

I. TEORETYCZNE I METODOLOGICZNE ZAGADNIENIA BEZPIECZEŃSTWA

DESIGNING THE PROCESS OF MANAGING THE SECURITY OF THE STATE: AN EXAMPLE OF SOLUTIONS IN THE CASE OF POLAND

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Abstract. The process of national security management must take into account each state's interests in order to meet the expectations, needs and aspirations of the whole nation. In the initial conceptual and decision-making stage, this process includes ideological and doctrinal-level thinking as well as considerations at the program and operational levels. The following implementation stage covers the initiation of concrete security measures. This process must be flexible and take into account all changes taking place in the external environment of the state, as well as all transformations occurring within the security system, in order to create an effective and long-term security policy. An efficient organization of national security management requires a broad interdisciplinary approach taking into account executive issues, as well as decisions made at the central – ministerial level. In Poland, there are two mechanisms to derive national security strategies, adjudicate their results, and then adapt to evolving conditions and needs. These mechanisms are the state defense strategy verified by Strategic Defence Review process and national security system verified by the Strategic National Security Review. This article will summarize these two processes to include recent changes based on the evolving international security arena.

Keywords: defence capabilities, process of national security management, National Security Strategy, defence system.

Introduction

The complexity of a nation's security environment causes serious problems with regard to its precise definition. Defining the idea, features, functions and degrees regarding security evolves depending on changing political, economic, social or cultural factors.

This article uses an interpretation that refers to several elements which influence the security of the state. The first major element includes creating security of the state through the organization of society based on power, granting state activities a purpose that serves to maintain law, order, and social stability. The next element comprises creating particular states of social reality through policy of the institutions in power; this refers to the present reality but inevitably leads to the future,

to abstracted visions of security. The third element involves creating future desired social, political and economic trends and processes. These trends and processes create order and further connect activities based on policy instruments which are part of the state's security strategy. Together, these elements create an interpretation of the way to create or transform the capabilities of the state to provide security. This is a necessary condition of the state's very existence and development.

Conditions of State Security

Not only is the state a formalized participant of international relations but also an institution filled in with human, cultural, material and institutional content, "which determines the success of its development and position on the internationally". Plato was convinced that it is created "when none of us are able to take care in a sufficient way to meet our needs but we are doomed to other people's help"¹. The purpose of the state's activity is to ensure sovereignty and sustainable development of its citizens, which translates into providing them with appropriate conditions of accommodation, work, rest and access to products and services designed-for-all, but also to combat unemployment, social stratification and social conflicts.

Meeting these needs forces from all those who are interested to take optimal solutions both from the point of view of efficiency of actions and economics.² According to Carl Schmitt, "the tendency to equalize the ruling with the ruled" written in a democratic form of organization "leads to the bankruptcy of the sovereignty of power, to the collapse of authority and political representation and consequently to the disappearance of political responsibility. It also leads to the situation when (...) all matters which used to belong to the state are considered to be social and vice versa, all so far social problems suddenly gain a state importance".³

Whichever way we look at the security issue, it needs to be stated that it must be perceived as a value which is worth striving for. This was already known in antiquity, at least from the moment when the center of gravity was moved from the existing natural philosophy onto a humanistic and cultural perspective. Since this time we have been dealing with rational thinking which typifies Western culture.

From the perspective of the central question in this article, the issue of the effective functioning of the state and social institutions – similar to the functioning of the network of social ties, norms of reciprocity and social trust – are of critical importance. Security, to include creating the necessary social basis for security,

¹ Plato, *Republic* (Rzeczpospolita), Kraków 1928, pp. 93-94.

² M. Lisiecki, *Jakość w zarządzaniu bezpieczeństwem obywateli* (Quality in Management of Citizens' Security), Lublin 2009, p. 5.

