

# NATIONAL SECURITY THEORY AND PRACTICE

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WALDEMAR KITLER



WARSAW  
2021

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# NATIONAL SECURITY THEORY AND PRACTICE

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## Introduction

There is no state in the world that can guarantee full, or at least sufficient, fulfillment of its needs related to security. There is also no collective security organization that can meet such a challenge. Nevertheless, no state is giving up on efforts to improve its security and states and international organizations, as “learning organizations” of a kind, are constantly looking for new solutions.

The point is, however, that today the word “security” is often, if not very often, used in different ways and interpreted from the standpoint of almost all fields of human activity. Its meaning is so broad that it cannot be discussed in a matter-of-fact manner, neither within the scientific community nor among practitioners.

According to its standard definition, security is usually associated with security of a state as a political, territorial, legal, social, and coercive institution or with its various forms (fields), e.g. political, military, public, internal, cultural, information, and cyber security. In its essence, security is protection against any violation and loss of such values as sovereignty, independence, territorial integrity, inviolability of borders, and internal and constitutional order of a state.

However, several decades ago, in democratic law-abiding states, the domain of traditional activities in the field of state security started to be filled by concern for protection of values that are important to individuals and various social groups (formal and informal). These activities include efforts to protect human and citizens’ rights and freedoms, cultural heritage, national identity, customs that are important

to the members of a given community, and private property, as well as efforts to ensure freedom from deprivation, peace, comfort, quality of life in material and intellectual terms, and freedom from threats to life and health, property, and environment. The security aspirations of individuals aim to ensure harmony in the social environment, solidarity and social cohesion, quality of living, working and leisure conditions, intimacy and privacy, physical integrity, empathy, rest, protection and care, support in need, freedom of conscience and religion, sexual freedom and morality, justice, freedom and respect, satisfaction of existential needs, and many other things.

The three most important subjects – individuals, social groups, and the state – define the domain of contemporary security of a democratic law-abiding state (more broadly: national security). There can be no doubt that every state, whatever its system of government, form, and type, protects as far as it can its sovereign power, its population, and its territory. However, not every state is able, and many of them do not even seek, to make individuals and social groups, with their rights, freedoms, and needs, the object of its protection. Moreover, many states (authoritarian, anocratic, and totalitarian) reject democratic participation of citizens and social groups in decisions that concern them, control their behavior, and force them to follow the dictates of one ideology and infallible power.

A society deprived of the possibility to exercise its rights and freedoms cannot feel secure in its own state. Therefore, it cannot be regarded as a subject of state security. In undemocratic systems, the subject of security is the person or group of persons who is in power and who protects its sovereignty, territory, and population, but only to the extent that is necessary for that person or group to remain in power and to strengthen it. According to the author of this monograph, in such states, the security of the state, in the classic sense of the expression, is ensured, but national security (security of the nation), which is defined much more broadly, is not. This is one of the reasons why the author differentiates between state security and national security according to the principle that the former is narrower in scope than the latter.

National security and, more narrowly, state security are nowadays associated not only with political and military threats, but

with ensuring freedom from challenges and threats in various areas of a nation's (state's) functioning. For this reason, this publication pays close attention to the concept and essence of national security, including state security, its various fields, and ways of organizing to achieve the mission and implement the tasks in this area.

Organization of states to achieve their missions related to national security is a never-ending process. A pursuit of the perfect model is a challenge that no state can meet, but many states make notable efforts to do so and introduce many innovative solutions. In this monograph, the reader can find a generalized model of national security based on Polish organizational solutions and theoretical views, supported by practical experiences of other states. It so happened that the first country on whose solutions the author focused the most was not Poland, but France (W. Kitler, *Obrona narodowa Francji* [France's national defense], Toruń 1997).

In his work to date, the author has focuses on the organization of the Polish state aimed to achieve security objectives and has performed a comparative analysis of this organization with the achievements of other states. For this reason, this publication is a synthesis of some of his work to date, which concerns system-wide issues of organization in the field of national security, including state security, primarily of the Polish state. However, this is not a description of the existing state of affairs, but an explanation of what it consists in and a generalization of the common aspects of a number of phenomena in the field under investigation. After all, it is a model of a world of things, phenomena, and states of affairs that take place in reality, but are still not sufficiently described in the language of science.

The author hopes that, at least to a small extent, he has contributed to identification of objective, repetitive causal relationships between the phenomena that make up the nature of national security.

The main objectives of this monograph are to systematize the knowledge about the concept and organization of national security, to determine the directions of its development, and to present a model that corresponds to the contemporary conditions of security in its most important area, namely in ensuring conditions for national existence and development that are free from any interferences

(challenges and threats), including countering these interferences and their consequences.

The purpose of the publication indicates its theoretical, practical, and educational utility. Therefore, the author hopes that the monograph will find a place amidst other works in the field of security sciences as a contribution to the knowledge about the subject of the research, will serve as an inspiration for other researchers to broaden their knowledge about the specific problems that are discussed generally in the work, and will make it possible to improve the activities of universities and scientific institutions that deal with this field, which is so important to functioning of states and nations.

Practice expects a lot from science. Even the most inveterate pragmatists are eager to use scientific knowledge. It is therefore important that persons who benefit from scientific achievements should be able to distinguish between the inevitably simplified nature of scientific models and actual solutions. Science requires, among other things, a clear presentation of a given theory (semantic and logical correctness, consistency of arguments, from start to end). In practice, the names of certain phenomena have long been contradictory to their current semantic meaning or to the meaning of their content.

In order to provide a comprehensive picture of the matter of national security, three chapters of the publication discuss issues related to the concept of national security, its conditions, and its organization.

The first chapter focuses on terminological findings, starting with the mutual relations between a state and a nation, a discussion of the concept of “national security” and its main fields, as well as the author’s opinion concerning understanding of security as a field of science. The chapter ends with findings concerning the concepts of national security policy and strategy.

The next chapter concerns national security conditions, including a discussion of the functions of a state in the field of security, and then indicates the scope of national values, needs, and interests, thus providing a basis for determination of the mission, objectives, and tasks of a state in this area. The following parts of the chapter focus on the typology and content of national security conditions, and finally on the nature and foundations of national strength (state power).

The third chapter is a presentation of the general assumptions related to organization of a state for the achievement of its mission and for the performance of its functions in the field of security, including the tasks of other entities, such as local and regional government units, businesses, social organizations, and citizens. Against the background of the general concept of a system, the author defines the national security system and presents its concept, devoting a lot of attention to the issues of governance and to the executive sphere.

The author hopes that the publication will be used in practical activities, will serve as a guideline in activities aimed to improve the organization of national security, and will indicate directions and ways to improve it, mainly so that the state can become a large social organization in which security is paramount in relation to others, so that a balanced interest in the security of the state, individuals, and the society as a whole can dominate over all legal and organizing activities.

The author puts great hope in the utility of this publication in education. The high demand for the author’s works published so far, either alone or together with other co-authors, convinces him of a great demand of educational institutions for such sources of scientific knowledge.

My heartfelt thanks go to the publishing reviewers of this book – Professors Maciej Marszałek and Bogusław Pacek – for their critical and kind reviews.

# **1. National Security**

## **1.1. State and nation – mutual relations and relationship with security**

Due to the existence of certain differences in the perception of the problems of national security, which result, among other things, from different approaches to the essence of a nation as the subject of that security, it is worthwhile to start this discussion by focusing on the dilemma, expressed by the question about the essence of a nation, which constitutes the basis of the theoretical position presented in this publication.

One of the views is related to the sociological, cultural, and ethnic approach to the essence of a nation, which has a rich tradition because of the history, going thousands years back, of formation of the foundations of social communities united by common territory, language, culture, good and bad experiences (destiny), national awareness (called national identity), and quite often organizational status (arrangement of roles and social hierarchy) that took the form of an almost ethnically homogeneous state.

Another view is related to the perception of a nation as a political community made up of different peoples and nationalities, which comprises all people living in the same territory who are governed and administered under a single law and form a civil society.

However, having a common territory is not a prerequisite for a community to have the attributes of a nation. This is particularly emphasized when trying to find the relationship between a state and a nation. There are many nations without a state, which seek territorial self-determination. There are also states that are inhabited by different nations (or, more correctly, different peoples or nationalities) with smaller or greater cultural, linguistic, and historical differences. Some of them have disintegrated and are disintegrating, while others become integrated – after applying various political, diplomatic, economic, and psychosocial instruments and, importantly, also as a result of emergence of common cultural ties that are connected with the common intellectual and material achievements of the entire community.

When considering the relations between a *state* and a *nation*, the question also arises about the relationship between the original, natural definition of a nation and the definition of a nation as an entity identified with a social community living in a specific territory that is identical to the territory of the state. In the latter case, the term *nation* has the same meaning as *population*, *society* or, more precisely, *citizens of a state*.<sup>1</sup> An outstanding example of this is the commonly used terms, such as *national security*, *national security strategy*, *threats to national security*, *national policy*, etc., which, without a major error, could be replaced by *state security*, *state security strategy*, *threats to state security*, and *state policy*.

