – social capital (social trust, co-operative abilities, supportive attitudes, organisational skills, active citizenship)

Source: M. Leszczyński, *Bezpieczeństwo społeczne Polaków wobec wyzwań XXI w.*, Warszawa 2011, p. 58.

A requisite for counteraction against social threats is familiarity with phenomena relating to those threats. Level and gravity of threats form the starting point for developing suitable strategies, proposing appropriate legal solutions, distributing financial resources between particular threat areas, forming institutions that undertake preventative, operational and restrictive tasks⁹. “Strategic thinking cannot, which is absolutely obvious, do without creative thinking that, quite logically, follows critical thinking”¹⁰.

The municipal government and ensuring social security

The municipal government caters for local communities’ needs as well as attends to public tasks not restricted by the Constitution or any laws relating to other public authorities. In a legal sense, municipal government is understood as executing tasks of public administration in a decisive manner and on their own responsibility by entities independent of and free from any interference from the state¹¹.

Municipal government can be treated as commonweal of special qualities, dissimilar to properties of the state as the driving force behind political processes.

From a logistics perspective, an essential issue is the structure of the municipal government. One of primary responsibilities of local authorities is creating conditions for due meeting residents’ needs and providing them with access to public services of expected quality¹². Supplying

⁹ M. Lisiecki, *Metody i techniki zarządzania bezpieczeństwem społecznym* [in:] *Zarządzanie Bezpieczeństwem. Metody i techniki*, eds. K. Raczkowski, Ł. Sułkowski, Warszawa 2014, p. 165.

¹⁰ S. Jarmoszko, *Technologie myślenia strategicznego*, Siedlce 2016, p. 108.

¹¹ B. Dolnicki, *Samorząd terytorialny*, Zakamycze 2003, p. 15.

¹² J. Szoltysek, A. Sadowski, M. Kalisiak-Mędralska, *Logistyka społeczna. Teoria i zastosowanie*, Łódź 2016, p. 67.

public services is one of the most essential public tasks done and the concept of public tasks yields the broadest understanding of a line of duty for the state and public administration¹³.

Table 2. Factors forming local government as commonweal

State macrosphere	Local microsphere
1. Institutional and legal order	1. Connections between local authorities and micro-environment
2. Social trust	2. Scope of decision making powers
3. Economic policy	3. Efficiency of local authorities
4. Common goods	4. Mobility of local community
5. Income diversities	5. Attitude towards local goods
6. Ability to compromise	6. Attitude towards others
7. Extent of corruptive black economy	

Source: J. Kleer, *Dobra publiczne: wczoraj – dziś – jutro*, Warszawa 2015, p. 142.

Supplying public services is the domain of the providing administration as opposed to administrative police (which was the original function attributed to administration). The providing administration has developed gradually since the 19th century, along with the widening of the state's functions and thus laying the foundations for the modern welfare state. Traditional police-fashion administration would focus on providing safety and public order. The providing administration is tasked with caring for improving citizens' standard of living and meeting their social and living needs.

Public services can be characterised by certain qualities including¹⁴:

- the state's responsibility for providing citizens with public services in compliance with particular availability and quality standards – the standards are regulated by the legislation,
- the state's responsibility for supplying means for financing the provision of services to citizens, which does not preclude making a partial payment for a service,
- striving for equal access to services for all citizens, which implies a non-commercial nature to the provision of public services. The state cannot aim at maximising the receipts for the national budget, but providing citizens with easy access to services (especially citizens who have a low material status or those socially excluded),
- the continuity of benefits; the availability of public services ought to be ensured incessantly and irrespective of the current market situation.

In the process of providing social services, a key role is played by social infrastructure. It is a number of institutions that support, in an

¹³ D. Sześciło, *Współzarządzanie a usługi publiczne*, [in:] *Współzarządzanie publiczne*, ed. S. Mazur, Warszawa 2015, p. 286

¹⁴ D. Sześciło, *op.cit.*, p. 287.

orderly manner, meeting local communities' needs in a given location (such as hospitals, schools, police stations, museums, and theatres) – they all make a system of social infrastructure (see Table 3). These facilities are essential elements of the logistic process whereby a client (a resident of a particular territorial unit) is supposed to be supplied in the shortest possible time with a product (a service) of excellent quality and usability.

Table 3. Views on social infrastructure

View	Characteristics
First	Organisational units, supporting the provision of particular social services (schools, libraries, community centres, health centres, nursing homes)
Second	Specific activities undertaken with a particular aim in view, (eg. educational and cultural activities).
Third	People employed in institutions comprising technical infrastructure, who possess appropriate skills, specialised knowledge, experience and competences which enable them to perform assigned tasks and functions.