³ C. Schmitt, *Teologia polityczna i inne pisma* (Political Theology and Other Essays), Kraków 2000, pp. 194-195.

requires a collective effort from both the state and society. The role of the state remains to establish development platforms through appropriate social, demographic or educational policies. The topics of these projects include activities to decrease the number of persons emigrating from the country, especially the young and educated ones, and in a wider perspective. This wider area is a broad immigration policy that defines activities that could, at least partly, satisfy the expectations of a local labour market, particularly in areas where the state has a substantial labor shortfall. The influx of migrants, as currently seen in Europe in particular, generates problems of integration. Therefore migration policy should be directed to selected groups of foreigners that have an integration potential, e.g. cultural similarity or professional qualifications (or skills) required by the labour market. However, these assumptions are not always achievable, especially in the current situation where Europe is struggling with a massive influx of migrants from Africa and the Middle East. In a long perspective, the aim of the policy of the state must be to reverse the recent negative trend and move toward a substantial growth of the native fertility rate through a proper family friendly policy. Doing so would significantly affect particularly the security of finances, stability of economic growth and defence sector.⁴

Social conditions and social structure are directly linked with a nation's economic situation. A natural consequence of a worsening economic situation is the increase in unemployment and reduction of opportunities to pursue one's own initiatives and professional development. Persons living on the edge of society do not feel much connected with its values, especially in the case of younger generations. As far as social support is concerned, it is crucial to place a particular emphasis on family, as it is investment in the young generation who, instead of being a potential threat, may become a future capital and support for the national economy. Apart from combating unemployment, Werner Billing points out that "the transformation of social care system, providing a proper level of economy of the state, pursuing inner unity, reducing crime, neutralizing political extremism and national xenophobia should be the fundamental elements of internal policy of the state".⁵

While assessing the social potential of this approach, deficiencies in disseminating knowledge of security must be taken into consideration. The consequence of this *status quo* is insufficient citizens' and social structures' awareness connected to the needs, conditions and requirements in the area of security. Undoubtedly, this tendency has restrictive implications on defining national security interests and strategic security goals. Meanwhile, the state, as the highest level of society organization, has many commitments to ensure its survival and development.

⁴ *Raport Polska 2030. Wyzwania rozwojowe*, Kancelaria Prezesa Rady Ministrów, Warszawa 2009, p. 47; *White Book on National Security of the Republic of Poland*, Warsaw 2013, p. 183.

⁵ W. Billing, *Streitbare Demokratie und politischer Extremismus*, in: *Texte zur Inneren Sicherheit*, Bonn 1997, p. 7.

The assessment of the security environment and its directions in global, regional and national dimensions enables the generation of a probable scenario to shape strategic security conditions in the coming time. There is no doubt that, despite the searching for and preference of various forms of cooperation, it is not possible to build international relations free from confrontations. This is clearly demonstrated in the recent case of the Ukraine or throughout the Middle East. The idea of perpetual peace suggested by Immanuel Kant providing that the rule of force will yield to justice is far from reality. It seems to be a sufficient argument for the necessity to conduct the following proper actions to design – in Poland – the security management of the state⁶:

- defence of the sovereignty and integrity of the borders;
- defence of the democratic constitutional order;
- protection of national heritage;
- safeguarding conditions of civilisational and economic development of the state;
- protection of the natural environment;
- building peace and international security.

Conditions of the process for Managing the Security of the State

Not only does security have an interdisciplinary character but also a utilitarian one and cannot be considered as an autarkic (economically self-sustainable) either in ontological or axiological dimensions. In a philosophical approach, security is “a configuration of situations, events, facts, and states dependent and independent of people, and consequently, security understood in this way precedes other values but in itself is one of the basic values playing an instrumental role for establishing and presence of material and spiritual values”.⁷

Security and development are the two elementary dimensions of the state. On the one hand, without a proper level of security it is not possible to ensure a stable and long-term development of its structures, on the other hand, without development, the improvement of national security potential would not be possible. Taking into consideration a universal perception of security it must be stated that, in the subjective perspective, it refers to security of an individual, social groups, organizations or formalized and territorially recognized structures controlled by specified legal

⁶ *Bezpieczeństwo narodowe Polski w XXI wieku. Wyzwania i strategie* (Poland's National Security in the 21st Century. Challenges and Strategies), ed. R. Jakubczak, J. Marczak, Warszawa 2011, p. 244.