It must be admitted that today there are two conceptual systems that define a *nation*. To some, a *nation* “[...] is a great human community, most often within the same territory, which is linked by history, language, culture, and, to a smaller or greater extent, economics,”<sup>2</sup> while to others “[...] it is a clear political community of the people who make it up and provide a sovereign (independent, secure) existence.”<sup>3</sup> In the latter sense of the word, a *nation* is therefore a civic

<sup>1</sup> The term “population” refers to all natural persons who reside in the territory of a particular state and who come under its jurisdiction. It may therefore also concern foreigners and stateless persons. “Citizens” are natural persons with a lasting legal relationship with a particular state.

<sup>2</sup> Vide: *Le Petit Larousse en couleurs*, Paris 1994, p. 690.

<sup>3</sup> Ibidem.

figure of the society that lives in a given state. As Jürgen Habermas said: “A civil nation (*Staatsburgernation*) finds its identity not in ethno-cultural unity, but in the action of its members who actively exercise their democratic rights of participation and communication (*Teilnahme- und Kommunikationsrechte*).”<sup>4</sup> In the German language, there are two terms that distinguish between an ethnic nation and a civic nation. In the former case, the term “das Kulturvolk” is used to describe a people united by an ethnic community and a common culture, while in the latter case, the term “das Staatsvolk” is used to distinguish the characteristics of a society connected by common public life (public interest).

The United States of America is an example of a state that from its very beginning has been a national (civic) state according to this definition. Being an American – a citizen of the USA – means being a member of the American nation. In the USA, the nation and the state have a common beginning and a common history, which has brought a consolidation of the idea of a civic state. Therefore, “the people,” like the French “le peuple,” can be understood as “all people living in the same territory, governed by a single law, and forming a single nation.”<sup>5</sup> In the American and French traditions (and other traditions drawing from these sources) “[...] the people are defined as a constitutional subject of power and democracy – as the power of the people and for the people.”<sup>6</sup>

The problem of the relations between a *nation* and a *state* is also closely linked to national (or state) identity and the emerging phenomenon of European identity. The concept of identity was expressed very clearly by Samuel P. Huntington who said that people determine

<sup>4</sup> J. Habermas, *Obywatelstwo a tożsamość narodowa. Rozważania nad przyszłością Europy* [Citizenship and national identity: some reflections on the future of Europe], Warsaw 1993, pp. 9-10.

<sup>5</sup> Vide: *Le Petit Larousse...*, p. 772.

<sup>6</sup> W. Lamentowicz, *Państwo współczesne* [A modern state], Warsaw 1993, p. 29. Vide: R. Rosa, *Bezpieczeństwo i pokój jako wyzwanie filozoficzne i edukacyjne* [Security and peace as a philosophical and educational challenge], in: R. Rosa, ed., *Edukacja do bezpieczeństwa i pokoju w jednoczącej się Europie. Teoria i jej zastosowanie* [Education for security and peace in uniting Europe. Theory and its application], Siedlce-Chlewiska 1999, p. 13.



their identity based on who they are not.<sup>7</sup> Consequently, national identity within a single state may involve distinguishing the common features of one group of people and contrasting them with those of other groups. However, if we analyze the issues of national identity on a continental or global scale, then undoubtedly the first criterion of reference is the citizenship of a state and national identity accents become equivalent to state accents.

A certain criterion of a national characteristics of the society of a state is provided in the following Plato's statement: "up to that point in which it's willing to be one, let it grow, and not beyond!"<sup>8</sup> Thus, the durability of the state, in the face of various obstacles, depends on the durability of the sense of national (state) identity of the people who inhabit it, which is composed of often ethnically and culturally different national groups that wish to live in a common territory so as to achieve objectives that they could not achieve on their own.

The essence of a state, apart from national accents, is determined also by other considerations. These are the ones that determine the joining together of ethnically separate nationalities into a common state and contribute to collective protection and defense. This is emphasized by Czesław Znamierowski: "A loose community, unbounded by norms, cannot provide the protection and defense that requires planned and uninterrupted action and can only be performed by an organized group."<sup>9</sup>

In his analyses of the relationship between a society and the state it lives in, Michał Bobrzyński expressed this using a vivid language: "A society cannot therefore exist without some higher power to protect it against external friends, to maintain its internal balance, and to support its social work. Such a force for a society is the state."<sup>10</sup>

<sup>7</sup> S. P. Huntington, *Zderzenie cywilizacji* [Clash of civilizations], Warsaw 1997, p. 85.

<sup>8</sup> *The Republic* of Plato, Second Edition, translated with notes and an interpretive essay by Allan Bloom, BasicBooks, 1968, p. 101; <https://mvlindsey.files.wordpress.com/2015/08/allen-bloom-the-republic.pdf>, accessed on 12 November 2020.

<sup>9</sup> Cz. Znamierowski, *Szkola prawa. Rozważania o państwie* [School of law. Deliberations on the state], Warsaw 1999, p. 63.

<sup>10</sup> M. Bobrzyński, *Dzieje Polski w zarysie* [An outline of Poland's history], Warsaw 1987, pp. 72-73.

The objectivity of a nation and the objectivity of a state are distinguished by S. Kowalczyk who pointed at the differences in this respect. The objectives of a nation (as an ethnically cohesive community) are "[...] to preserve its own culture, to continue its historical tradition, to spread the ethos, to know the language, to consolidate its ethnic personality."<sup>11</sup> The objectives of a state, on the other hand, are "[...] to preserve the independence and integrity of the territory, to enforce unity and internal order, to ensure well-being of citizens, etc."<sup>12</sup> The objective of a state is defined in a slightly different manner, without pointing at the issue of coercion, by Eugeniusz Zieliński: "The objective of a state is to organize a good life for people, that is, a sense of security, material wealth, and conditions for spiritual development."<sup>13</sup>

In the traditional approach, the objectives of a nation do not seem to include security issues, which are included extensively in the objectives of a state. However, is it possible to preserve one's own culture or to continue one's own traditions without a sense of security, or, in other words, without the actual state of security? It is certainly not. This is where we can see a very important feature of any organizational form of large social groups. A state (regardless of the nations that inhabit it) and a nation defined in terms of ethnicity, and, most importantly, a nation defined as all citizens of a given state strive to fulfill the common or only their own security needs. The traditional objectives that have not changed throughout history are territorial integrity and independence (from the power of other states, international organizations, and any authority within the state) or, to use a different word, sovereignty.<sup>14</sup> An optimal value is produced when

<sup>11</sup> Ibidem, p. 279.

<sup>12</sup> Ibidem.

<sup>13</sup> E. Zieliński, *Nauka o państwie i polityce* [The science of state and politics], Warsaw 1999, p. 41. The author quoted above considers coercion as a feature of the state: "Coercion involves forcing individuals and social groups to be obedient to the actions of public authorities," p. 21.

<sup>14</sup> Contrary to common opinions, sovereignty of a state concerns not only external but also internal issues expressed in the quality of the state's authority over other centers power of social nature.

the sovereignty of a state<sup>15</sup> expresses the sovereignty of the society (nation) that lives in that state and when it constitutes the common value of sovereignty of individual nationalities (nations in ethnic terms) that live in that country.

Both a nation and a state strive for endurance and biological survival, as well as a high quality of life.<sup>16</sup> This includes such aspects as standard of living, level of social and economic development, civil rights and freedoms, lifestyle and quality of life, friendly and safe environment, and cultural heritage.

Identification of a nation with the civil society existing in a state is contrary to the fascist ideology (one ethnically pure nation) and the Marxist-Leninist ideology (a society devoid of all genetic values, artificially mixed, transnational, and often supranational).

A nation in a positive (and political) sense is an association of citizens living in a given territory (state), which combines economic, political, and social ties, all linked by a dense network of values in the area of common security. The blurring of many borders and the tightening of cultural ties, as well as the “globalization” of state life and the strengthened position of the “lower” social groups inevitably lead to the civic form of a nation, i.e. a community living in a given territory (state), while preserving the genetic (ethnic) characteristics of individual parts of this community.

It is difficult to imagine the existence of a model civic state, a model republic, described by Andrzej F. Modrzewski with the following words: “[...] the republic is an assembly and commonness of people, bound by law, connecting many neighbors, and established for good and happy lives.”<sup>17</sup>

<sup>15</sup> Sovereignty of a state consists in its independence and in the fact that its authority is not derived from any other external authority, and that, within its territory, the state exercises power over other authorities in the state.

<sup>16</sup> S. Wyszynski lists, amongst other things, the right of a nation to a just share of natural goods, raw materials, etc. Vide: J. Lewandowski, *Naród w nauczaniu kardynała Stefana Wyszyńskiego* [A nation in the teaching of Cardinal Stefan Wyszyński], Warsaw 1982, pp. 96-197.

<sup>17</sup> A.F. Modrzewski, *Dziela wszystkie. O poprawie rzeczypospolitej* [All works. On the improvement of the republic], vol. 1, Warsaw 1953, p. 97.

