

# **STRATEGIC ANALYSIS**



# THE ESSENCE AND THE ENVIRONMENT OF THE NATIONAL SECURITY CONTROL SYSTEM OF THE REPUBLIC OF POLAND<sup>1</sup>

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The choice of the problematic subject of this article was imposed by the need for reflection on the national security control system of the Republic of Poland in the context of the present and the foreseen trends in the Polish security environment, including the challenges (chances and threats) of the country's security, as well as the needs, objectives and national interests. It is still a more common view that a comprehensive approach to the issue of national security is a must, i.e. the attitude which significantly exceeds the traditional understanding of national security through the prism of defence<sup>2</sup>, the attitude integrating, relatively single-handedly, and the functioning systems which complete tasks within the broad scope of security. Emphasis is also put on the need for a review of the present competences of the executive powers in the scope of national security control, in order to eliminate the cases when the scope of authorisation is duplicated as well as to supplement the areas which noone bears responsibility for.

The national security control system (NSCS) is (should be) defined and distinguished from the environment as a whole to achieve certain goals or

<sup>1</sup> The article is based on a dissertation of D. Smolny, *Kierowanie bezpieczeństwem narodowym RP. Próba optymalizacji struktury organizacji*, AON 2013.

<sup>2</sup> Biuro Bezpieczeństwa Narodowego, [http://www.spbn.gov.pl/portal/sbn/625/3118/Strategiczny\\_Przegląd\\_Bezpieczenstwa\\_Narodowego.html](http://www.spbn.gov.pl/portal/sbn/625/3118/Strategiczny_Przegląd_Bezpieczenstwa_Narodowego.html) [20.03.2012].

objectives. The goals are chosen on the basis of values set by an organisation (system), and the character of the first ones exert influence on the shape of the structure and the choice of methods and techniques of operation<sup>3</sup>. In spite of singling out the concept, there are strong relationships between the system and the environment. An organisation which obtains resources from the environment changes them to varying degrees. On the other hand, the environment is the source of chances for survival and the development of the system, but also the source of threats to basic values. Due to the fact that the system's environment is characterised by changeability, it forces the organisation to constantly observe the environment and adequately adjust the organisation's structure.

Following this way of thinking, the author has made an attempt to answer the following question: what is the essence and the environment of NSCS including the values, needs, interests and national goals of the Republic of Poland?

Such a question leads to more detailed questions. Assuming that the system's environment consists of a set of elements, which do not belong to the system<sup>4</sup>, it seems vital to define firstly the essence and the elements of the control system, and only then to define the environment. Due to the above, it is necessary to answer the following questions:

1. What is the essence of the NSCS?
2. What is the structure of the NSCS environment?

Understanding the essence and structure of the NSCS and the environment in which it functions, the aim of further deliberation will be to present the up-to-date characteristics of the national security of Poland by providing answers to the following questions:

1. What are the values, needs, interests and national goals of the Republic of Poland?
2. What are the challenges (chances and threats) of the national security of the Republic of Poland?

<sup>3</sup> K. Bolesta-Kukulka, *Jak patrzeć na świat organizacji*, Wyd. Naukowe PWN, Warszawa 1993, p. 90.

<sup>4</sup> A. Czermiński, M. Grzybowski, K. Ficoń, *Podstawy organizacji i zarządzania*, Wyższa Szkoła Administracji i Biznesu w Gdyni, Gdynia 1999, p. 55.

## The essence of the national security control system of the Republic of Poland

Polish scientists have been deliberating on the essence of the NSCS for several years at least; thus, there are a few publications including those presented below.

A dictionary published by the National Security Bureau (NSB) for the sake of the National Security Strategic Review in 2011 defines the NSCS as ‘the part of the national security system designed for the purposes of controlling the functioning thereof, encompassing public authorities and heads of organisational units which perform tasks related to national security (including the command authorities of the Polish Armed Forces), along with advisory bodies and administrative (staff) apparatus as well as operating procedures and infrastructure (control and management positions and centres, communication system)<sup>5</sup>. Two elements attract our attention in this definition. Firstly, it is said that the NSCS is a part of some entity (system), i.e. the NSS, which leads to the conclusion that next to the NSCS there are other elements. Secondly, the definition lists some components of the discussed system. However, there is no reference to the issue of control itself, including the control of national security.

Another proposal was presented by the authors of a collective work written under the direction of T. Jemioła on the topic of national security management. They have assumed that the system of control is created in order to provide for the continuity of decision making and activities to sustain national security, including, especially, the monitoring of sources, types, directions, and scale of threats; preventing the threats to the national security on the territory of the Republic of Poland and abroad, counteracting the effects of threats and their removal; commanding the national defence. As parts of the system, the authors enumerated the bodies of public administration, heads of organisational units performing tasks in the area of national security control as well as command bodies of the Polish Armed Forces, including the Commander-in-Chief, if such a person is appointed. It has been assumed that the control system consists of the political level incorporating the President and the Prime Minister with the council of ministers as well as

5 *Słownik*, Biuro Bezpieczeństwa Narodowego, op. cit.

opinion-advisory and planning-coordinating bodies and, secondly, the executive level including ministers and subordinate central organs of the government administration, voivodes and the regional self-government bodies<sup>6</sup>. In this manner of understanding of the concept of the national security control system, particular attention is paid to the postulate of using the concept 'control' which is understood by the authors as the system of activities which regulate the manner and rules of the functioning of a given organization in accordance with the set goals<sup>7</sup>. Moreover, the authors have made an attempt to identify the tasks which are performed within the function of decision making and activities to sustain national security<sup>8</sup>. At the same time, the following questions emerge: does the monitoring of threats belong to the tasks of the control system or should it belong to the tasks of executive systems? What tools are at the disposal of the system to actually prevent the threats outside the territory of the country? Do the regional authorities participate in the national security control?

Stanisław Koziej characterised the NSCS by the rules of the authorities' functioning, namely: supreme management bodies functionally and informatively interrelated with the remaining management bodies at all levels of the state structure (resorts, voivodeships, self-government units, and units supervising other state subjects as well as the command and control bodies of the armed forces) – whose competences directly involve, or under the power of commission, the issues of security of any individual citizen, local society and the whole country – as a result the system of national security control (national security system) is created. The system functions on the basis and in accordance with the law created by the legislative power (the Sejm and the Senate), observed by the bodies of judiciary power (courts and tribunals)<sup>9</sup>.