⁷ W. Tulibacki, *Etyczne aspekty bezpieczeństwa na tle pewnych stałych cech natury ludzkiej* (Ethical Aspects of Security on the Background of Some Human Nature Features), in: *Edukacja dla bezpieczeństwa i pokoju w jednoczącej się Europie. Teoria i jej zastosowanie* (Education for Security and Peace in Unifying Europe. Theory and Its Application), ed. R. Rosa, Siedlce 1999, p. 33.

standards, such as community, county (powiat), and province (województwo), but most of all the state or even a group of states. So far the state is the most optimal form to safeguard needs of an individual or social groups in the area of security. A comprehensive analysis of security of the state includes both internal and external dimensions. According to Immanuel Wallerstein, such an approach is quite problematic as more and more often we deal with the processes of limiting the state's area of operation for "the sovereignty of modern peoples – society". From the perspective of politics, this means democratic emancipation; consequently, the national authority stops designating strategic goals of the state. Instead, the authorities are forced to adopt an administrative role whose main task is to manage social processes in order to achieve prosperity and strengthen security. Connected with this helplessness of the state are activities which compromise economic growth with generated social threats. Among these threats, the most obvious is an economic polarization of the society, growing power of international product and capital markets, or collapse of national identity principle.⁸ However, it is not the only opinion in this matter.

The adopted research problem imposes the necessity to look at the security issue through political power institutions' capability to defend and protect the society. This alliance creates three essential elements of thinking with regards to political power. The first element is related to determining, exercising, and holding responsibility for maintaining social order and its stability. The second element relates to security evolution towards political power, and the third refers to characteristic features of the power and created order presented while applying attributes specific for society. In the past, the role of this third element was played by gods or animist beliefs in nature.⁹

A fundamental issue with regard to the policy of the security of the state is to ensure stability. This stability is the basis of order, both inside and outside the state's borders. The essence of this security policy determines the character of the state, which results in the elimination and neutralization of social, political, economic or cultural phenomena which are perceived as negative for the state. This aspect of policy of security of the state points to two complementary elements. The first element is reactive towards events taking place, and the second, creative element, is connected not only with the preparation to absorb negative events for the state, but also the creation of proper individual and collective potential with the participation of other actors of international relations.¹⁰

⁸ I. Wallerstein, *The End of the World As We Know It: Social Science for the Twenty-first Century*, Minneapolis, University of Minnesota Press 1999, p. 104.

⁹ J. Gryz, *Bezpieczeństwo państwa. Władza – polityka – strategia* (Security of the State. Power – Policy – Strategy), Warszawa 2013, p. 111.

¹⁰ R. Kuźniar, *Polityka i siła. Studia strategiczne – zarys problematyki* (Politics and Power. Strategic Studies – Outline of Problems), Warszawa 2005, pp. 176-204; M. Kozub, *Mysleć strategicznie o bezpieczeństwie przyszłości* (Think Strategically on Security of the Future), Warszawa 2013, pp. 80-86.

The determination of the public authority, its engagement with solutions proposed by its citizens, as well as the civic society's partnership engagement all affect the level of development of the state. Unfortunately, public institutions' inefficiency, resulting primarily from ineffective administration of human and financial resources, remains a major social problem. These institutions are characterized by their low activity, and poor orientation to social needs and changes. The lack of transparency and limited access to information contribute to this negative image. This is reflected in positions of individual countries in the World Bank Worldwide Governance Indicators, especially with regard to factors defining Government Effectiveness, Regulatory Quality, and the Rule of Law.¹¹

The foundation of effectiveness in contemporary public management consists of, on the one hand, an effective state concentrated not on administration but management of its development, and on the other hand, social trust, i.e. a helpful state based on redefined principle of subsidiarity and conditions for social capital growth. The coupling the efficiency of the state and civic ability of cooperation stemming from social capital are particularly visible in times of threats and crises (Polish history provides many examples of support this thesis). Social development, however, does not only consist of the quality of social services and benefits, but is a much broader phenomenon relating to many processes stimulating communication and organization of individuals, communities and institutions around common goals. It involves the development of institutions and social behaviour leading towards the development of civic democracy, in which an effective civic dialogue, enabling citizens to engage actively in the formulation and implementation of the national development policy, is noticeable.¹²

Society is one of the fundamental resources on which the organization of national security is founded. The basis for activating the society in the area of defence – in Poland – is the programming, coordination and monitoring of the cooperation between the national defence sector and non-governmental organizations and other social partners, including schools, museums, local governments or church organizations. Non-governmental organizations (NGOs) have special opportunities for social monitoring of non-military threats, particularly in the area of detection and warning. A prepared NGO sector in the event of disasters and catastrophes means increased readiness to predict, prevent, mitigate, and cope with effects these of disasters or threats. The effectiveness of governmental organizations in the area of security of the state, i.e. armed forces or police, largely depends on support from NGOs.¹³

¹¹ *Satysfakcja z obsługi i dostępu do informacji publicznej* (Satisfaction with service and access to public information), CBOS 2010.