The concept of a republic comprises at least three components: people, law, and the common goal of the common good and happy life. The constitutive components of a state are population, territory, and public authority. According to Plato, “a city [...] comes into being because each of us isn’t self-sufficient but is in need of much.”<sup>18</sup> A state provides an excellent opportunity to protect and defend a particular community by setting the territorial boundaries of its integrity, sovereignty, and internal order. This cannot be provided by an ethnic nation, which is usually subject to the laws of more than one state, even though it can be very resilient and based on a strong historical and genetic foundation.<sup>19</sup> A state has a binding force that no other social organization has and will not have for a long time. All of this stems from the nature of the state, which is more than the three constitutive elements (people, territory, and power), but also includes, as Thomas Hobbes wrote “[...] one person of whose acts a great multitude, by mutual covenants one with another, have made themselves every one the author, to the end he may use the strength and means of them all as he shall think expedient for their peace and common defense.”<sup>20</sup>

A nation defined as a community living in a given state, which is a combination of dispersed groups, is connected by certain values, which include: a territorial community (territory); territorial historical ties; a community of interests and a guarantee of their fulfillment; a legal order – a system of laws connected by the idea of legitimacy, according to which the society communicates with ruling groups, giving them trust and support; tolerance and respect for minority rights; a legal capacity exercised by the state that embodies it – a subject of international law; an official language, often used universally (although two or more are possible); a set of common rights and obligations derived from international and state law and customs accepted as common; specific relations between the national interest

<sup>18</sup> *The Republic* of Plato... p. 46.

<sup>19</sup> Even states condemned by public opinion continue to exist independently, precisely because of the historically established position of state institutions in the international arena. Nowadays, this is even more pronounced than it was centuries ago.

<sup>20</sup> T. Hobbes, *Leviathan or the Matter, Forme & Power of a Commonwealth Ecclesiasticall and Civill*, London 1651, p. 106; <https://socialsciences.mcmaster.ca/econ/ugcm/3ll3/hobbes/Leviathan.pdf>, accessed on 25 November 2020.

and the interest of citizens (harmony of interests); and protection and defense of these values as an overriding value.<sup>21</sup>

The concept of a nation, in spite of the historical conditions, is becoming broader. In addition to its traditional meaning, the word “nation” also refers to a multicultural (multi-ethnic) civil society that lives in a particular territory (always identified with the territory of a state), linked by material and moral values, which it can only achieve within the framework of the state where it resides.

When using the term “state,” one mainly considers the international subjectivity of this territorial social structure; on the other hand, when using the term “nation,” in a broader sense, one distinguishes between the intrinsic qualities and values of the society as a whole, which “agrees” to live in a state and to respect the values that the state serves.

A “civic” approach to a nation that lives in a given state is not a new “discovery.” When calling such nation a “society,” Michał Bobrzyński explains that “[...] the basis of a state is not the association of people having one common, closer interest,<sup>22</sup> but the association of all people living in a certain larger territory, regardless of their specific interests. Thus, a state unites the competing social groups and forces them to combine all their strengths to defend the greatest common interests.”<sup>23</sup> The essence of so-defined national interest is also explained by Czesław Znamierowski, who calls the phenomenon that links different groups (communities) in a state a binding force of common elementary interest. In the opinion of that author, “It happens during a flood, an earthquake, an epidemic, a famine, or a war – which threaten the existence of the entire nation. Then not only aversion, but even hatred subsides; it turns out that there is a force that, despite everything else, binds the whole community.”<sup>24</sup> The state condenses the dispersed energy of the nation as a community and becomes an

<sup>21</sup> A nation, according to this definition, bound by these values, treats the state that it resides in as its fatherland (Latin “patria” from “pater” – father), also referred to as a republic (*res publica*) in the past.

<sup>22</sup> This refers to a nation in the ethnic sense.

<sup>23</sup> M. Bobrzyński, op.cit., p. 73.

<sup>24</sup> C. Znamierowski, op.cit., p. 157.

authority that is capable of protecting it and of guaranteeing order, security, and observance of laws.<sup>25</sup>

Not long after the Second World War, as early as on 26 June 1945, at the end of the United Nations Conference, the United Nations Charter was signed, which entered into force on 24 October 1945. The preamble of this “constitution” of the UN contains the phrase “*WE THE PEOPLES OF THE UNITED NATIONS*,” which clearly reflects the essence of a nation as a social community that lives in a given state – a state that, from a formal standpoint, has ratified this document. Also, the North Atlantic Treaty of 4 April 1949 contains an important passage: “The Parties to this Treaty reaffirm their faith in the purposes and principles of the Charter of the United Nations and their desire to live in peace with all peoples and all governments. They are determined to safeguard the freedom, common heritage and civilization of their peoples, founded on the principles of democracy, individual liberty and the rule of law.” Both passages undoubtedly do not refer to nationality, but to civil society, united by a state as a common good. A state, on the other hand, regardless of its form (system of government, form, or type) is always a political, territorial, compulsory, and sovereign organization of the society that lives in it.

A state is a vast and geographically extensive social organization that is formalized and provided with authorities, because it includes the entire population that inhabits a given territory, which is subject to the norms and rules that make up its internal order, and assigns certain duties and rights to everyone.

Following this approach to the concepts of a nation and a state, let us move on to further deliberations on the issue of national security.

<sup>25</sup> Vide: S. Filipowicz, *O władzy grzechu i grzechach władzy* [On the power of sin and the sins of power], Warsaw 1992, p. 246.

## 1.2. Security as a field of knowledge and practice

### 1.2.1. The concept of national security (state security)

The concept of security is nowadays used in various ways in the process of communication between people and, consequently, it involves the feeling of a more or less justifiable freedom from threats, i.e. lack of threats and dangers, and means a freedom of an entity to function, exist, and develop. Almost everyone also agrees that security is understood in this way in the definitions developed in the West, in Poland, and to the east of Poland alike. It is used when one wishes to express and describe the characteristics of certain situations, conditions, and circumstances (security as a state, the quality of being secure or being secured), as well as the associated feelings, attitudes, and behaviors, the common feature of which is freedom from characteristics that are considered as negative, the existence of which could cause damage to protected goods.

A synthetic explanation of the term “security” is provided in the *Dictionary of the Social Sciences* developed under the auspices of UNESCO, which provides that security is in fact identical with safety and means lack of danger or protection against it.<sup>26</sup> According to the authors of the *The Oxford Reference Dictionary*, security is the state of feeling of being secure.<sup>27</sup> The *Webster’s Encyclopedic Unabridged Dictionary of the English Language* contains a similar definition of the term “security.”<sup>28</sup> *le Petit Larousse* defines security as a situation where someone or something is not exposed to any danger, any risk of physical aggression, accident, theft, or destruction.<sup>29</sup>

The *Dictionary of National Security Terms* defines “security” as a state characterized by a sense of certainty, a guarantee of its preservation,

and a chance to improve it.<sup>30</sup> It is seen as a state and as a process, where a state of security refers to a specific situation and means lack of threats, a state of certainty, peace, and protection from threats, and a process of security should be understood as the undertaking by a specific entity (a person, a group of people, or a state) of continuous action to achieve the desired state. A security process consists in the fact that its subjects strive to improve the mechanisms that provide them with a sense of security, and a state of security and its organization are subject to dynamic changes in the security conditions.<sup>31</sup>

The term security is nowadays widely used in different forms and ways (such as security of an individual, a family, as well as employment, social, cultural, economic, raw materials, energy, public, ecological, national, and international security). Nevertheless, one can conclude that there are basic terminological solutions that, despite the existence of multiple definitions, can establish the identity of the concept of security in general.

Thus, security means, in general, inner confidence, peace of mind, and certainty properly or falsely justified in circumstances that give rise to concern. It is also a belief, better or worse justified, that in the face of various difficulties, weaknesses, challenges, and threats, or at least their symptoms, the situation in which a particular entity finds itself allows it to feel secure.<sup>32</sup> Secure, in this respect, means free and protected from potential or actual threats, certain of undisturbed existence and development, with all available means, and working creatively to achieve this condition.

The primacy of security over other areas is quite special, as security is a value the achievement of which is an elementary duty, standing above the various socioeconomic, historical, and cultural manifestations of social activity. Importantly, the nature of security

<sup>26</sup> J. Gould, W. J. Kolb, *Dictionary of the Social Sciences*, London 1964, p. 629.

<sup>27</sup> J. M. Hawkins, ed., *The Oxford Reference Dictionary*, first edition, Oxford 1991, p. 749.

<sup>28</sup> *Webster’s Encyclopedic Unabridged Dictionary of the English Language*, New York 1996, p. 1290.

<sup>29</sup> *Le Petit Larousse en couleurs*, nouvelle edition, Paris 1995, p. 926.

<sup>30</sup> B. Balcerowicz, J. Pawłowski, eds., *Słownik terminów z zakresu bezpieczeństwa narodowego* [Dictionary of national security Terms], Warsaw 2002, p. 12.

<sup>31</sup> R. Zięba, *Pojęcie i istota bezpieczeństwa w stosunkach międzynarodowych* [The concept and essence of security in international relations], “Sprawy Międzynarodowe” 1989, no. 10, pp. 49-70.