6 See T. Jemioło (ed.), *Zarządzanie bezpieczeństwem narodowym, Kryptonim: „Bezpieczeństwo RP”*, part II, AON, Warszawa 2007, p. 8. It is worth to notice that the definition of national security control presented in the first part of the publication seems to be more apt i.e. (...) *it is a system of the governing bodies' activities which are responsible for the preparation and execution of undertakings which are to prevent, counteract, and respond to the possible dangers which pose a threat to the national interest as well as to reestablish the natural order of the country's functioning.* T. Jemioło, *Zarządzanie...*, part I, p. 10.

7 T. Jemioło (ed.), *Zarządzanie...*, part I, p. 9.

8 T. Jemioło (ed.), *Zarządzanie...*, part II, p. 8.

9 S. Koziej, *System bezpieczeństwa Rzeczypospolitej Polskiej*, vol. II, *Polityka i strategia bezpieczeństwa państwa w XXI w.*, AON, Warszawa 2004, p. 75.

While R. Kulczycki opted for NSCS to effectively organise the preventive activities, counteracting the threats and their effects, as well as performing controlling activities at all levels of the state administration. The elements of the system, which are responsible for task performance according to the possessed competence, should be bound with information and functional ties with the executive entities and measures in order to create relatively singled out NSCS on an everyday basis as well as in a state of emergency<sup>10</sup>.

In so far as S. Koziej and R. Kulczycki focused their research mainly on the proposal in the scope of the functional rules and the structure of the NSCS, W. Kitler has a much broader attitude to the above problem; he starts his deliberation by presenting the essence of control understood as a process and the bodies participating in the process and additionally he provides a scrupulous analysis of legal acts. According to the author the process of control involves a sequence of certain changes, which depend on the system's components or are independent, which are observed inside the system or result from the relationships which bind the system to the environment. W. Kitler assigns the main role in the process of national security control to the bodies of executive power which have the capability to perform the basic functions of the control process: planning, organising, motivating, and auditing. Moreover, they can administer material-energy and information resources, as well as use varied forms of lobbying towards the subjects which operate in accordance with the letter of law. The bodies, by performing the planning function, shape the organisation's objectives and the ways they are achieved, undertake organisational activities, as well as audit the performed operations. According to the author, the legislative power is responsible for enacting laws, the supervision of public administration, as well as for making final binding decisions in the scope of the country's functioning in a state of emergency and in a state of war<sup>11</sup>.

The presented critical analysis of the subject literature has been extended and compared to the results of the analysis of formal-legal documents. The legal basis for the establishment of the NSCS is provided by the Act on the Universal Duty of Defending the Republic of Poland, where the legislator has authorised the Council

**10** See R. Kulczycki, *System bezpieczeństwa RP*, vol. IV, *Koncepcja systemu bezpieczeństwa RP*, Warszawa 2004, p. 46.

**11** See W. Kitler, *Bezpieczeństwo narodowe RP. Podstawowe kategorie. Uwarunkowania. System*, AON, Warszawa 2011, pp. 332–333.

of Ministers to determine, by a regulation, the course of carrying out tasks in the scope of organising and preparing the NSCS, including the defence of the country as well as the functioning of the bodies of public administration in the managerial posts<sup>12</sup>.

The aforementioned regulation of the Council of Ministers states that the national defence control system of the Republic of Poland (NSCS) is prepared in order to safeguard the continuity of decision making and activities which sustain national security, including the monitoring of sources, types, directions and scale of threats, preventing the occurrence of threats to the national security on the territory of the Republic of Poland as well as beyond its borders, preventing the effects of the threats as well as their removal and the control of national defence<sup>13</sup>. The document defines organisational units included in the system, their tasks in the area of the system's preparation, as well as the rules for the preparation of infrastructure, including the management posts.

The strategy of national defence provides information that the NSCS is a subsystem of the national security system (NSS), and its main task is to provide the continuity of decision making and activities to sustain national security and it is created by the bodies of public administration and the heads of organisational units which perform tasks connected with the national security as well as the command and control bodies of the Polish Armed Forces<sup>14</sup>. Within the NSS, there is also an executive subsystem which gathers forces and measures used by NSCS.

In 2011, a project of the Strategy for the development of national security system of the Republic of Poland 2011-2022 was created. It was coordinated by the Ministry of National Defence and its authors basically echoed in this document the general assumptions concerning the NSCS set forth in the aforementioned regulation, at the same time crystallising the process of national security management, placing it among the most important tasks of a country which is responsible for safeguarding its existence and development in the changeable conditions of the political, military, economic, socio-cultural and ecological security environment<sup>15</sup>.

12 *Act on the Universal Duty to Defend...*, Art. 6, paragraph 2, point 2.

13 See: *Rozporządzenie Rady Ministrów z dnia 27 kwietnia 2004 r. w sprawie przygotowania systemu kierowania bezpieczeństwem narodowym (The Regulation of the Council of Minister, dated 27 April 2004 on the preparation of national security control system* .

14 *Strategia bezpieczeństwa narodowego Rzeczypospolitej Polskiej*, p. 88, <http://www.msz.gov.pl/Strategia,Bezpieczenstwa,Narodowego,RP,162.html> [14.09.2010].

15 See: *Strategia rozwoju systemu bezpieczeństwa narodowego RP 2012–2022*, MON we współpracy z MSZ, MSWiA, MG, MRR, MI, MEN, RCB, project of April 2012, p. 20.



It should be noted that neither the above documents nor any other legislative acts in Poland regulate what the NSCS is and how it is organised, what the components are and the bonds between them, etc., whereas the tasks of the authorities in the scope of national security control are dispersed in a few legal documents. Thus, the presented analysis and assessment of the chosen subject literature, as well as formal-legal acts, trigger further reflection on the essence of the NSCS. The research attempts to characterise the system on the basis of a general semantic analysis of the concept and the following three arguments: firstly, the NSCS is a system; secondly, it involves the activity of management/control, thirdly, it refers to national security, and then, on the basis of their analysis, a definition of NSCS has been deduced.

In the subject literature, there are many definitions of a system. E. Yourdon presents two: 1. A regularly cooperating or interrelated group of elements which create a uniform unity, 2. An organized society or a social situation treated as a durable ORGANISATION<sup>16</sup>. According to L. Krzyżanowski, a system, SYS, is understood as a set of elements,  $e$ , distinguished in any subject,  $P$ , due to the relations observed between them,  $S_{up}$ , presenting some order:  $SYS = [\{e(P)\}, S_{up}]$ <sup>17</sup>. Thus, it should be noted that a system consists of certain elements (resources) and bonds between them. The system must have clearly defined duties (the rule of accuracy). Outside the system, there are none of its elements (the rule of completeness). Elements of one system cannot at the same time belong to a different system (the rule of separability). The system determines a border which is crucial, because on its basis elements are included in or excluded from the system and it keeps the components together, protects the system from external factors and, at the same time, allows some elements to get into the system from outside. What is outside the system is called its environment or the surrounding of the system<sup>18</sup>. A special type of system is an organisation.