Source: J. Szoltysek, A. Sadowski, M. Kalisiak-Mędralska, *Logistyka społeczna. Teoria i zastosowanie*, Łódź 2016, p. 82.

Local government's responsibilities within social affairs

A county government's responsibilities within social policy include public tasks of transcommunal nature such as¹⁵: public education, social welfare, pro-family policy, support for people with disabilities, public order and citizens' safety, fire protection, flood protection, prevention of life-threatening incidents, and incidents that may damage the environment, co-operation with non-governmental organisations. The scope of counties' tasks related to social security is very wide and encompasses, among others¹⁶, drafting and implementing the county's strategy for resolving social problems, with particular reference to support offered to the disabled, which aims at integrating people and families from high-risk groups – after consultations with appropriate local municipalities. In addition, those tasks include providing specialised counselling service, organising proper care in foster homes, providing financial assistance towards partial contribution in covering the expenses of maintaining foster children and paying out salaries to professional foster families for

¹⁵ A. Durasiewicz., *Sieci wsparcia dla radomskich rodzin*, [in:] *Lokalne sieci wsparcia* eds. M. Gagacka, K. Głąbicka, Radom 2010, pp. 355-358.

¹⁶ Ustawa z 12 marca 2004 r. o pomocy społecznej (Dz.U. 2008, nr 115, poz.728)

being ready for accepting a new foster child. What is more, those tasks extend to include taking care of and raising children who are completely or partially deprived of parental care, especially by establishing and running adoption and care centres, educational care facilities for children and youth, including transcommunal day care centres, as well as creating and implementing aid programmes for children and families, covering maintenance costs for children living in a given district and who have been placed in educational care facilities and in foster families within or outside a given district.

Moreover, counties are responsible for granting financial help to young people who leave educational care facilities, social care centres for mentally retarded children and youth, homes for single mothers and pregnant women, foster families, shelters for under 18s, youth custody centres, special school and educational centres or youth educational centres. Further tasks assigned to counties include assisting people with adaptive difficulties in their integration with the surrounding environment and that applies especially to youth leaving educational care facilities, social care centres for mentally retarded children and youth, homes for single mothers and pregnant women, foster families, shelters for under 18s, youth custody centres, special school and educational centres or youth educational centres, as well as to people who have been granted a refugee's status, and those who have been released from a correctional facility and experience adaptive difficulties, running and the development of transcommunal social care centres and admitting selected persons into them, maintaining sheltered accommodation for people living in more than one commune and for residents of county support facilities, including homes for single mothers with under 18s and for pregnant women but with the exception of community self-help centres and other support centres for people with mental disorders.

Among other tasks are running crisis intervention centres, providing information on rights and powers, training and professional development of the social workers from a given county, providing methodological advice for the managers and personnel of social care institutions within a given county, undertaking other appropriate actions after identifying needs for them, such as drafting and implementing protective programmes, keeping records and writing reports and submitting them to an appropriate governor, establishing and maintaining a county's family support centre together with providing means for its employees' remuneration. A county's list of its own responsibilities regarding social security include¹⁷ development and implementation of a communal strategy

¹⁷ *Ibidem.*

for solving social problems with special attention paid to social assistance programmes, preventing and solving drinking problems and other tasks, whose aim is to integrate people and families from high-risk backgrounds, drafting an analysis with regard to social assistance needs in a given commune, providing housing, meals and clothing for people deprived of these basic necessities, granting and paying out temporary benefits.

Further on, the legislators have designated more tasks such as granting and paying out targeted benefits towards covering the expenses incurred by unforeseen circumstances, granting and paying out targeted benefits towards covering the expenses spent on healthcare provision for the homeless, and other people without a regular income, benefits within a general insurance at the National Health Fund, granting targeted benefits in the form of credit tickets, paying contributions towards retirement and disability pension insurance in favour of a person who resigns from employment in connection with the need to take care of a seriously or permanently ill family member and non-resident mother, father or siblings, social work, organising care services, including specialist care services for people suffering from mental disorders, providing places in day care facilities or sheltered accommodation and maintaining such places. Moreover, the commune is obliged to fulfill other tasks related to social security such as: forming a communal system of prevention and care over the child and family, subsidising meals for children, arranging funerals, also of homeless people, sending people to a nursing home and making full payments for their stay there, keeping suitable records and writing necessary reports and submitting them to the local governor, establishing and maintaining social care centres as well as ensuring financial means for their employees' remuneration. In turn, assigned tasks in social security include: granting and paying out regular benefits, paying off contributions to health insurance under the regulations of the general health insurance system, organising and providing specialist care services in the place of residence for people with mental disorders, granting and paying out targeted benefits to cover the expenses related to natural and ecological disasters, daily running and development of community's self-help centres for people with mental disorders, implementing tasks and activities under the governmental social welfare programmes, which aim at protecting the standard of living for individuals, families and social groups and the development of specialist support.