<sup>32</sup> Vide: J. Delumeau, *Skrzydła anioła. Poczucie bezpieczeństwa w duchowości człowieka Zachodu w dawnych czasach* [Wings of an angel. The sense of security in the spirituality of a Western man in old times], Warsaw 1998, pp. 9-20.

is interdisciplinary and utilitarian, and it cannot be considered as a value separate from others. Jan Szmyd was right in saying that it is “[...] a non-autotelic value, not a value in itself, i.e. unworthy of efforts to achieve it because of itself, but a clearly utilitarian, useful value, i.e. one that is a means to achieve other values, e.g. life, health, property, etc.”<sup>33</sup> This is also confirmed by Witold Tulibacki who believes that, in philosophical terms, security is a configuration of situations, events, facts, and states of affairs independent of people, and dependent on people, and, consequently, “Security defined in this way precedes other values, but itself it is one of the fundamental values and plays an instrumental role for the creation and existence of material and spiritual values.”<sup>34</sup> As Roman Kuźniar said, it is the foundation of everything that is “first and foremost,” and “It is the primary, existential need of individuals, social groups, and last but not least states. What matters is not only survival, integrity, and independence, but also security of development that protects and enriches the identity of an individual and a nation.”<sup>35</sup>

Security is not possible without its accompanying vigilance. According to St. Augustine, our pilgrimage on earth must be marked by vigilance and not by security, which, most often, comes from “[...] numbness of the mind. No man is secure in possession of those things that he can lose against his will.”<sup>36</sup> If security is referred to a conscious human activity, one can assume, as Jerzy Stańczyk did, that “Security

<sup>33</sup> J. Szmyd, *Bezpieczeństwo jako wartość, refleksja aksjologiczna i etyczna* [Security as a value, an axiological and ethical reflection], in: P. Tyrała, ed., *Zarządzanie bezpieczeństwem* [Security management], Cracow 2000, p. 48.

<sup>34</sup> W. Tulibacki, *Etyczne aspekty bezpieczeństwa na tle pewnych „stałych” cech natury ludzkiej* [Ethical aspects of security against the background of certain “permanent” characteristics of the human nature], in: R. Rosa, ed., *Edukacja do bezpieczeństwa i pokoju w jednoczącej się Europie. Teoria i jej zastosowanie* [Education for security and peace in uniting Europe. Theory and its application], Siedlce-Chlewiska 1999, p. 33.

<sup>35</sup> R. Kuźniar, *Po pierwsze bezpieczeństwo* [Security first], “Rzeczpospolita” of 9 January 1996.

<sup>36</sup> St. Augustine, *Dialogues philosophiques* [in:] J. Delumeau, op.cit., p. 15; St. Augustine, *O wolnej woli* [On free will], in: *Dialogi filozoficzne* [Philosophical dialogues], vol. 3, Warsaw 1953.

is the primary need of man and social groups, and at the same time their most important goal.”<sup>37</sup>

All analyses of security that go beyond defining its synthetic meaning (i.e. a meaning applicable in all possible configurations), must be carried out at least with an indication of its type and, consequently, of the subject and object of security. Undoubtedly, in any deliberations on security, its subject is always a person whose certainty of freedom from threats and undisturbed existence and development is connected with multi-level and multi-layered ways of securing his or her needs in this respect. The latter, on the other hand, determine the object of security. The objective criterion of security, from an ontological point of view, concerns phenomena, processes and their types, any manifestations of existence of someone or something, as well as any relationship between them. The objective approach is ancillary to the subjective one,<sup>38</sup> but if the subject of security is already established, it becomes a logical necessity to define the scope, type, and characteristics of phenomena, processes, and all other manifestations of that entity's existence.

Usually, from the point of view of the science of international relations, the objective approach consists in defining several types of security (political, military, economic, social, cultural, ideological, and environmental). However, if an objective analysis of the content and scope of security of all types of objects is carried out in the broadest possible scope, there is no doubt that this division will be insufficient. This is because this applies not only to states as the main actors of international relations, but also to all entities (people, organizations, and social systems) whose functioning and development depend on fulfillment of one of the most important needs – security. If one takes into account a synthetic, and hence universal, understanding of security, one can say that, according to the objective approach, security concerns:

<sup>37</sup> J. Stańczyk, *Współczesne pojmowanie bezpieczeństwa* [Contemporary understanding of security], Warsaw 1996, p. 18.

<sup>38</sup> Vide: R. Zięba, *Kategoria bezpieczeństwa w nauce o stosunkach międzynarodowych* [The category of security in the science of international relations], in: D.B. Bobrow, E. Haliżak, R. Zięba, eds., *Bezpieczeństwo narodowe i międzynarodowe u schyłku XX wieku* [National and international security at the end of the 20<sup>th</sup> century], Warsaw 1997, p. 6.



- an individual with a system of his or her own values, needs, and goods which, from his or her point of view, require appropriate security, protection, and defense (personal and individual security);
- informal social groups, defined as sets of persons between whom there are identifiable relationships, which generally have common needs and interests that are worth protecting (personal ties, common interests, cultural norms, customs, social norms, and beliefs).<sup>39</sup> Jan Szczepański points to five components of a social group which we should take into account when analyzing the subject of security in the context of its functioning, i.e.: “a) the members, their characteristics, and the rules governing the identity of the group and its continuity; b) the tasks of the group and the functions of its members, the means to complete the group’s tasks, and the psychosocial mechanisms produced to complete the tasks (collective will, solidarity); c) the elements that maintain the group’s internal cohesion, i.e. institutions, social control systems, and patterns of mutual interactions and relationships; d) the measures and institutions that regulate contacts, mutual interactions, and relations with members of other groups; e) the material elements, symbols, and values that provide a material basis for continuance and integration of the group.”<sup>40</sup>
- various purposefully separated, formal organizations, created to perform specific functions and tasks, operating in the market (businesses), in politics, or in other forms of social activity (e.g.: political parties and social organizations);
- formalized and geographically recognizable structures, operating on the basis and within the framework of law, linked by specific legal norms, such as families,<sup>41</sup> local communities (e.g. municipality),

<sup>39</sup> More information can be found in: J. Krężlewski, *Socjologiczna charakterystyka grupy nieformalnej* [Sociological characteristics of an informal group], “Ruch Prawniczy, Ekonomiczny i Socjologiczny” 1985, year XLVII, book 3.

<sup>40</sup> J. Szczepański, *Elementarne pojęcia socjologii* [Elementary concepts of sociology], p. 102; <http://biblioteka.wnpism.uw.edu.pl/zasoby/Teksty/Szczepanski-Elementarne%20poj%C4%99cia%20socjologii.pdf>, accessed on 24 October 2019.

<sup>41</sup> In addition to emotional ties, families are also connected by formal ties established by national, international, public, and civil law.

regional communities (e.g. provinces, regions, and lands) and, most importantly, the vast community of people organized into the state or even a group of states (local security, state security, national security, collective security).

It is undeniable that a state is the most perfect way of fulfilling the needs of a human (individual) and a social group in terms of security. For this reason, the dominance of a state as a subject of security has been undisputed for centuries. This is expressed exceptionally rightly by Czesław Znamierowski who stated that “A very large community, and thus widely spread over a certain area of the earth, is unable, as an unorganized mass, to ensure its external security and internal order.”<sup>42</sup>

A state, in the context of security (although not only), is seen as a participant in international relations and, consequently, the external dimension of its security plays a key role in theoretical analyses and practical actions. However, a comprehensive consideration of state security should concern the external and internal aspects of that entity. The following facts indicate that both aspects need to be viewed simultaneously:

- a state is not only a formalized institution in international relations, but is “filled” with human, cultural, material, and institutional content, which determines the success of its development and position on the international scene;
- a democratic state generally represents on the international scene those values related to security that the society that forms it considers as its own and common, regardless of the differences between the various parts of that society;
- the security of a state is derived from the various individual and group values related to the security of the society that inhabits the state, as well as the result of the security of many other actors of international relations;<sup>43</sup>

<sup>42</sup> C. Znamierowski, *op.cit.*, p. 78.

<sup>43</sup> However, one cannot perceive state security as the algebraic sum of the security of individuals and social groups, or perceive international security as the sum of the security of individual states.

- the society living in a given state, also referred to as a *nation*, perceives security in connection with occurrence of challenges and threats that result from the conflicting nature of social relations (of different scales), the effects of socioeconomic and technological progress, as well as the destructive action of natural forces.

The objective scope of security in the general sense is extensive. It applies to almost all, if not all, activities of the aforementioned subjects.

In the case of an individual, the object of his or her security includes efforts to promote freedom from deprivation, peace, comfort, material and intellectual quality of life, and freedom from the fear of threats to his or her (and his or her relatives') life and health, property, and the environment (natural, social, and political) in which he or she lives. The object of an individual's security aspirations is also the pursuit of harmony in the environment, hygienic living conditions, including work and leisure, intimacy and privacy, physical integrity, empathy, rest, protection and care, support in need, justice, freedom and respect, satisfaction of existential needs, and many other things.

An individual's needs in terms of security are, in a sense, mental states that mean a feeling of nonfulfillment and a desire to feel a state of certainty of undisturbed existence and development and freedom from threats. They are the source of aspirations of other subjects, although it does not seem that the security of any social group is a simple result of the security of individual persons.

An informal social group is usually bound by a community of preoccupations, interests (e.g. employee interests), cultural norms, and customs, and thus the object of its security is certainty of protection and concern about loss of possibility to live in conditions that its members consider worthy of having, and thus binding them voluntarily and spontaneously, albeit often with obligations of an honorary nature.