<sup>16</sup> See: E. Yourdon, *Współczesna analiza strukturalna*, Wydawnictwo Naukowo-Techniczne, Warszawa, 1996, pp. 32–34. A system can be seen as some type of organisation, whose internal way of ordering its particular elements contributes to the achievement of goals of the entity. Such a definition of the NSCS has been used in this work.

<sup>17</sup> L. Krzyżanowski, *O podstawach kierowania organizacjami inaczej: paradygmaty, modele, metafory, filozofia, metodologia, dylematy, trendy*, Wydawnictwo Naukowe PWN, Warszawa 1999, p. 188.

<sup>18</sup> E. Yourdon, *Współczesna...*, op. cit., p. 11.

Not going into details, as far as the variety of systems and their classification is concerned, it should be mentioned that there are a few rules pertaining to them. Most of all, the more specific the system is, the more difficult it is to adjust it to new circumstances.

On the other hand, optimisation for a certain objective shortens the time of reaction. Secondly, complicated and extensive systems require bigger expenditure for their functioning, including check-up and error correction, as well as the circulation and documentation of information. Thirdly, each system is a part of a bigger system and, at the same time, each system can be divided into smaller subsystems; thus, it is important to determine what is created by a given system, what is beyond it and where the border between the external environment and the inside of a system is. Fourthly, most systems are dynamic and are being developed, which must be kept in mind while planning their structure.

The second aforementioned thesis assumes that in the NSCS we can observe the control process, which is understood as the process of planning, organising, leading and auditing the activity of the organisation's members as well as using all its resources to achieve the set goals<sup>19</sup>. The function of planning is based on the determination of goals and course of action of an organisation (a system) by indicating what, when, how it should be done and by whom. The function is strictly connected with the processes of problem solving and decision making. Organising entails the coordination of activities and resources. The activities of the management staff which result in the accomplishment of certain tasks by subordinates are called leading, which can be performed in the form of extortion, encouragement or persuasion. Some definitions replace the term: 'leading' by the words: 'administration' or 'motivation'. The final stage of control is auditing, which involves checking if the activities were done in accordance with the plan. Measuring the departures from the plan and, then, their correction should be an inherent part of auditing. A. Stabryła adds two more functions of control, namely decision making and identification<sup>20</sup>. Particular functions have the task to acquire information concerning the present state of a system and its alternations, to make

<sup>19</sup> J.A.F. Stoner, Ch. Winkler, *Kierowanie*, Polskie Wydawnictwo Ekonomiczne, Warszawa 1996, p. 23.

<sup>20</sup> A. Stabryła, *Zarządzanie strategiczne w teorii i praktyce firmy*, Wydawnictwo Naukowe PWN, Warszawa 2007, p. 17.

a decision and to shape the behaviour of subordinates, and to exert influence on the system's material resources as well as on the environment.

L. Krzyżanowski distinguishes three forms of control providing the manager with the right to exert influence on subordinates; they depend on three factors: formal competences, material competences, and intellectual competences. Taking into consideration the type of an organisation, type of authority, and the applied forms and measures of exerting influence on the organisation's functioning, the formal competences give the right to administer, govern, supervise or command. In the second case, control takes the form of management i.e. governing or the disposition of resources which make the organisation's functioning possible. Intellectual competences are connected with the prestige of the manager/leader resulting from his/her traits of character, knowledge and abilities; thus, control, in this case, has the form of leadership<sup>21</sup>.

It is worth mentioning that some authors replace the term 'control' with the word 'management' as one of two forms of control<sup>22</sup>. Regardless of the above presented classification of L. Krzyżanowski's which distinguishes three forms of control, from the point of view of this piece of writing (i.e. control in emergency situations) 'command' and 'leadership' seem to be closer concepts. Moreover, the legal system uses the term: 'national security control system'; thus, such form is applied in this work. Management seems to be more apt in peacetime, where it is rather about administration and system organisation.

The last analysed thesis pertains to 'national security'.

The concept has several interpretations and there is no generally accepted definition. For the benefit of this article, the author uses the definition of national security based on the lack of threats to the basic values of a given country and nation<sup>23</sup>. The basic values include:

- the survival of a country as an individual political unit, of the nation as a distinguished ethnical group, biological survival of the population;

21 L. Krzyżanowski, *O podstawach...*, op. cit., p. 248.

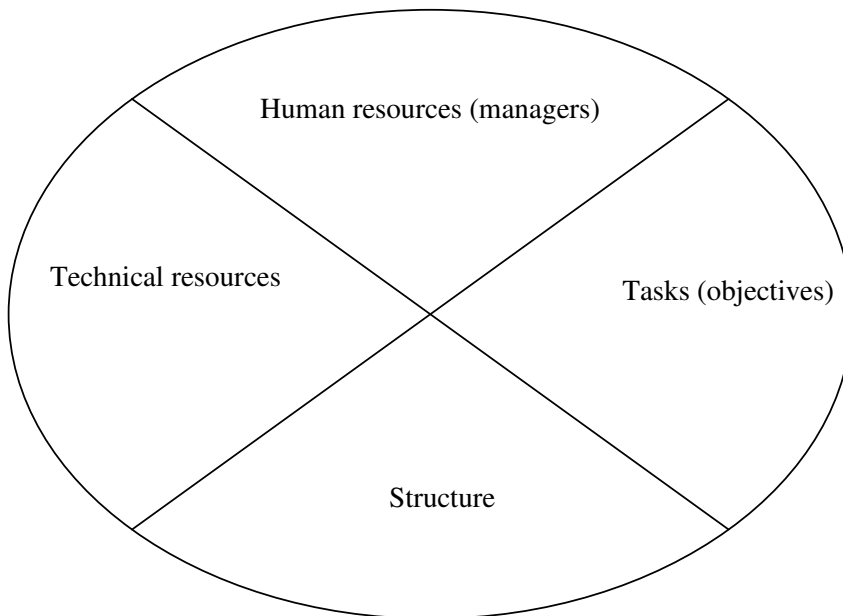
22 T. Jemioło (ed.), *Zarządzanie bezpieczeństwem narodowym...*, op. cit., p. 11.