The aid offered to residents is institutionalised in character, and the provision of assistance is trusted with Social Assistance Centres and County (City) Family Support Centres, which are organisational units that fulfill their own tasks and external tasks assigned to them by the

government administration which are related to social assistance and social rehabilitation with a view to improving the functioning of a family, prevention and counteracting crises and dysfunctionality in families¹⁸.

The objective of activities taken up in the area of social support and assistance is meeting the previously set target – helping an individual and a family out of life crises. The effectiveness of these activities is dependent not only on financial resources, but also on the efficient organization of the assistance procedures within a well-designed system. Creating such a system must take into account multidimensionality and multi-subjectivity. Apart from institutions belonging to a local government structure, the system comprises of non-governmental organizations, religious institutions and business enterprises.

The logistical approach to social security

Providing social security requires a number of orderly actions based on available resources. It is particularly crucial in extraordinary and critical situations, when one is faced with a breakdown in the normal provision of public services and a real threat to people's life and health. A dictionary of terminology in national security defines a critical situation as a state of growing destabilization, uncertainty and social unrest, which threatens, in particular, territorial integrity, people's lives and health, their possessions, cultural heritage, the environment or critical infrastructure, including incidents of terrorist nature leading to potential loss of control over the course of events or threat escalation¹⁹. The logistical approach to the provision of social security puts more emphasis on effectiveness rather than economic efficiency of actions undertaken. In the case of crises, managing the logistics should take into account the following issues²⁰:

- saving health and life of the casualties,
- time pressure,
- interference in communications systems and relaying information,
- unforeseen events,
- involvement of the mass media,
- negative attitude of the general public,
- external intervention in the course of events and operations,

¹⁸ B. Józwiak, *Zadania samorządu terytorialnego w rozwiązywaniu podstawowych kwestii społecznych*, [in:] *Bezpieczeństwo społeczne. Pojęcia. Uwarunkowania...*, pp. 76-98.

¹⁹ *Słownik terminów z zakresu bezpieczeństwa narodowego*, Warszawa 2008.

²⁰ A. Szymonik, *Logistyka w bezpieczeństwie*, Warszawa 2011, p. 48

- unplanned tasks resulting from legal regulations about: a state of emergency, a state of natural disaster, and a state of war,
- limited manpower and resources.

In order to save people's lives and health in Poland, resources of two existing rescue systems are used. These are the National Rescue and Fire-Fighting System (KSRG) and State Medical Rescue Service (PRM). The operational objective of the National Rescue and Fire-Fighting System is protecting human life and health, people's possessions or protecting the environment through²¹:

- fighting fires,
- fighting natural disasters,
- providing technical rescue services,
- providing chemical rescue services,
- providing ecological rescue services,
- providing pre-medical rescue services.

The National Rescue and Fire-Fighting System operates within the framework of the state's civilian security system and the healthcare system. The most essential task for that system is providing efficient and effective medical rescue operations for every individual whose life or health is at risk. The components of medical rescue system include: hospital casualty departments, medical rescue teams including air rescue teams, whose services are provided under the contracts with the particular operators for the provision of healthcare and for delivering medical rescue operations. "Efficient and effective functioning of the rescue system is possible if an organised logistical system of life-saving is established. This system needs to be a well-planned set of commanding bodies as well as logistical units and devices that are interrelated, which are meant to make deliveries and provide services for every element of that system (including those in need of help)"²².

In recent years, in academic papers on logistics an attempt has been made to define social logistics as a new field in logistics that aims at pursuing social goals. In a general sense, the research subject of social logistics is the interaction between the material and information flows, which are crucial for meeting social needs. A formal research subject of social logistics is the degree to which reported social needs are satisfied. It is done through logistical management of the flows and evaluated by the perception of the quality of people's lives. The purpose of social logistics is the provision of availability of material goods and accessibil-

²¹ *Ibidem*, p. 154.

²² *Ibidem*.

ity to places, which should guarantee meeting social expectations related to socially important processes²³.