Purposefully separated formal organizations, given the legal ties that bind them, are guided by jointly agreed needs and objectives and are created to perform specific functions and tasks, i.e. businesses, political parties, and social organizations. They act, respectively, to earn a profit and to grow, to acquire and maintain power, and to pursue common interests and fulfill various missions, including those related to broadly defined security, which the state is unable to provide.

As a matter of principle, the common aim of the aspirations of each individual and a social group is that they should be able to pursue their aspirations and ideas without hindrance and thus safely, as long as this does not contradict the essence of the functioning of a democratic law-abiding state. There is no doubt that this can be provided only under the care of the state, which is concerned with protecting the personal, political, economic, social, and cultural freedoms not only of its citizens but also of others within and outside its territory. Support for the state's actions is provided by international and non-governmental organizations, as well as by persons who enjoy recognition and respect in the international community, so-called charismatic, personal, and moral authorities, etc.

National security is both an objective and a supreme value and concerns such aspects as the need for unity, national and state identity, sustainability of the state and the nation, undisturbed existence, biological survival of the population, sovereignty, quality of life, human and civil rights, preservation of an intact natural environment, and guarantees of the freedom of conscience and religion.<sup>44</sup>

National security, and mainly state security, is also an element of *raison d'état* as well as of public interest, which belongs to the

<sup>44</sup> W. Kitler, *Funkcje administracji publicznej w bezpieczeństwie narodowym* [Functions of public administration in national security], in: B. Piątek, B. Wiśniewski, A. Osierda, eds., *Administracja publiczna a bezpieczeństwo państwa* [Public administration and state security]. Materials from a scientific seminar, Bielsko-Biała, Warsaw 2007, p. 20.

group of priority areas for public administration. The priority given to security is due to the fundamental principle of administrative law, which is pursuit of the common good. Common good is a concept that has the power to integrate all people and all the values for the protection of which the law is made. This is because these are things that make at least two people happy, while the benefit of one of these people does not harm and does not diminish the benefit of the other. If, therefore, one considers the common good of the whole nation, that is *the common national good*, one will conclude that these are things, states of affairs, circumstances, and situations that the whole nation considers to be desirable and worthy of possession. Undoubtedly, a common national good is a state as an institution that integrates citizens within a single legal system and in a common territory, has its sovereign power and – which is equally important – guarantees conditions for existence and development of individuals, social groups, and the entire nation that are free from interferences (threats and challenges).

On the other hand, the essence of collective security is determined by the belief of many states about the effectiveness of joint actions in the field of security. It is based on the recognition that joint defense of values that are important to all states (including sovereignty, territorial integrity, political independence, or other values in accordance with the UN Charter) can deter a potential aggressor and punish the perpetrators of aggression in case of violation of international order or law. These are persons who are really in a position to control or direct the political or armed action of a state in an act of aggression which, by its nature, gravity, and scale, constitutes a clear violation of the provisions of the United Nations Charter.<sup>45</sup>

<sup>45</sup> Vide: Rome Statute of the International Criminal Court, done at Rome on 17 July 1998, Article 5 (1 and 2), Journal of Laws of 2003, no. 78, item 708; Amendments to the Rome Statute of the International Criminal Court, done at Rome on 17 July 1998, adopted at the Kampala Review Conference (Resolutions 5 and 6) on 10 and 11 June 2010, Annex 1, Journal of Laws of 2018, item 1753.

### 1.2.2. National security and state security

Over the past few decades, national security has gradually evolved, with the recognition of a domain of protection and defense of the society, its values, the environment, and the state as a political institution, which goes beyond the military aspects. This is due to the fact that many different (not only military) causes of threats to national security have been taken into account, as well as the fact that in the modern era, so far, not only armed forces can be a tool to influence other actors in international relations and other sources of threats (economic, environmental, social, cultural, and religious). Security issues have therefore become expanded to include economic, environmental, demographic, cultural, social, and other problems. The democratization of social life and the emergence of important interdependencies between the interests of the state and those of individuals have also resulted in the need to balance these interests in the area of security.

Broadly defined national security spreads to all aspects of the life of a state and means, as Stanisław Dworecki defined, “[...] an actual state of internal stability and sovereignty of a state that reflects the absence or existence of any threats (in the sense of satisfying the basic existential and behavioral needs of the society and treating the state as a sovereign actor in international relations).”<sup>46</sup>

It is such a unique manifestation of a state’s activity that it would be no mistake to claim that its nature is interdisciplinary and utilitarian.

There is practically no significant manifestation of state activity, social activity, and economic activity to which security would not be linked and, consequently, there is no such key area of activity of state bodies, including public authorities that organize this activity, that would not involve a guarantee of security in the broad sense.

<sup>46</sup> S. Dworecki, *Zagrożenia bezpieczeństwa państwa* [Threats to state security], Warsaw 1994, p. 16; more information about national security can be found in S. Dworecki, *Od konfliktu do wojny* [From conflict to war], Warsaw 1996, pp. 12-16.



The security of a democratic law-abiding state, which harmonizes all types of needs (individual, group, public, national, and state needs) and takes into account various factors (external and internal, individual and group, natural and man-made), can be identified with national security.

However, for a number of reasons, one should be cautious when equating state security with national security without making appropriate reservations, not because there are two extreme views on the meaning of the term *nation* in the expression *national security*.<sup>47</sup> Traditionally, state security has concerned (and continues to concern) the security of a political institution that exercises sovereign power, occupies a specific territory, and comprises a population subject to a sovereign authority. State security has always been, and continues to be, a matter of maintaining order in the state community and ensuring its external and internal security (mainly of its sovereign part).<sup>48</sup> On the other hand, national security involves not only protection and defense of the existence of a state as such against threats, but also successful existence, development, and protection of values that are important to individual members of the community, which are important even without the existence of a state (quality of life, social solidarity, human rights, culture, customs, and national identity).<sup>49</sup> State security is a term that applies to every state, while national security broadens the essence of state security to include the values and needs that are important to individuals and different social groups, and, consequently, actions aimed at their implementation that are appropriate to a democratic state.

There is undoubtedly a strong relationship, and in some cases an identity, between national security and state security. However, as Katarzyna Dunaj stated, “There can be no sign of equality between these concepts, as this would result in an excessive and unjustified

restriction of the concept of «national security».” It should be noted that in legislation the former concept extends the traditional understanding of state security, which is related to performance of projects aimed at preservation of the territory, biological survival of the population, and preservation of the sovereign power and internal and legal order, so that it includes protection and defense of goods, as well as support for achievement of objectives and interests inherent to individuals and social groups, including the state group, which vary historically, situationally, objectively, and subjectively. Therefore, differences between state and national security in legal systems of many countries should be recognized, the latter being an umbrella term that covers the security of a state, as well as of individuals and social groups. The law usually makes a careful distinction between state security and national security, but more often than not it gives a much better chance to define the domain of state security. The situation with national security as a fully-fledged legal term is much worse.

State security results from the fact that the society (all citizens) is organized by the state. As a result, everything that involves undisturbed functioning and development of a state, as well as the society that inhabits it and identifies with it, is perceived in terms of state security. However, there are states of affairs, problems, and events that have a negative impact on people or disrupt their daily functioning, but are not related to state security and do not threaten the functioning and survival of the state. They concern situations that are inherent in the daily functioning of society, such as common crime, including violent crime, certain forms of organized crime, natural disasters, weather anomalies, technical failures and construction disasters, fires, radiological, chemical and environmental threats, communication threats, strikes and social unrest, and information and cyber threats. These and other phenomena are a part of broadly defined national security, but cannot be perceived in the traditional categories of state security.

Thus, national security, as a concept that is broader than state security, includes:

- things that constitute the classical domain of state security, i.e. activities aimed at ensuring survival of the state, its protection (protection of its interests) and defense (of its territory, population,

<sup>47</sup> In this monograph, I define a nation as all members of the society that inhabits a given state: the citizens of that state.

<sup>48</sup> Vide: C. Znamierowski, op.cit., pp. 76-78.

<sup>49</sup> It would be wrong to use the term *national security* to refer to many failed, dictatorial, communist, or fascist states. In many of them, state security, in one way or another, is ensured, but can one say that about national security?

and authorities) as a political, territorial, economic, legal, social, and compulsory institution against threats of internal and external nature, which are mainly detrimental to the constitutional system of the state, the security of citizens (including the rights and freedoms of citizens), public order, sovereignty, independence, indivisibility of the territory, as well as important economic interests;

- actions aimed to secure conditions for existence and development of individuals and social groups that are free from threats, including protection of their quality of life, solidarity, and social cohesion, human rights and freedoms, private property, health and life of people, freedom of conscience and religion, sexual freedom and morality, dignity and physical integrity, property and environment, cultural heritage, national identity, and customs that are important to members of a given community and are not related to the state organization.

In conclusion:

National security can be considered as the most important value, a national need, a priority objective of the activities of a state, individuals and social groups, and, at the same time, a process that involves a variety of measures to ensure sustainable and undisturbed national (state) existence and development, including protection and defense of the state as a political institution, and protection of individuals and the society as a whole, their values, and the natural environment, against threats that significantly restrict its functioning or harm values that are subject to special protection.