23 T. Jemioło, K. Rajchel (ed.), *Bezpieczeństwo narodowe i zarządzanie kryzysowe w Polsce w XXI wieku – wyzwania i dylematy*, Wyższa Szkoła Informatyki, Zarządzania i Administracji w Warszawie, AON, Warszawa 2008, p. 43.

- territorial integrity;
- political independence;
- quality of life (understood as the standard of living, the level of socio-economical development, cultural system, perspectives for further development)<sup>24</sup>.

Thus, national security is understood as a state and process which guarantees the functioning of a country in basic domains which provide for the survival of a country, the nation, and an individual, retaining territorial integrity and sovereign power as well as the freedom of carrying out objectives and of the national interests related to the standard of living.

In the course of analysing the concept of 'system' it was assumed that it consists of certain elements; thus, without their determination, the definition of the NSCS would be incomplete. Considering the NSCS in an organisational framework, following H. J. Leavitt, it can be assumed that it involves people, tasks (objectives), technology and structure (Fig. 1).



Own elaboration.

**Figure 1. Elements of the national security control system**

<sup>24</sup> Ibidem, p. 43.

Human resources are created by managers who are responsible for planning, organising, motivating and auditing. In order to prepare plans which determine objectives and ways to achieve them, as well as decision making, it is necessary to have information about the state of a system and the surrounding environment. Information creates information resources, where at the initial stage there is information from the system and the environment, and at the final stage – plans, instructions, procedures, etc. It is possible to coordinate the activities and resources owing to proper technological resources. The authorities can encourage, persuade or enforce certain activities of its subordinates with the use of tools in the form of formal-legal documents, including acts, regulations, directives, decisions, codes, etc. The function of auditing entails the measurements (assessment of a system, including measuring instruments, scale, etc) and the correction of deviations (repair system).

A detailed choice of organisational units stems from the tasks resulting from objectives set in the organisation's strategy. Technology entails offices which render services to the bodies participating in the national security control system as well as the indispensable infrastructure, including headquarters, the main and auxiliary control posts localised in the premises of general purpose or special buildings, independent from the generally available technical-functional infrastructure in the form of appliances and equipment, including ICT systems, systems of protection e.g. fire protection and intelligence protection, systems supplying electricity, water, etc., food, health care, transport. Technology also includes manners and techniques (procedures) of certain fulfilment of tasks.

The last element of the NSCS is the organisational structure, namely a network of ties and reciprocal relations which binds and arranges the above elements and these organisational bonds are the essence. The most common are professional bonds (which connect organisational units performing particular tasks in an organisation), technological bonds (which connect work posts in a particular production process) as well as information bonds (used to pass information which enables tasks to be carried out).

On the basis of the results of the research we have presented, the following definition has been reached: the NSCS it is a set of managing bodies, supported by technological resources, connected into an orderly entity, dealing with planning, organising, leading and auditing the activities and subordinated bodies in order

to assure the functioning of a country in basic domains which enable the survival of a country, the nation, and an individual, sustaining the territorial integrity and sovereignty of the authority as well as the freedom of objectives and achieving national interests.

## System's environment

Each system functions in a given environment. It is a subsystem of a bigger system. On this basis it can be assumed that the NSCS is part of the national security system (NSS), understood as a coordinated internal set of organisational, personnel, and material elements, oriented on the counteracting of any threats to the state, and in particular those of a political, economic, psycho-social, ecological and military character<sup>25</sup>.

The earlier quoted dictionary of the National Security Bureau defines the NSS as 'the entirety of resources, means and forces (entities) earmarked by the state for the performance of tasks in the field of security, organised (into subsystems and components), maintained and prepared in a manner adequate to the purpose of performing such tasks. The system consists of a control system (subsystem) as well as a number of executive subsystems (systems)<sup>26</sup>.

Whereas, in the project of the Development Strategy of the National Security System of the Republic of Poland it is emphasised that the system is earmarked to properly prepare and use the resources being at the disposal of the state to counteract threats to the survival of the nation and the country, territorial integrity, political independence and sovereignty, effective functioning of the institution of the state as well as to socio-economic development<sup>27</sup>.

Waldemar Kitler states that the mission of the NSS is the protection and defence of a country as a political institution, as well as protection of a permanent, free

<sup>25</sup> W. Łepkowski (ed.), *Słownik terminów z zakresu bezpieczeństwa narodowego*, AON, Warszawa 2002.

<sup>26</sup> *Słownik*, Biuro Bezpieczeństwa Narodowego, op. cit.

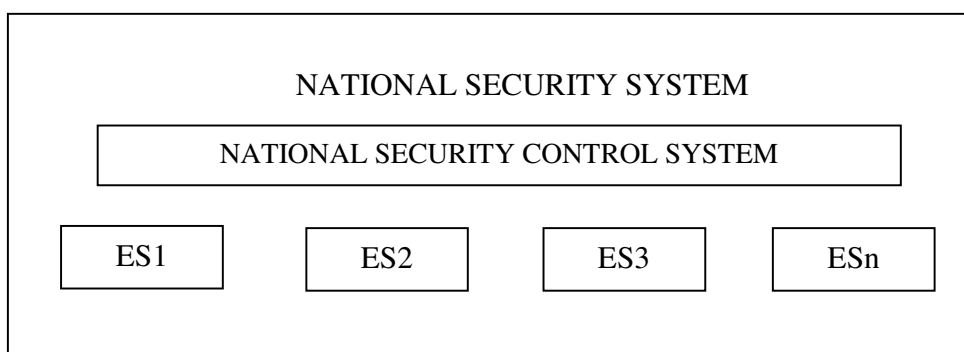
<sup>27</sup> *Strategia rozwoju systemu bezpieczeństwa narodowego RP 2012–2022*, ..., p. 17.

of disturbance existence and national development, both in the cultural as well as material dimension. However, it should not be restricted only to intervention by the military, guards, services, and inspections but it should be extended by the aspects strengthening national potential in material-energy, social and cultural terms<sup>28</sup>.

The NSS includes the following subsystems (Fig. 2):

- super-ordinate NSCS;
- subordinate executive systems (ES).

Executive systems create the forces and measures which belong to the scope of competences of proper ministers who are responsible for the sectors of government administration, central organs of government administration, voivodes, territorial self-government bodies as well as other subjects responsible for the realisation of statutory determined tasks in the field of national security<sup>29</sup>.



Own elaboration.