Table 4. Characteristics of the management process in applications of logistics

Characteristics	Business logistics	Social logistics	Military logistics
Dominant premise of decisions taken	Of economic nature	Of humanistic nature	Of organisational nature
Priority given to	Profit	Quality of life	Safety
Chief principles	Economic efficiency and favourability	Effectiveness and favourability	effectiveness
Subject	Material flows (people and possessions) and relevant information		
Purpose	Attributing spatio-temporal values (and complementary ones) to objects amenable to the flow		

Source: P. Kołodziejczyk, J. Szoltysek, *Epistemologia logistyki społecznej*, „Przegląd Organizacji”, 2009, no. 4, p. 44.

Logistics in its development is evolving towards socially important projects, i.e. projects that stem from the needs of society and ensure its right functioning not thanks to its maturation as a discipline of knowledge but thanks to the fact that it closely follows the changing social needs. Those new applications include such areas as: healthcare system, social assistance, humanitarian aid, general elections. The logistical approach, then, facilitates the provision of social security for the citizens, and leads to an improvement in the citizens' quality of life through²⁴:

- improving the citizens' state of health,
- saving life in danger,
- providing public safety in public space,
- accomplishing tasks arising from the principles of self-governance, democracy and equality,
- pursuing the elimination of social exclusion, connected with the citizens' mobility.

Conclusion

In this article, characteristics of social security has been presented, together with the evolution in the research into national security and the enhanced role of non-military factors in devising security systems.

²³ J. Szoltysek, A. Sadowski, M. Kalisiak-Mędralska, *op.cit.*, p. 42.

²⁴ *Ibidem*, p. 46.

A special role in ensuring social security is ascribed to numerous self-government bodies because the effective provision of security for citizens takes place at various levels of the state structure. With a number of emerging critical situations, it is essential that appropriate services should be, effectively and without fail, provided for the people affected by ill effects of extraordinary events. To that end, great validity is attached to the logistical approach, which is currently growing in popularity and importance not only with reference to the military scope (which represents the traditional approach) or the economic one but also with regard to the social realm, including the provision of public services.

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Waever O. [et.al.], *Identity, Migration and the New Security Agenda in Europe*, London 1993.

Samorząd terytorialny w kształtowaniu bezpieczeństwa społecznego

Streszczenie

Dynamika zmian ekonomicznych, politycznych i społecznych powoduje, że ciągle pojawiają się nowe zagrożenia dla trwania i kreatywnego rozwoju podmiotów (państwowych oraz wspólnot ludzkich). Państwo pozostaje głównym podmiotem odpowiedzialnym za tworzenie podstaw bezpieczeństwa, przy czym istotne jest badanie sposobów i metod kształtowania bezpieczeństwa wspólnot lokalnych. W przyjętych rozwiązaniach ustrojowych istotną rolę w zapewnieniu bezpieczeństwa przypisano samorządowi terytorialnemu i instytucjom samorządowym. Kluczową kwestią jest sprawność i skuteczność funkcjonowania podmiotów samorządowych, bo od tego w znacznym stopniu zależy jakość życia obywateli. Ponadto ważnym obszarem pozostaje współpraca organów samorządu terytorialnego z podmiotami odpowiedzialnymi za bezpieczeństwo społeczne (podmioty przypisane m.in. do Krajowego Systemu Ratowniczo-Gaśniczego oraz Państwowego Ratownictwa Medycznego). W tekście poruszono kwestię kształtowania bezpieczeństwa społecznego na poziomie lokalnym z wykorzystaniem podejścia logistycznego. Poprawa skuteczności zapewnienia bezpieczeństwa społecznego jest możliwa przy wykorzystaniu metod logistycznych oraz filozofii logistyki społecznej ukierunkowanej na realizację celów społecznych, a w mniejszym stopniu kierującej się ekonomicznością celów. Jest to stosunkowo nowe podejście, stanowiące uzupełnienie tradycyjnie postrzeganej logistyki militarnej oraz logistyki biznesowej. Zwiększająca się nieustannie liczba zagrożeń o charakterze społecznym skłania do poszukiwania skutecznych metod niwelowania ich skutków oraz pomocy dla osób z różnych powodów wykluczonych, bądź zmarginalizowanych. Ponadto administracja publiczna, która wykonuje ważne funkcje z zakresu administracji świadczącej nieustannie musi doskonalić sposoby osiągnięcia celów związanych z wypełnianiem swojej misji o charakterze publicznym.

Słowa kluczowe: bezpieczeństwo społeczne, bezpieczeństwo społeczności lokalnych