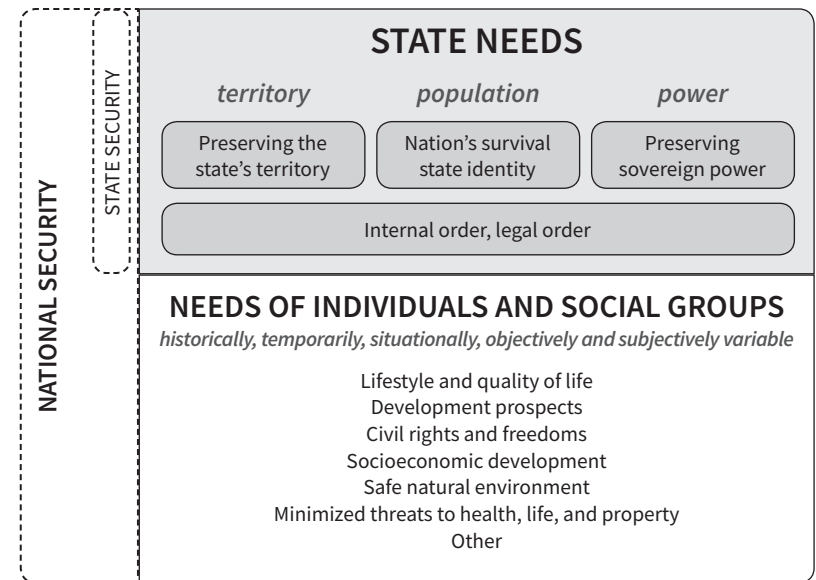


Fig. 1. National security and the traditional understanding of state security

Source: Prepared by the author.

It follows from the definition that:

- national security is one of the most important social needs, especially for the group forming the state;
- it is a priority objective for the activities of the state, individuals, and social groups;
- is a process that involves a variety of measures, i.e. actions on the international and internal arena, including those of a diplomatic, economic, military, cultural, *special, normative, scientific and technical and psychosocial* nature;
- it includes protective and defensive activities aimed at creating favorable and secure conditions for existence and development of a nation (state), including protection and defense of the state as a political institution and protection of individuals and the society as a whole, their values and the natural environment, against threats that significantly restrict its functioning or harm values that are subject to special protection;

- due to the fact that implementation of specific needs and objectives requires institutionalization of activities, i.e. existence of a formal, purposefully created organization, a division of functions between its elementary components into managerial (coordination) and executive components, and specification of their respective scopes of the implementation, it can be assumed that, as a result, organizational entities are created and entrusted with the implementation of tasks in this respect, which have the characteristics of systems, including the national security system.

### 1.2.3. Internal security and external security of a state

Although it is increasingly often claimed that the boundaries between the internal and external dimensions of national security are blurred, it is still, in the words of Ryszard Zięba, “[...] reasonable to distinguish two aspects of security: internal and external.”<sup>50</sup> What is important is to properly, or at least consistently, differentiate between the meanings of the two terms, the scope of the concepts they cover, and, consequently, the interdependence between them.

There are different interpretations of internal and external security of any entity in general and of a state in particular. In the meantime, it is worthwhile to make a logical deduction, separately from these views, about the essence of internal and external security of any entity.

Every entity (we are focusing now on entities of a social nature) has its own unique characteristics and, at the same time, functions in a specific environment, which makes its existence dependent on its internal state and the influence of external factors. This, on the one hand, makes it strive for its internal efficiency, psychophysical condition, and development, and, on the other hand, causes it to want other entities to be favorable to it, or at least not to adversely affect its functioning. From the point of view of security, there are always threats, consistently external and/or internal, at the root (source) of these activities.

According to a common view on this matter, a threat is a state of mind and consciousness caused by phenomena perceived as negative

(dangerous) and, at the same time, it is a set of internal and/or external circumstances that may cause emergence of a situation that is dangerous to a given entity (it is the source of such a state).

Despite the logical consistency of the definition of threat, we repeatedly encounter improper uses of this term. Thus, instead of taking into account the circumstances that may lead to emergence of a dangerous state, a state that is dangerous to the functioning of an entity is defined as a threat to it. Thus, a local armed conflict or large-scale war is often referred to as a war threat. This is wrong, because these two cases indicate states that are dangerous to the functioning of a state and, consequently, war threats are not these cases but rather the possible causes of such states, for example: external and internal disputes; secessionist movements and support for them; creation of spheres of influence or regional domination; attempts to intimidate states; inability to resolve tensions and conflicts peacefully; weak governments and civil society; weak democratic control over the armed forces; tolerance of forces disobeying constitutionally established authorities; nationalist movements, racism, and other forms of intolerance; polarization and fragmentation of societies; economic disputes; proliferation of WMD; illicit arms trafficking; drug trafficking; or armaments.

So, are local conflicts or wars not a threat? They are, but rather a threat that may lead to emergence of another, resultant dangerous state, i.e.: loss of independence, occupation, collapse of the state, genocide, or interruption of the current development process. As a result, we deduce that a threat causes a dangerous situation, which in turn is a threat of another dangerous situation, and so on.

An internal threat is thus a specific state of affairs and a set of different internal circumstances specific to a given entity that causes, or is likely to cause, a disturbance to its internal stability and harmonious development in the various manifestations of its activity, with a weakening of its position or even a loss of its ability to survive in its environment.

<sup>50</sup> R. Zięba, *op.cit.*, p. 3.

An external threat, on the other hand, is a state of affairs and a set of different circumstances occurring in the entity's environment that causes, or is likely to cause, a disturbance to its internal stability and harmonious development in the various manifestations of its activity, with a weakening of its position on the international arena or even a loss of its ability to survive in its environment.

What distinguishes these two aspects (types, groups)<sup>51</sup> of threats, and thus the states of affairs and circumstances? This is shown in the content of the definitions of these two types of threats, which is intentionally identical in many respects: only the place from which they come (result). The effects may be the same, or at least similar, to varying degrees. Both types of threat disrupt the internal stability of a given entity, limit its development, and thus weaken its position in its environment.

Since we have established a general concept of internal and external threats to any entity, it can easily be concluded that these synthetic definitions may also refer to a state.<sup>52</sup>

An internal threat to a state is one of the aspects (types) of threats to the security of a state that consists in the emergence of a certain state of affairs or a set of various circumstances that occur in all areas of the state's internal activity, which causes, or may cause, a disturbance to its internal stability and harmonious development in various areas of its activity, including a weakening of its position or even a loss of its ability to survive in the international environment.

<sup>51</sup> I am not using the word "kind" to define internal or external threats, because they are not kinds of threats. Other security theoreticians are acting similarly. This is because the word "kind" indicates a specific name of a threat that unequivocally identifies a threat and makes it possible to distinguish it according to its form and the object it concerns. When discussing the kind of a threat, such threats as economic, political, military, or cultural are mentioned. All these and other kinds of threats to national security may be either internal and external threats. As a consequence, there may be, for example, economic threats to security of an external or internal nature, or even of a mixed one.

<sup>52</sup> This time it is more appropriate to refer to a state (state security) than to a nation (national security), at least because of the state's international legal capacity.

An external threat to a state is one of the aspects (types) of threats to the security of a state that consists in the emergence of a certain state of affairs or a set of various circumstances in the surroundings of a state, which causes, or may cause, a disturbance to its internal stability and harmonious development in various areas of its activity, including a weakening of its position or even a loss of its ability to survive in the international environment. Once this has been established, we can proceed to a definition of internal and external security. Let us start with the synthetic definition.

If security is a state of affairs or a set of circumstances in which **a specific entity** exists, which allows it to feel free from any disturbances its functioning, then:

- **the internal security of that entity** is a state of affairs or a set of internal circumstances that is characterized by stability and harmony of its development, which allows it to feel free from any disturbances to its functioning;<sup>53</sup>
  - **the external security of a that entity** means a state of affairs or a set of external circumstances that is characterized by absence of negative<sup>54</sup> impacts of other entities, which allows it to feel free from any disturbances to its functioning.<sup>55</sup>
- Consequently:
- **the internal security of a state** is one of two aspects (types) of state (national) security that means a state of affairs or a set of different kinds of circumstances that occur in all areas of its internal activity and are characterized by stability and harmony of the state's development (functioning); in other words, it is a state and process of safeguarding the values and interests of the state against negative intra-state factors;
  - **the external security of a state** is one of the two aspects (types) of state security that means a state of affairs or a set of different

<sup>53</sup> Cf.: R. Zięba, *op.cit.*, p. 3.

<sup>54</sup> The negative impacts in this case are not only risks caused by other actors of international relations, but also all other actions that may weaken the position of the entity and disrupt its functioning. Such actions do not necessarily have to be intended in relation to a given state; it is sufficient that another entity, by pursuing its objectives and various interests, indirectly influences the entity concerned.

<sup>55</sup> *Ibidem*.

kinds of circumstances that occur in its environment (in the international environment) and are characterized by absence of negative influence of other entities, which allows for its stable and harmonious development (functioning); it is a state and process of safeguarding the values and interests of the state against negative external factors.