**Figure 2. NSCS environment**

In other words, these are services, guards, inspections, as well as the army, people subordinated to certain managing bodies; moreover, these are any appliances and equipment necessary to perform given tasks. The following should be enumerated here, inter alia: the Polish Armed Forces, the Police, the State Fire Service, the Volunteer Fire Service, the Specialised Armed Security Formations, the Border

<sup>28</sup> W. Kitaler, *Bezpieczeństwo narodowe RP. Podstawowe kategorie. Uwarunkowania. System*, AON, Warszawa 2011, p. 316.

<sup>29</sup> *Strategia bezpieczeństwa narodowego Rzeczypospolitej Polskiej*, p. 91.

Guard, the Government Protection Bureau, Railroad Guards, municipal and communal guards, sanitary inspection, Mountain Volunteer Search and Rescue, Aviation Search and Rescue, Search and Rescue, Tatra Volunteer Search and the Rescue, Maritime Volunteer Rescue Service.

The analysis of formal-legal solutions within the scope of the NSS shows that in the present legal system in force in Poland there is not a single legal act which comprehensively regulates the issue of national defence. Instead of this there are many regulations which directly or indirectly refer to this matter.

As a consequence, there are relatively separate systems, including: crisis management, fire protection, security and public order, the country's protection and constitutional order, fire fighting and rescue, protection of the country's border, personal data protection, classified information protection, and the national defence system. The systems are not organisationally or legally interrelated, which significantly cripples the broadly understood security.

Another NSS weakness, which attracts the researcher's attention, is the lack of continuity of operation regardless of the condition and circumstance of the country's functioning. Activities performed to provide national security should be carried out regardless of the type of danger; thus, it is so vital to create a uniform national security system and inside thereof uniform control and executive systems. Due to this, it seems reasonable that regardless of threats (military, non-military, etc), a system must be considered as a unity, composing an internally coherent national security system. Only in the NSS can one create precise functional systems organised in this way.

## **Values, needs, interests, and national objectives of the Republic of Poland**

Each organisation in its activity follows certain values, needs, goals, and interests which shape its relationship with the environment, exert influence on the internal bonds and give basis for the formulation of its mission.



The first category – values – is defined by L. Krzyżanowski as the product of feelings, convictions and beliefs of someone: an individual, social group, other community, cultural union or global society, about something that, in the natural world or psycho-social and cultural reality, is assessed positively and considered as something worth desiring and striving for<sup>30</sup>.

The national values include:

- survival (in the national, ethnical and biological meaning) as the supreme value, for which countries are ready to sacrifice other values;
- territorial integrity (in the physical, national and state meaning);
- political sovereignty (in a constitutional, self-governance and affiliation freedom sense);
- quality of life (in the sense of the standard of living, the socio-economic level of development, and the development of the cultural system)<sup>31</sup>.

The second category – need – should be understood as a strong desire or something which is needed for day-to-day existence or for proper functioning<sup>32</sup>.

Taking into consideration the approach in question in terms of national security, W. Kitler enumerates the following needs: security and public order, justice, common security, healthcare, sanitary-epidemiological security, environmental protection and waste management, protection of cultural legacy and national identity, economic security, education, social security, security of the state, international security<sup>33</sup>.

The third category involves the strategic objectives of the state, which were defined in the dictionary of National Security Bureau as ‘operationalised national interests, i.e. the future conditions, phenomena and processes in the field of security (resulting from the disaggregation of individual national interests, made in the context of specific (both current and predicted) strategic security conditions as well as the needs and possibilities (the strategic potential of the state) which

**30** L. Krzyżanowski, *Postawy nauk o organizacji i zarządzaniu*, Wydawnictwo Naukowe PWN, Warszawa 1994, p. 143.

**31** J. Kukulka, *Bezpieczeństwo a współpraca europejska...*, op. cit., p. 34.

**32** *Słownik języka polskiego*, M. Szymczak [ed.], Wydawnictwo Naukowe PWN, Warszawa 1995.

**33** See: W. Kitler, *Bezpieczeństwo narodowe...*, pp. 83–84.

are considered desirable from the point of view of the said national interests. Unlike national interests themselves, which are a relatively permanent category, strategic objectives pertain to specific conditions in the given historical period of existence of the given entity; the objectives in question are attained through the implementation of a security policy<sup>34</sup>.

T. Chabiera suggests the supreme strategic objective of the Republic of Poland be assumed as providing beneficial and safe conditions for the realisation of national interests by the elimination of external and internal threats, reduction of risk, as well as by proper estimation of the undertaken challenges and skilful use of the appearing opportunities<sup>35</sup>.

Whereas, in the Strategy of national security of 2007 the strategic goals of a country were determined as follows:

- assurance of independence and territorial inviolability of the country and its sovereignty;
- creation of beneficial conditions for the development of civilisation and the economy;
- providing citizens with the possibility to use constitutional freedoms, human rights and the creation of safe conditions for equitable citizens' life and development;
- providing opportunities to actively fashion relationships in the international environment and the capability of effective operation;
- assurance of security, protection and care for Polish citizens who live abroad;
- promotion of the Polish economy and support of Polish undertakers and building the prestige of Poland in the international environment;
- assurance of legal security for the citizens of the Republic of Poland;
- protection of the spiritual and material national heritage;
- protection of the natural environment as well as protection against the effects of natural calamities and technical catastrophes;

34 *Słownik*, Biuro Bezpieczeństwa Narodowego, op. cit.

35 T. Chabiera, *Interesy narodowe i cele strategiczne Rzeczypospolitej Polskiej w dziedzinie bezpieczeństwa*, propozycja do dyskusji, styczeń 2011, [http://www.spbn.gov.pl/portal/sbn/619/3230/Interesy\\_narodowe\\_i\\_cele\\_strategiczne\\_Rzeczypospolitej\\_Polskie\\_w\\_dziedzinie\\_bez.html](http://www.spbn.gov.pl/portal/sbn/619/3230/Interesy_narodowe_i_cele_strategiczne_Rzeczypospolitej_Polskie_w_dziedzinie_bez.html).

- providing wide access to information, increasing the level of national education as well as creating strong scientific-research facilities connected with the production potential which improves the competitiveness of the economy<sup>36</sup>.

The last category is the interest which is defined by L. Krzyżanowski as a relationship between some objective, existing and future state of social (organizational) relations and the assessment of the state in question by someone from the point of view of the benefits stemming from the activity, whose measure is the availability of goods in the broad meaning of the concept, thus both material goods (...) as well as non-material ones (...)<sup>37</sup>.

The aforementioned Strategy of national security divides national interests into three groups: vital, significant, and other important. Vital national interests are connected with the survival of a country and its citizens and they include the need for independence, sovereignty, territorial integrity and inviolability of borders; providing the citizens with security, human rights and basic freedoms, as well as strengthening the democratic political order.