¹² *Strategia na rzecz Odpowiedzialnego Rozwoju* (Strategy for Responsible Development), document adopted by the Council of Ministers on 14.02.2017, p. 356-358.

¹³ *Strategia rozwoju Systemu Bezpieczeństwa Narodowego Rzeczypospolitej Polskiej 2022* (Strategy for National Security System Development of the Republic of Poland), adopted by the Council of Ministers on 9.04.2013, pp. 80-81.

A certain type of political (or, civic) culture has developed in consolidated democracies. This culture is created by a community of citizens, which is characterized by an open *ego*, the ability to respect foreign values, a pluralistic approach to values, trust in social surrounding, and relative invulnerability to fears. Due to this type of political culture, attitudes of rationalistic activism have become common.

Democracy cannot be merely considered as a political category. Actually, it has a moral dimension which imposes moral obligations on citizens.¹⁴ The characteristics of a good citizen promoted in a particular environment are mutable and involve different patterns of human activity. During war, for example, the ideal of a citizen-soldier is dominant. During reconstruction, however, the citizen-worker dominates. In multinational countries, the ideal of a citizen is often built around the idea of the nation. In culturally diverse societies, on the other hand, ethnicity, language or religion come to the fore.

In the light of phenomena under analysis, the influence of globalization on the sovereignty of the state is noticeable. Moreover, it is worth paying attention to the fact that there is no normative definition of sovereignty in either the international or national level of public law. Yet the absence of a normative definition has not hindered basing the international law system on the paradigm of international law sovereignty. The traditional "Westphalian" model of sovereignty is eroding today. In contemporary scientific considerations, a thesis emerges frequently which indicates a weakness or even a collapse of the national state. Indicative of this is that the concept of post-sovereignty is sometimes mentioned.¹⁵ According to some researchers, we are dealing with not the twilight of states but the disappearance of "particular metaphysics of the state" accompanied by processes leading to the "deontologization of power". This is particularly noticeable in post-communist countries.¹⁶

Today power is no longer concentrated in state institutions, but – as Manuel Castells points out – "spread in networks".¹⁷ Moreover, as a result of the development of international corporations and public institutions, the privileges and normative basis of civic privileges and obligations are transferred on them. The limits of citizenship are becoming increasingly open both in the territorial as well as social and political spheres.

¹⁴ P.C. Schmitter, T.L. Karl, *Czym jest demokracja... i czym nie jest* (What democracy is... and is not), in: *Władza i społeczeństwo. Antologia tekstów z zakresu socjologii polityki* (Power and Society. Anthology of texts on sociology of politics), ed. J. Szczupaczyński, Warszawa 1995, p. 35.

¹⁵ T.R. Aleksandrowicz, *Bezpieczeństwo w Unii Europejskiej. Zarządzanie bezpieczeństwem* (Security in the European Union. Security Management), Warszawa 2011, pp. 17-18.

¹⁶ J. Staniszkis, *Początek i kres metafizyki państwa* (Beginning and End of the Metaphysics of the State), „Praktyka Polityczna” 2004, issue 1, pp. 3, 7.

¹⁷ M. Castells, *Wiek informacji: ekonomia, społeczeństwo, kultura*, t. 2 *Siła tożsamości* (The Power of Identity, The Information Age: Economy, Society and Culture, Vol. II), Warszawa 2008, pp. 383-384.