Although there are no big differences in the theoretical views on the meaning of the external security of a state, there is no such unity with regard to internal security. This is due to two reasons: the historical legacy and the misguided and simplistic association between internal security and the “internal affairs” department of government administration, and/or the problem of ensuring internal order in a state. Some views slightly broaden the scope of internal security by including not only the issue of repressive nature,<sup>56</sup> i.e. constitutional order and public security, but also the issue of universal security.<sup>57</sup> In this approach, public security means protection of the legal order, the life and health of citizens, and the national assets against illegal activities.<sup>58</sup> Universal security, on the other hand, is a state that ensures protection of life and health of citizens and national assets against effects of natural disasters and technical breakdowns.<sup>59</sup> Constitutional order, according to the authors of the publication cited above, is a state of order and functioning of the state in accordance with the standards set out in the constitution.<sup>60</sup>

<sup>56</sup> Within the framework of the internal function of the state, J. Muszyński, as well as other authors, distinguishes a specific repressive function, the essence of which is to ensure public security and order and to counteract all social pathologies. Vide: J. Muszyński, *Podstawy nauki o polityce, państwie i prawie* [Fundamentals of the science of politics, state, and law], Toruń 2007, p. 101.

<sup>57</sup> B. Wiśniewski, S. Zalewski, D. Podleś, K. Kozłowska, *Bezpieczeństwo wewnętrzne Rzeczypospolitej Polskiej* [Internal security of the Republic of Poland], Warsaw 2004, p. 12.

<sup>58</sup> Ibidem, p. 19.

<sup>59</sup> Ibidem.

<sup>60</sup> Ibidem, p. 29. As for the issue of constitutional order, a reference only to the constitution is definitely not enough because constitutional law includes many more acts of law with the status of a statute. However, there is no doubt that a constitution – if a state has one – is the basic act in this respect.

A narrow understanding of internal security will continue to exist in the theory and practice of this matter for a long time to come.<sup>61</sup> This is due both to the traditional approach to this matter and to the fact that internal security is, in my opinion, incorrectly treated as a field of national security.<sup>62</sup> However, such an approach may in practice be acceptable,<sup>63</sup> but in the theory of the problem it contradicts the essence of the definition and scientific interpretation of certain phenomena. Therefore, we assume that:

- external security and internal security of a state are two aspects (types) of state security (as well as national security), which, despite their distinctiveness, are increasingly closely linked;
- the differences between external and internal security do not stem from protected values and interests, which can often be the same, but from the subjective nature of their drivers, and the fact that the differences in the understanding of these concepts are the result of an adequate approach to national security, in either an external or an internal context;
- it is also a process and an effect of the relations between the state and, respectively, external entities (e.g. other states, international organizations, corporations operating in the market, and transnational political groups) – in the case of external security, and/or internal entities (citizens, social groups, market players, professional organizations of producers and employers, political parties,

<sup>61</sup> The National Security Strategy of the Republic of Poland of 2007 also adopted a narrow understanding of internal security: “A state’s overriding internal security objective is to maintain its ability to respond – depending on the situation – in the event of a threat to public security or universal security, involving protection of legal order, life and health of citizens, and national property against illegal actions and the consequences of natural disasters and technical breakdowns.”

<sup>62</sup> It is hard to accept the inclusion of the following fields of national security in one group (according to the objective criterion): political, economic, military, social, internal, environmental, cultural, informational, and other (underlined by W.K.). Vide: R. Kulczycki, sc. superv., *System bezpieczeństwa Rzeczypospolitej Polskiej, tom IV, Koncepcja systemu bezpieczeństwa RP* [The security system of the Republic of Poland, vol. IV, Concept of the security system of the Republic of Poland], Warsaw 2004, p. 27.

<sup>63</sup> It is strange, however, that the aforementioned security strategy does not include external strategy if it does include internal security.



religious organizations, political entities and elites, and political institutions) – in the case of internal security;

- it is a manifestation of the functions of a state (i.e. of public authorities), which have an external and internal nature and are associated with care (protection and defense) of the territory, people, their assets, sovereignty, culture, quality of life, environment, internal order, and other values that can be achieved through organization of the society (a nation or a state group) into a state;
- all fields of security, in the objective approach, constitute or may constitute a field of external and (or) internal security of a state.

In simple terms, external and internal security can be considered as separate problem areas. However, if one takes into account the close relationship between the external and internal aspects of security (challenges, threats, and countermeasures taken), which affects many areas of a state's functioning, one will assume that both types – due to their content and mainly their drivers – are or can be closely linked to each other to some extent.

#### 1.2.4. Fields of national security

Too much freedom in the interpretation of the concept of national security leads to its content being filled with issues that make it virtually a kind of a “bottomless pit.” However, such an approach does not stand the test of time and, consequently, makes almost any problem related to any threat and any entity the object to national security activities. Therefore, two theses should be adopted. The first is that the issues of national security include those contents that determine the undisturbed existence and development of a nation, and, consequently, those values that individual people and groups of people consider to be common and converge to implement them, as well as those that are important for the state as a political institution, even though they are in conflict with individual interests. The second is that, given the historical experience, national security evolves with the state, embracing more and more of the values inherent to individuals and various

social groups, which until recently have been alien to the standard definition of state security.<sup>64</sup>

National security or, in other words, security of a (democratic!) state, which takes into account the subjective nature of individuals and social groups, covers different fields of a state's activities, which means that we can assume that different kinds of states can be distinguished in the objective approach. There are many fields of security, but the point is to find a common ground between the individual fields of security and national security or, in other words, to define the scope of individual fields of security in a general (overarching) set of national security problems.

Consequently, the following propositions should be put forward. First, all fields of security, identified according to the objective criterion, can be seen as relatively isolated fields of security in general, but when considered from the point of view of the state, their scope is limited by the range of national values, needs, objectives, and interests. Second, there are fields of security that, due to their classical nature, determined the essence of the traditionally defined state security (e.g. political, military, and public security), and thus their scope is entirely contained in the overarching set of national security.

The individual fields of national security are not separate sets. The close links between them make it possible to consider them separately for cognitive purposes only, but if we take into account the essential subject of this security – the state – then there is a unique phenomenon of communicating vessels. National security is therefore a whole made up of various phenomena, situations, and states of affairs that are mutually dependent and require holistic thinking (approach).

In such an approach, a specific situation (political, military, economic, environmental, or other) must be considered from the standpoint of national security interests and also seen as a source (cause) with consequences in various fields of state activity. As a consequence, it may be a threat defined as a chain of internal events or events in international relations that produce the risk of limitation of secure existence and national development, in various areas of state activity and social activity.

<sup>64</sup> This definition includes staying in power, maintaining internal order, and counteracting external threats from other actors of international relations (mainly military threats).

We have assumed that the various fields of security, considered in terms of values, needs, objectives, and interests, will include those issues that are relevant to the state, its society, and individual citizens.

The boundary between state security and national security is blurred, because the problem area of national security is widening and every state, in its own way, determines the needs and mainly the objectives and interests of its security. Consequently, in addition to the traditional equivalents of national security (political sovereignty, territorial integrity, integrity of borders, constitutional order) inherent in principle to all states, other factors have a historically, temporally, situationally, objectively, and subjectively variable nature.

It is often assumed that a given field of security is the result of the same type of threat. In my opinion, this is completely incorrect. Historical experience leads to the conclusion that regardless of the kind of threat, challenge, strength, or weakness related to national security, their effects may be of very different types and may be interdisciplinary. Thus, any cause of a disruption (the source and its effect) to the functioning of a state and the existence and development of a nation directly or indirectly affects all or almost all fields (types) of national security (basically all activities of the state) and requires equally interdisciplinary involvement of all assets of national power.

Of note is the opinion of Stanisław Dworecki who refers to this complexity using the following words: "A threat to state security may arise from internal and (or) external and military and/or non-military conditions. Each of these conditions may occur independently (separately) or in any configuration, contributing to the emergence of a situation that causes a conflict within the state or in its immediate vicinity. The causes and mutual conditions of the threat to state security may penetrate each other so far that it becomes even impossible to clearly classify (identify) them. Therefore, hazards should be considered on multiple levels and at different angles to determine (capture) all possible cause and effect relationships."<sup>65</sup>

<sup>65</sup> S. Dworecki, *Od konfliktu do wojny* [From conflict to war], Warsaw 1996, pp. 18-19. I also recommend the analysis of the possible background and symptoms of military threats presented in this publication as a perfect illustration of the opinions presented above. Ibidem, pp. 56-69.

It is difficult to clearly identify the various fields of security, including national security. There are many reasons for this, but the most important are:

- formulation of synthetic definitions that are too narrow,<sup>66</sup> too broad<sup>67</sup> (with a high degree of generalization), or ones whose content is incomprehensible;<sup>68</sup>
- defining individual kinds of security on the basis of the definition of security in general (general security), without any link to the state;
- basing the content of the definition on the classical concept of state security, which is associated with political and military threats;
- linking a given kind of security to the same type of threat;
- a short "tenure" of certain fields of security which until recently have not been of sufficient practical and theoretical interest (e.g. social security, information security);
- subordinating all kinds of security to one entity only – the state, and to its objectives, often distorted by the ideology of dictatorial systems (this included cultural security, public security, and political security);
- lack of a definition of certain concepts in the legal system (e.g. universal, public, cultural, and social security);
- a diversity of links, strong or weak, between different kinds of security, as a consequence of the links between different fields of state activity and its security.<sup>69</sup>

<sup>66</sup> A definition, especially a synthetic one, is too narrow when the defined expression is limited to a particular area or field of thought, without this limitation being indicated.