The significant national interests of a country involve the guarantee of permanent and balanced civilisation and economic development of the country, creating conditions for society's prosperity, development of science and technology and for proper protection of the national heritage and national identity, as well as the natural environment.

The last group involves most of the interests resulting from the pursuit to assure the strong international stance of a country as well as the possibility to effectively promote Polish interest on the international scene<sup>38</sup>.

While the previously mentioned T. Chabiera suggests the following as the national interests:

- the security of Poland, its citizens, allies and partners;
- competitive, innovative, and growing the Polish economy in the open international system;

36 See: *Strategia bezpieczeństwa narodowego*, Warszawa 2007, point 16.

37 L. Krzyżanowski, *O podstawach...*, op. cit., p. 250.

38 See: *Strategia bezpieczeństwa...*, op. cit., points 11–13.

- respect for democratic values;
- international order based on cooperation to meet the global challenges<sup>39</sup>.

## **Challenges (chances, threats) to the national security of the Republic of Poland**

For an organisation to function properly, it is necessary to know the environment. From the point of view of the need to define and choose the type of NSCS's organisational structure, it is vital not only to characterise the system's environments as such but to determine its (surrounding) influence on the system. Thus, it is important to identify events (interactions) which take place in the external environment, and which the system will respond to. The types of events which are observed in the environment depend on the determinants, i.e. all the things which accompany a situation or an event. Determinants can be divided into three groups: material-energy, social as well as cultural.

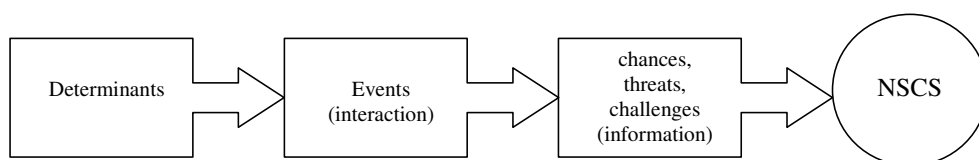
The first category of determinants entails the material-energy area; thus, natural resources (oil, gas, coal, minerals, etc), geophysical conditions (lay of the land, drinkable water, soil, forests, etc), financial resources, manufacturing capacity, technological potential (manufacturing facilities). This is about the resources of Poland as well as of other systems in the form of other countries and organisations.

Social determinants refer to a man as an individual and a social group and people's public activity. This means a single person, societies, countries, international organisations of a military, political and economic character, international non-governmental organisations, entrepreneurs, as well as their interests, values and objectives, stance and the role which they play on the international scene, relations and obligations, ambitions, management/control systems and methods of operation, as well as relations between the enumerated subjects. This group also entails criminal and terrorist organisations, whose interests and objectives pose a threat to security and public order.

39 T. Chabiera, *Interesy narodowe...*, op. cit.

The third group of determinants concerns culture, understood as the totality of material and non-material artefacts, which constitute the whole spiritual and material acquis of the society. This pertains to such aspects as system, law, education, science and technology, strategies, programmes, religion, culture and art<sup>40</sup>.

Interactions between particular elements of the external environment result in challenges <sup>41</sup> (chances<sup>42</sup>, threats<sup>43</sup>), by creating information which reaches the system (Fig. 3). The same environment resources, depending on varied determinants, can result in different pieces of information, i.e. these can be chances or threats based on the circumstances. Natural resources of one country can have a positive influence on trade exchange, but at the same time they can be used as a potential method of blackmail. Advanced nuclear technology is an efficient source of energy, but it also poses the threat of technical catastrophe resulting in heavy casualties and financial loss.



Own elaboration.

**Figure 3. Relations between determinants, events and information**

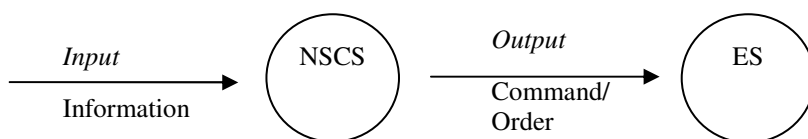
Taking the above into consideration, it is vital to know what type of information (challenge, chance, threat) from the external environment reaches the system (NSCS) and what kind of feedback information (command, order to act sent to the executive systems) is produced by a system (what is the reaction of the system – Fig. 4).

<sup>40</sup> See: W. Kitler, *Bezpieczeństwo...*, pp. 96–102.

<sup>41</sup> Challenge – a difficult task, new situation, which requires some effort and devotion from a person and is a form of checking somebody’s knowledge, resistance, *Słownik języka polskiego*, Wydawnictwo Naukowe PWN SA 1997–2011, <http://sjp.pwn.pl/szukaj/wyzwanie>.

<sup>42</sup> Chance – possibility of success in some case or the appearance of some desired circumstances. *Słownik języka polskiego*, Wydawnictwo Naukowe PWN SA 1997–2011, <http://sjp.pwn.pl/szukaj/szansa>.

<sup>43</sup> To threaten – frighten somebody in order to force them to behave properly, to become a real danger for somebody or something. *Słownik języka polskiego*, Wydawnictwo Naukowe PWN SA 1997–2011, <http://sjp.pwn.pl/szukaj/zagrozenie>.



Own elaboration.

**Figure 4. NSCS's input and output**

The presented results of theoretical examination led to a further stage of research with the goal being to analyse the NSCS's environment as far as challenges (chances, threats) are concerned. The analysis starts with the identification of development mega-trends, which are understood as civilisation trends of a relatively permanent character. As B. Balcerowicz noted only on the basis of proper trends' identification which permeate the contemporary reality is it possible, to some extent, to predict the future threats, crisis situations and wars; write conceivable scenarios<sup>44</sup>. The author enumerates five mega-trends dividing them into two groups: pivotal ones, including globalisation and informatisation; as well as background ones: development disproportions in demography, environment protection, access to resources; transformation of political system; clash of civilisations. Next, he carries out an analysis of their influence on the security environment<sup>45</sup>.

As a result of globalisation, we can observe a significant increase in reciprocal bonds and relations in all spheres of human life. The most obvious sphere influenced by globalisation is the economy, in its broad meaning, and, within it, trade and financial systems. The growth of dependence also resulted in a change of role for a country. By a more complex scheme of international relations, countries partially lose their attributes in the form of control over the chosen spheres of social life. On the other hand, countries lose traditional reasons for wars due to such situations. The advantages of globalisation include, inter alia, civilisation development, growth of prosperity, free movement of persons, goods and services, lifting unnecessary barriers, faster acquaintance with the surrounding world. On the other hand, the benefits stemming from globalisation are distributed unevenly, which leads to the disintegration of societies, increase of unemployment, the riches of the few

<sup>44</sup> B. Balcerowicz, *Pokój i nie-pokój na progę XXI wieku*, Bellona, Warszawa 2002, p. 85.