In today's tendencies to the multi-sectoral perception of security, the social dimension of national security is gaining importance. This dimension is a derivative of social welfare, demographic, intellectual, scientific, and technological potential security. An important factor of growing importance for the modern and complex development of a nation and the state is culture, i.e. the society values, norms of behaviour adopted by society that enable communication and cooperation. These are the key determinants of risk-taking, as well as creative and innovative activities of the state and have a significant impact on the ability to cooperate and create social capital.¹⁸

Designing the Process of Managing the Security of the State

Security, which is synonymous with stability and development, ensures in its most desirable form the certainty of existence, maintaining the identity, freedom of affiliation, activity and functioning of individuals and communities. This further promotes integrity, independence, prosperity, satisfaction, and fulfils basic needs and defends against their loss.¹⁹

The final success in the security management process of the state depends on the compilation of these factors, which include population and territory, economic and military potential, as well as the security strategy itself and the will to implement it.²⁰ According to Richard Kugler, considerations on the security of the state would not be complete without a strategic assessment of the subject of security. This generates a comprehensive approach to the whole or part of issues related to it. Another method is systems analysis, which characterizes selected activities and operational research connected with problems identified as significant from the point of view of the adopted research problem.²¹

Considering the problem of the security of the state, three fundamental issues must be taken into account; namely, provision of social order, meeting the demands of turbulent social, economic, political, and cultural situations, and ensuring continuity through synergy of political activities with others that support community.

Counteracting potential security threats requires an integrated national security system that guarantees prompt and efficient operation in all conditions and in response to any type of threat or crisis. The national security system involves "the whole of assets and resources allocated by the state to carry out security tasks;

¹⁸ *Strategia na rzecz Odpowiedzialnego Rozwoju...*, op. cit., p. 359-361.

¹⁹ M. Foucault, *Bezpieczeństwo, terytorium, populacja* (Security, Territory, Population), Warszawa 2010, pp. 103-115.

²⁰ R.S. Cline, *World Power Assessment. A Calculus of Strategic Drift*, Boulder 1975, p. 11.

²¹ R. Kugler, *Policy Analysis in National Security Affairs: New Methods for New Era*, Washington D.C. 2006, pp. 18-23.

organized, maintained, and prepared in accordance with these tasks, in which management subsystem and executive subsystems are distinguished”.²²

Security of the state largely depends on the ability of authorities in power to manage it in an adaptive, rather than reactive, way. It is necessary to build an optimal security management system, including the way it is governed. With regard to Poland, this can be done by adapting existing solutions to the optimized model of national security management, or by changing the existing model with regard to solutions whose conceptual shape should be designed in advance.

National security management – as it was articulated in *Strategy for National Security System Development of the Republic of Poland* – is one of “the most important activities of the state, aiming at ensuring its existence and development in changing security environment conditions from local and limited in consequences to the ones which involve the whole state”. Its ability to challenge and counter threats – political, military, social, and economic – is closely related to the socio-economic development of the country. This, in turn, “is conditioned by the improvement of the state’s organizational efficiency and provision of resources and instruments to eliminate emerging threats. Contemporary challenges and threats compel the undertaking of long-term, interim, and preventive measures in the national security area. It is necessary to create appropriate institutional operational mechanisms which will function efficiently in case of an emerging direct threat, as well as to take steps to minimize the probability of occurrence of such unwanted phenomena. A comprehensive system of allied and bilateral security systems, synergistically linked with the state’s own complex civil-military potential” should guarantee solutions defined in this way and create a system consisting of internally coordinated management and executive sub-systems “linked with each other due to its mission, i.e. to ensure national security”.²³

The tasks of the state regarding security should be addressed through its specific and systemic activities and result as well from its external and internal functions. The external functions include foreign and defence policies of the state. In this case, the essence of activities for security involves protecting interests of the state on the international stage, leading to preserving territorial integrity and sovereignty. In turn, the external function of the state involves achieving and maintaining the social order. This is manifested in actions taken to ensure internal security through strong structures of the state, stable law, environmental protection, social security, and a stable economy.

²² *Strategia Bezpieczeństwa Narodowego Rzeczypospolitej Polskiej* (National Security Strategy of the Republic of Poland), Warszawa 2014, p. 13.

²³ *Strategia rozwoju Systemu...*, op. cit., pp. 15, 33.

With regard to the Republic of Poland, of all the directives, there could be differentiated demands, the compliance with which is a prerequisite to achieve national protection and defence goals, including the following:

- ensuring Poland’s invincibility as a basis of credibility and effectiveness of deterrence, i.e. discouraging potential aggressors from using violence by demonstrating that such actions will be ineffective and unprofitable;
- preparing in advance and maintaining readiness of civilian and military means of national protection and defence;
- taking full advantage of strategic defence of the own territory, that comprises human potential strongly connected with the patrimony and Homeland, the possibility to conduct irregular and unconventional operations (aimed at the continuation of kinetic and non-kinetic impact on the enemy), Poland’s defence space – its defence values and defence preparation of the territory.

The condition for effective functioning of the state is the universality of various bodies’ and public administration institutions’ activities. In this context, there arises a question concerning institutions whose activities will allow the identification of symptoms of threats at an early stage in a professional way and on various levels; whereas in specific situations, they will be at the same time prepared to take actions resulting from threats to the state. In this way we are approaching a concept of “security institutions”.

The security structure should be in line with a universal model of management and governing, including the decision maker, advisory body and permanent staffing body. The mission of the management sub-system must be to ensure the continuity and coordination of activities to maintain and restore security in all conditions of the state’s functioning. Unfortunately, the existing security management system in Poland does not fully correspond to this model. Instead, Poland currently operates under a central system where the functions of the political decision maker are performed by the President of the Republic of Poland and the Council of Ministers. Paradoxically, this system does not include an analytical planning or coordination centre similar to the National Security Bureau functioning at the level of the President, voivodship, county (powiat), commune, town, or city. This implies the necessity to transform crisis management teams into broader, integrated structure which is, at the same time, responsible for defence and crisis management advisory institutions operating at all levels (i.e. the office of voivodship governor, county *starost*, commune vogt or city mayor).²⁴ It is therefore necessary to carry out legal regulation of principles of an integrated national security management system that would also include rules for governing the defence of the state in higher levels of

²⁴ Security management on the commune level has a different character from the county level as local governmental administration bodies whose scope would cover only the territory of the commune do not function there.

defence readiness. Primarily, advisory and staffing bodies that work for decision makers should undergo integration. Moreover, efforts have to be initiated in order to build appropriate management infrastructure and to create clear security management procedures.

Designing activities to manage the security of the state, whose role and position as a subject of international relations undergoes evolution, must take into consideration the most probable scenarios for the development of security conditions (promotion and development of cooperation, the use of opportunities, preventing risks and threats), crisis response (monitoring, identification, informing, stopping, eliminating crisis consequences) and defence operations (deterrence, prevention, counteracting aggression, counterstrike).

This is not an easy task; as in many cases, the operations of the state in this area may interfere with various spheres of public and private life. For instance, they may violate other values of the entity under operation or even pose a threat (reduce the level of security) to a third party. Therefore, the management functions will be fulfilled by various entities specialized in performing many tasks. We will perceive them through what a given body is supposed to do on behalf of the state for the purpose of achieving national security goals as a specific field of public tasks accomplishment.

In national security management²⁵, the principle of a precise definition of its bodies' competence is important, particularly considering that they operate in a complex and unpredictable environment. This results division of responsibilities and powers and a special role for various bodies in the whole system of national security management.²⁶ In Poland, the basic competence and tasks of bodies participating in management and governing are regulated by the Constitution of the Republic of Poland, as well as in laws and lower acts where the provisions of the Constitution are elaborated in more detail.

For the security topics at hand, there are currently three essential elements comprising security management in the Polish state: command of the defence of the state (the competence of the President and the Commander in Chief of the Armed Forces), the exercise of general control and management in the defence area (competence of the Council of Ministers) and crisis management (competence of the Council of Ministers, governors, *starosts*, *vogts* and mayors).

An efficient organization of national security management requires a broad interdisciplinary approach with regard to executive issues, including, inter alia, decisions made at the central – ministerial level. It must be remembered that the implementation of executive functions is intended to ensure that the expected

²⁵ S. Koziej, *Kierowanie bezpieczeństwem narodowym* (National Security Management), online coursebook, Warszawa 2008, p. 5, www.koziej.pl [accessed on 12.09.2012].

²⁶ B. Tarasiuk, A. Czarniecki, W. Suwiński, *Kierowanie obronnością państwa w czasie pokoju, kryzysu i wojny* (Managing Defence of the State in Peace, Crisis and Wartime), Warszawa 1998, p. 19.

outcome is achieved in specific conditions and circumstances (normal state, crisis, emergency), using appropriate assets and tools of operation. The executive sub-systems are responsible for transforming political decisions of central (supervisory) national security management system into concrete actions.