<sup>45</sup> Ibidem, pp. 85–118.

at the expense of the poverty of many, degradation of the natural environment, dissemination of diseases, and the spread of social pathology.

Dynamic informatisation has been given the name of information revolution, which results in the qualitative change of civilisation – from the manufacturing society to information society. The benefits resulting from the revolution include common access to information, which has limited the possibility of society manipulation, a new way of knowledge distribution and better cognition of other cultures. Information is a valuable commodity, which does not always favour peace. Most of all, easy access to knowledge can cause psychosis among society, which is sometimes fuelled by manipulation. IT systems, combined with the phenomena of globalisation, are vulnerable to perturbations, including cyber attacks, which can result in very serious consequences, e.g. for countries' financial systems. There are also new types of conflicts which are based on information war.

As far as demography is concerned, B. Balcerowicz notices two extreme tendencies which occur at the same time: on the one hand there is dynamic population increase, which is observed in the poorer parts of the world, on the other hand the growth of population is hindered or it decreases, especially in the developed countries. As a result of the first trend, it is probable that we will face problems with feeding, unemployment, natural environment devastation, urbanisation, as well as migration of people. Whereas population decrease leads to the ageing of society and the demand for a work force from other countries, which may cause ethnic tensions as well as increase the number of petty crimes and organised crime connected with smuggling of people.

Threat to the environment is most of all connected with contamination of water, air and soil, a deficit of drinkable water and food, devastation of tropical forests and many species of animals and plants, which results in significant changes to the ecosystem and the so called greenhouse effect.

Transformation of political systems is connected with the process of democracy distribution, mechanisms of which cause smaller numbers of armed conflicts due to the fact that they must be accepted by the majority. It should be noted, however, that social-political transformation is sometimes distorted, and the accompanying problems hinder proper development of a system.

The last mega-trend enumerated by B. Balcerowicz is the concept of 'the clash of civilisations' postulated by S. Huntington. This assumes that in the coming era, the clash of civilizations poses the biggest threat to world peace and basing the international order on civilisations is the best guarantee for the prevention of another world war<sup>46</sup>. Western civilisation enters the decadent phase of political, cultural, and military domination, which will lead to a clash with another civilisation and, as a consequence, it will result in a new world order. This process is accompanied by a 'war of identity', firstly on a local scale, then gradually on international scale. Sectarian or ideological wars will be particularly dangerous.

The above development mega-trends are incorporated in the challenges (chances, threats) of the national security of Poland.

In the context of challenges (chances, threats) of a material-energy character, the key chance for economic development and reduction of technological distance between Poland and the West is the integration of the European Union. On the other hand, the progressive globalisation process is also a challenge as it erases geographical borders and causes strong dependency between countries which form still more strongly connected economic, financial, IT or communication systems, which can result in destabilisation of national security even if the threats are observed in distant regions of the world. The economic crisis of the recent years, and, as a consequence, the crisis in the Euro region, revealed development and social differences among particular member states of the EU. Although, presently, it seems that the threat of disintegration of the euro-zone is being held back, the possible failure of the measures undertaken could evoke further social unrest and an aspiration to withdraw from the European Union. Moreover, we cannot exclude social tensions due to a difference in the development of particular regions of our country.

Energy dependency of the economy, shrinking natural resources and competition in their extraction, as well as a weakly-identified energy system, create one of the most serious challenges for Poland and the whole of Europe, i.e. assurance of economic and energy security. Energy security influences the functioning of all sectors of the economy. The increasing demand for raw materials in China, as well

<sup>46</sup> S. Huntington, *Zderzenie cywilizacji*, Warszawa 1998, [in:] B. Balcerowicz, *Pokój i niepokój...*, op. cit., p. 114.



as increasing competition in this field with India, could trigger a global conflict in the future. It is also a challenge to improve the state of infrastructure which enables transport and transfer and storing of energy carriers.

A different point of view is presented by R. Zięba and J. Zając who claim that this is unjustified politicisation of the problem, which is the result of the negative assessment of Russia and fathering on Russia evil intentions towards Poland and other western neighbours. Energy security, especially the gas one, is not threatened presently, since only about 6 – 8% of energy in Poland is processed from the gas imported from Russia and, in spite of the monopoly of Russian Gazprom on the delivery of gas to Poland, we buy it at sensible and affordable prices<sup>47</sup>.

Threats such as IT systems interference, including cyber-attacks on critical infrastructure, have become more important. Such activities can have large-scale effects and can result in significant economical losses and exert influence on the military security of a country.

The most important challenges in the economic area include: high debt of public finance, high budget deficit, deficit in foreign trade, weak innovation of the economy and its weak competitiveness on the global market, uneven regional development of a country, corruption and the so called grey market<sup>48</sup>.

Ecological threats are of great importance, namely: large-scale technical failures, pandemics and ecological disasters. The most serious threats connected with the forces of nature in Poland are floods which follow rainfall, thaw, blockage or storms. Other threats also include gales, droughts, which cause conflagration, and landslides. As it is indicated by R. Zięba and J. Zając the security policy should also include prevention, protection and liquidation of the effects of natural calamities, man-caused catastrophes and epidemiological diseases in the future decades<sup>49</sup>. They also notice that although there is a rescue system in case of natural calamities, and in spite of the dedication of rescue services, the organs of public

47 R. Zięba, J. Zając, *Budowa zintegrowanego systemu bezpieczeństwa narodowego Polski. Ekspertyza*, Warszawa 2010, p. 16.

48 Ibidem, p. 21.

49 Ibidem, p. 18.

administration and self-government bodies act in a dilatory manner and with bureaucratic drudgery<sup>50</sup>.

As far as social challenges (chances, threats) are concerned, it should be noted that there have been significant changes in this area. In the 1990s, we witnessed radical transformations on the political international scene, including the configuration of power in relations between the East and the West, as well as in the economic and cultural area. The processes which were commenced at that time, such as the end of cold-war rivalry and the split of bipolarised world division, disintegration of the Soviet Union and German unification, as well as the political and economic transformations in Central and Eastern Europe, all influenced the shape of current international security, significantly decreasing the probability of the outbreak of a military conflict in Europe and its geostrategic environment. European and Euro-Atlantic integration, as well as deepening regional cooperation in Europe, has had a positive influence on the issue of security. The collective security system fashioned by NATO and the European Union provides for military security in Europe.