In the context of assessing the security institutions' operation, their functionality remains extremely important. This problem should be viewed through the lens of stability, efficiency, mobility and predictability. The functionality of security institutions should be considered in the following aspects:

- normative (within the meaning of social norms characterising citizens' attitudes towards security issues);
- formal and legal (legal bases for state authorities' operation);
- political (compliance of the operations of the state with its goals);
- social (building the image of operation).²⁷

The designed model of the integrated national security management system of the Republic of Poland, consisting of defence, protective, economic and social executive sub-systems, should take into account appropriate changes.

In the security management system of the state, a principle of a single-person management on all levels of national security management should be adopted. Among principles that should be taken into consideration in the planned national security management of the state system, it is necessary to point out:

- hierarchy of operation;
- continuity of public authorities' bodies responsibility in all states and circumstances of the state functioning;
- competence in counteracting threats, considering their character and extent;
- the inclusion of a uniform range of competence by the same authorities and administration bodies of all categories of threats, crises and wars;
- uniform organization of the managing body and apparatus on all levels of responsibility.

In security theory, there appears quite frequently an opinion that the study and assessment of the state's security should cover three basic problem areas: challenges, threats, and the security structure.²⁸ Such a "methodological approach" imposes the following complex algorithm of operation:

- decision making process;
- political decision;
- implementation.

²⁷ S. Zalewski, *Bezpieczeństwo polityczne państwa. Studium funkcjonalności instytucji* (Political Security of the State. Institutions' Functionality Study), Siedlce 2010, pp. 86-87.

²⁸ T. Jemioło, *Współczesne uwarunkowania bezpieczeństwa narodowego Polski* (Contemporary National Security Conditions), [in:] *Współczesne postrzeganie bezpieczeństwa* (Contemporary Perception of Security), ed. K. Jałoszyński, B. Wiśniewski, T. Wojtuszek, Bielsko-Biała 2007, p. 70.

The reference point for designing security management of the state is an intended end-state. Undoubtedly, the operational universality of various public administration bodies and institutions is a necessary condition of effective functioning of the state. In order to meet this condition, an integrated system of strategic planning, understood as activities subordinated to accomplish goals resulting from national security strategy, should be generated. The forms of implementation should be actually expressed in the form of plans and programmes which will clarify the strategy. The multifaceted character of operation determines the need for planning, taking into consideration:

- all bodies of the state;
- cooperation between the bodies of the state with non-governmental organizations;
- cooperation that assumes military and non-military dimensions.

In operations for security of the state, there could be differentiated two levels where conceptualization and implementation of security initiatives take place, i.e. conceptual and planning stages. On the first level, national security strategy and defence strategy are formulated. In case of many European countries, including Poland, the final shape of these strategic documents is influenced by the NATO Strategic Concept and European Security Strategy. On the second level, planning takes place which includes strategic and operational planning as well as defence programming and budgeting.

With regard to Poland, the first area contains Political-Strategic Defence Directive and its derivatives, namely the plan for the use of the armed forces and their operations, as well as plans for the functioning of particular authorities on all levels of the state in each of its state of activity (peace, crisis, war). On the second level exist multiannual programmes of defence preparations, armed forces' development, defence preparations of government and authorities' bodies on all levels of the state in each of the defined state of its activity.

In Poland, there are two mechanisms for verifying strategies of operations, their results, ways of adaptation to changing conditions and needs, i.e. national security system verified by the National Security Strategic Review mechanism (the last one was conducted in 2010–2012²⁹) and defence system of the state verified by the Strategic Defence Review mechanism. In the vast majority of countries, defence reviews are carried out according to needs, i.e. in case of occurring significant events which require substantial changes in the defence system of the state. Only in the United States and NATO, the defence review is presumed to take place cyclically and is a constant element of defence planning, while strategic security reviews are treated as tools for security policy verification.

²⁹ These problems are reflected in *White Book on National Security of the Republic of Poland* which was based on a secret report exemplifying activities undertaken within "National Security Strategic Review".

The Strategic Defence Review, initiated in July 2016, provides the basis to undertake concrete measures relating to present and future challenges and is focused on five areas, i.e. the security environment of the Republic of Poland, national defence command and control subsystem, the Polish Armed Forces' operational capabilities, non-military defence preparations, defence planning process. The defence system's priority is to prepare the state to defend its own territory being aware that the defence system with effective deterrence potential, in which territorial defence plays a vital role.

The process of building Polish defence capabilities must be considered not only in the context of analyzing operational capabilities that require redefining command and control subsystem of the integrated national security system, especially command and control system of the Polish Armed Forces but creating an optimal model of the Polish Armed Forces *in extenso* in the 2032 time frame. This will allow building a potential for collective defence and deterrence and enhance Poland's position in NATO, especially as a keystone in NATO's Eastern Flank. The cooperation within NATO as well as our membership in the European Union has a profound significance from the political and strategic point of view. All initiatives intended to enhance military cooperation in the Baltic, the Visegrad Group and NATO's Eastern Flank seem interesting.³⁰

Apart from deterrence and protection and defence of Poland, the military defence system faces the need to build fundamental pro-social and pro-state ties and values. This process requires a close cooperation with non-governmental organizations and other social partners. Civic activity in NGOs is often perceived as the biggest success of political and economic transformations in contemporary Poland.

Reaching the goals adopted in the Strategic Defence Review is dependent on the overall level of Poland's economic and social development. Therefore the algorithm of operations for the defence of the country must be correlated with assumption and plans for the development of the state and defence expenditures financing, as described in the Strategy for the Responsible Development.³¹

Conclusions

The process of security management of the state must take into account its interests in order to meet its expectations, needs and aspirations of the whole nation and society. In the conceptual and decision-making stage, this activity includes ideological, doctrinal, programme and operational levels. The implementation stage covers concrete security measures. This process must be flexible and take into account all changes taking place in the external environment of the state, as well as all transformations occurring within the security system, to create an effective

³⁰ *The Concept of Defence of the Republic of Poland*, May 2017, p. 13.

³¹ *Ibidem*.

and long-term security policy. A reliable instrument that enables the verification of the level of security, applied, inter alia, in Poland, are strategic war-games and command post exercises using the Simulation and Computer War Games Centre.

The security of the state level is the consequence of actions undertaken by the state in changeable conditions of social reality. The interpretation of the understanding of security concerns the way of constructing and applying the security theory as a source of knowledge for designing future, desirable end states.

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PROJEKTOWANIE PROCESU ZARZĄDZANIA BEZPIECZEŃSTWEM PAŃSTWA: PRZYKŁAD ROZWIĄZAŃ W PRZYPADKU POLSKI

Abstrakt. Proces zarządzania bezpieczeństwem narodowym musi uwzględniać każdy interes państwa, aby sprostać oczekiwaniom, potrzebom i aspiracjom całego narodu. Na wstępnym etapie koncepcyjnym i decyzyjnym obejmuje on myślenie na poziomie ideologicznym i doktrynalnym, a także rozważania na poziomie programu i operacji. Etap wdrożenia obejmuje rozpoczęcie konkretnych środków bezpieczeństwa. Proces ten musi być elastyczny i uwzględniać wszelkie zmiany zachodzące w zewnętrznym otoczeniu państwa, a także wszystkie przekształcenia, do których dochodzi w systemie bezpieczeństwa, w celu stworzenia skutecznej i długoterminowej polityki bezpieczeństwa. Sprawna organizacja zarządzania bezpieczeństwem narodowym wymaga szerokiego interdyscyplinarnego podejścia uwzględniającego kwestie wykonawcze, a także decyzje podejmowane na poziomie centralnym – ministerialnym. W Polsce istnieją dwa mechanizmy wyprowadzania strategii bezpieczeństwa narodowego, rozstrzygania ich wyników, a następnie dostosowywania się do zmieniających się warunków i potrzeb. Mechanizmy te stanowią strategię obrony państwa zweryfikowaną przez proces *Strategic Defense Review* oraz system bezpieczeństwa narodowego zweryfikowany przez *Strategiczny Przegląd Bezpieczeństwa Narodowego*. W artykule te dwa procesy zostają podsumowane, aby uwzględnić ostatnie zmiany oparte na rozwijającej się międzynarodowej arenie bezpieczeństwa.

Słowa kluczowe: zdolności obronne, proces zarządzania bezpieczeństwem narodowym, strategia bezpieczeństwa narodowego, system obronny.