Membership in NATO and the European Union provided Poland with new security guarantors as well as decreased the threat of military invasion<sup>51</sup>. Polish security is also influenced by processes which shape the environment, including a stable political-economic situation in the countries of Central and Eastern Europe as well as the extension of Euro-Atlantic cooperation. There is a chance for Poland in the form of normalised relations with its neighbours as well as membership in many international organisations, including the UN, OSCE, NATO, and EU. As a country bordering NATO and the EU and the neighbour of Russia and Ukraine, Poland holds a politically important position. At the same time, the collapse of the process of European integration would have a negative influence on the security of Poland. To sum up, the benefits which arise from Polish membership in NATO and the EU can be outlined as follows: strengthening national security of Poland, gaining an opportunity for permanent, multilateral, and balanced development, as well as obtaining a chance to strengthen the international stance of Poland and increase our influence on the international environment<sup>52</sup>.

50 Ibidem, p. 20.

51 See: *Strategia bezpieczeństwa narodowego*, Warszawa 2007, point 7.

52 See: R. Zięba, J. Zając, *Budowa zintegrowanego...*, op. cit., pp. 22–23.

Challenges for the security of Poland reflect the assessment of the European security environment. It is assumed that there is a rather small probability of a military global conflict in the predictable future; however, there is a threat of a local conflict in the vicinity of the Polish borders. The weakening position of the United States and the appearance of new global powers will also be a challenge. The growing stance of China and Iran, accompanied by European reluctance to increase expenditure on defence, will probably result in the US searching for new allies, e.g. Vietnam, which will significantly alter the picture of the global political scene. Changes in the Arab world, the so called Arab Spring, are also alarming. The revolutions' assumptions which are aimed at the democratisation of a country seem to be positive; however, it is hard to predict whether the objectives will be attained or the opposite – they will lead to further radicalisation of power. Tense relations between the western world and the Muslim one, often ideologically motivated, are also a source of a potential conflict.

Demographic changes are a real problem for Poland as they result in the ageing of society and the migration of people in the search for work and better living conditions. As a consequence, it might be necessary to open up for an influx of immigrants and, therefore, we will have to face the possible cultural or racial conflicts. The activities of organised criminal groups which involve, among other things, illegal smuggling of people, are another challenge for the security of Poland in the context of the influx of immigrants.

Moreover, great attention is drawn to counteracting and combating organised crime, drug dealing, illegal migration as well as international terrorism.

The last group of challenges (chances, threats) pertains to culture. Such challenges, most of all, involve the need for change and improvement of the Polish legal system. The legal solutions which are in force in Poland often draw on the solutions of the previous system which focused on combating military threats. This emphasised dissonance between the modern way of thinking about the security of the state characterised by the perception of security as an entity and the 'cold-war' thinking limited to the military aspect. New legal acts are often created because of the need to close a loophole and not as a consequence of a vision to create a comprehensive national security control system.

Lack of a coherent national security control system is also caused by more general conditioning relating to the present situation in Poland. Among other things, it involves lack of sufficient knowledge of policymakers and legislators on the concept of security and its control and low awareness of the gravity of the situation. Unfortunately, the Sejm benches rarely seat pundits in this field. On the other hand, the academic environment has little influence on the decisions taken and there is low appreciation of knowledge in Poland. Lack of a centre for strategic studies, which could be an intellectual hinterland for the ruling group, is noticeable. For some time, the National Security Bureau has been trying to play such a role; however, this function should basically be performed by the National Security Council, as the advisory body to the President in the field of national security. The legislative process is complicated and long-lasting, and political conflicts prevent the elaboration of a single concept.

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One of the basic objectives of a country is to provide security regardless of the potential threats – in line with the constitution the Republic of Poland guards the independence and sanctity of its territory, ensures freedoms and human rights as well as the rights of a citizen and citizens' security<sup>53</sup>. In order to attain the objective, it is necessary to have an efficient system of national security which should include a national security control system which provides for effective exploitation of the forces and measures possessed, depending on the type and scale of threats.

However, the problem stems from the fact that no legal act, starting from the Constitution of the Republic of Poland and finishing with executive acts, specifies the body responsible for taking decisions in the field of security assurance. The present constitutional regulations split executive power on two decision centres in the scope of security. On the one hand, there is the President who safeguards the sovereignty and security of the country and the sanctity of its territory as well as is the guarantor of the continuity of the state<sup>54</sup>. On the other hand, there

<sup>53</sup> *Konstytucja Rzeczypospolitej Polskiej* (Dz.U. z 1997 r., nr 78, poz. 483), art. 5. [Constitution of the Republic of Poland (Journal of Laws of 1997, No. 78, item 483), Article 5]

<sup>54</sup> *Konstytucja Rzeczypospolitej Polskiej*, art. 126. [Constitution of the Republic of Poland, Article 126]

is the Council of Ministers assuring internal security and public order as well as the external security of Poland, and is additionally responsible for budget implementation, by which it has direct influence on the shape of structures, including executive bodies in the field of security<sup>55</sup>.

Lack of an unambiguous regulation, which entrusts a single governing body with the control of national security and determines the rules of subordination and cooperation with the remaining components of the system, gives way to the freedom of interpretation of provisions which concern the most important issue of the country's functioning, i.e. national security<sup>56</sup>. Nonetheless, there is a probability that in face of threat, when it is necessary to take certain decisions, none of the bodies of public administration will be willing to take the burden of responsibility on its shoulders or the visions concerning the issue of security will be contradictory in both centres of power.

In this light, discussion on the essence and shape of the NSCS seems to be crucial for national security.

<sup>55</sup> *Konstytucja Rzeczypospolitej Polskiej*, art. 146. [Constitution of the Republic of Poland, Article 126]

<sup>56</sup> For example Article 134 of the *Constitution of the Republic of Poland* as well as Article 10 of the *Act on martial law (...)* provide the President with the possibility (and not obligation) of constituting, on application by the Prime Minister, the commander-in-chief for the time of war. Taking into consideration the fact that such a person would be responsible for the command of the armed forces, it seems grounded that such nomination should be given beforehand, to enable the person to prepare for such a responsible function and to avoid the possible differences in opinion concerning the choice of a candidate, Respectively: *Journal of Laws of 1997*, No. 78, item 48348, item 483, Article 134 as well as *Journal of Laws of 2002*, No. 156, item 1301 as amended, Article 10.