<sup>67</sup> A definition that is too broad does not imply that the defining sentence is complex (or even long), but rather that the designation of a given name is given too extensive and broad features, e.g. if the definition of a tree is "it is a plant that grows in all climates," the main error is that not all plants that meet this criterion are trees.

<sup>68</sup> The conditions for a correct definition include knowledge of the content of the term under consideration; strict formulation of thoughts; application to all defined objects and only to them; distinguishing from other terms of the same kind; unambiguity, i.e. excluding all ambiguities when using a given word or expression.

<sup>69</sup> Vide: E. Haliżak, *Ekonomiczny wymiar bezpieczeństwa narodowego i międzynarodowego* [The economic dimension of national and international security], in: *Bezpieczeństwo narodowe i międzynarodowe...* [National and international security...], pp. 77-82.

Taking into account the characteristics of the contemporary conditions of national security and, more broadly, the conditions of the functioning of the state and the society, several initial theses (assumptions) should be proposed. These theses will give rise to the concept and essence of different kinds of national security. If we are to view a given type of security as a kind (field) of national security, the following premises should apply:

- the general concept of the various types of security is broader than the concept of each of them as a kind of national security;
- the individual fields of national security, considered from the point of view of the state (and the society) as an entity, are defined by the range of values, needs, objectives, and interests of national security;
- a given kind of security in general (general security) does not have to be in its entirety a part of national security;
- their perception is mainly based on the same type of threats, but due to their interdependence, all challenges, threats, opportunities, forces, and weaknesses affecting the values, needs, objectives, and interests of national security as a whole must be taken into account;
- the various fields of national security are closely interrelated and the bases for their interdependence are the object of security (the state and its institutions, the market, the individual, and the society) and the challenges and threats affecting all manifestations of the protected values in many ways.

Nowadays, the theory of the problem and the practice are dominated by an approach where each type of security corresponds to a kind of threat. It is difficult to agree with such a traditional approach, especially when one considers a given kind of security as a specific manifestation of national security, treated as an inseparable whole made up of many specific fields. Therefore, a given field of security is a particular case of national security, not because of the type of threat, but because of the fact that there are threats to national security from which the threat to particular parts of it results. However, it cannot be denied that it is right to take into account such a simplified reasoning at the stage of basic and sectoral analyses of the problem.

Below are presented definitions of selected fields of national security, which are the result of an analysis of many of their concepts, or

are based on those which meet the required criteria in the reasoning adopted in this publication.

**Political security** as a field of national security is a process that involves a variety of activities (measures<sup>70</sup>) in the field of national security, the primary objective of which is to ensure sovereignty (political independence) of a state and the conditions for undisturbed functioning of the entities of its political system, and at the same time a state in which organizations and institutions that participate in and organize political life can carry out their functions in a non-threatened manner.

Political security measures can therefore be considered as:

- ones that ensure political sovereignty of a state;
- ensuring a situation where organizations and institutions that participate in and organize political life can carry out their functions in a non-threatened manner;
- a process that consists in elimination of disturbances and creation of a favorable environment for the pursuit of political interests of a state and of the various subjects in the structure of its political system.

At the source of the threat to this state of affairs are, amongst others, such phenomena as failure to comply with UN resolutions; breach of agreements and international law; lack of willingness to cooperate in order to resolve disputes and conflicts; intimidating other states; conflicts of great powers over the division of spheres of influence; failure to prevent internal conflicts and conflicts with other states; aggressive ideologies; attempts to change borders; interference with internal affairs of a state; a difficult economic situation of a state, which forces political concessions to other actors in international relations; armed aggression and occupation; infiltration of criminal groups into power structures, including corruption, influence on the

<sup>70</sup> A national security measure is any intentional action taken by a state, alone or in cooperation with other entities, the consequences of which are addressed to subjects of international and intra-state relations and serve to achieve intended national security objectives and interests.



legislative process, and interception of legally protected information; creation (intentional and unintentional) of conditions that are conducive to terrorist activity; secessionist movements in a state; lack of tolerance, discrimination against minorities, and failure to respect human and civil rights and freedoms; low level of organization and quality of public governance, including abuse of force; electoral fraud; mass migration of citizens and ethnic cleansing; excessive bureaucracy; subordination of authorities, administration, and other state institutions to political parties; and imbalance between the state and the local government.<sup>71</sup>

**Military security** as a domain of national security is a process that involves a variety of activities (measures) in the field of national security, the primary objective of which is to counter external and internal threats that may lead to the threat of the use of military force to control the territory and limit the sovereignty of a state and, at the same time, a state achieved as a result of organized protection and defense against these threats.

In other words, it is a process that involves various activities (measures) in the field of national security, the primary objective of which is to counter threats that may lead to the threat of use, or opposition to an actual use, of military force in relations between different entities, usually states, but also internal entities within a state, by way of protecting and defending against these threats and their effects.

<sup>71</sup> Cf.: J. Czaputowicz, *Kryteria bezpieczeństwa międzynarodowego państwa – aspekty teoretyczne* [Criteria for international security of a state – theoretical aspects], in: S. Dębski, B. Górka-Winter, eds., *Kryteria bezpieczeństwa międzynarodowego państwa* [Criteria for international security of a state], Warsaw 2003, p. 22; a set of political threats adopted in 1996 by the Organization for Security and Cooperation in Europe (OSCE), cited after: B. Balcerowicz, *Bezpieczeństwo polityczne. Pojęcia. Formy i rodzaje zagrożeń politycznych oraz uwarunkowania i badania bezpieczeństwa politycznego* [Political security. Concepts. Forms and kinds of political threats, and conditions and studies of political security], in: B. Balcerowicz, ed., *Bezpieczeństwo polityczne Rzeczypospolitej Polskiej* [Political security of the Republic of Poland], Warsaw 2004, pp. 13-14.

The threat or actual use of military force may involve the desire to force certain behavior and concessions, to achieve political, economic, and other benefits, and to conquer the territory and limit the independence of a state.

When analyzing the essence of military security, one must be aware that at the foundation of freedom from actual use of armed violence is to counter not only the military action of another actor in international (and internal) relations, but also the threat of emergence of such a state of affairs caused by various factors of a non-military nature.<sup>72</sup> Two issues are therefore crucial: countering the factors (phenomena, states of affairs, circumstances, or situations) that lead to the threat of use of force, i.e. all kinds of prevention (preventive measures: diplomatic, economic, military, normative, and special), and preparation for and countering its actual use (response and intervention measures).<sup>73</sup>

What leads to the threat of use of military force? It is generally assumed that it may be due to political, economic, social, ideological, cultural, or even environmental factors.<sup>74</sup> These include such phenomena as unresolved international and internal disputes arising from ethnic and territorial conflicts, and pursuit of sovereignty;

<sup>72</sup> This is perfectly reflected in the content of the introduction to the 2009 defense strategy, items 3 i 4.

<sup>73</sup> One must agree with the view that existence of the military factor is a necessary (essential) condition for the existence of the problem of military security. As a result, the following definition is right: "Military security of a state is, in fact, a relation between that state and the international community in which a military factor is involved that may threaten or threatens the interests of the state related to its existence, development, and functioning." Unfortunately, the authors of this definition did not take into account the existence of a military factor in the intra-state dimension. Vide: W. Grygolec, L. Kościuk, *Bezpieczeństwo militarne państwa, pojęcia, uwarunkowania, polityka* [Military security of a state, concepts, conditions, policy], Warsaw 1998, pp. 22-23.

<sup>74</sup> The science of war assumes three types of causes of war: **structural**, which depend on the level of civilizational, technological, and economic development, the demographic situation, and the historical and geographical conditions; **opportunistic**, especially political – alliances, coalitions, changes and behaviors of the public opinion influenced by propaganda, indoctrination, and ideology; and **occasional** – in a way *ad hoc* – unforeseen incidents and provocations of a strongly emotional nature, etc.

aggressive movements that question the territorial integrity of states and support to such movements; armed conflicts in the immediate vicinity of a state, the consequences of which may spread to the territory of a non-involved state; religious fanaticism and extremist political movements; organized criminal activities, including terrorism; seeking to create spheres of influence and dominance; intimidation of states; lack of mutual trust, among others due to dormant disputes; lack of will to resolve tensions and conflicts peacefully; excessive use of force during peacekeeping missions; undemocratic and weak system of power; weakness of the civil society and social stratification; insufficient control over the armed forces; exercising power by force, failure to respect citizens' rights and freedoms; tolerating forces that disobey constitutionally established authorities; dishonest use of minority and human rights issues for political gain; nationalism, communism, racism, chauvinism, racial and national hatred, and other forms of totalitarian and extremist practices; a clash of cultures (civilizations – often resulting from the pressure of ones against others); uneven development; disputes over economic or environmental issues; proliferation of WMD and illicit trafficking of special materials and technologies; illegal arms trafficking; drug trafficking; armaments and excessive expansion of armed forces, which may disturb the balance of power; and presence of foreign troops without the consent of the authorities of the host country<sup>75</sup>.

What form does use of armed violence take? The most common forms are: a terrorist attack using combat assets; a military provocation; an armed border incident; military sabotage; demonstration of force; a military blockade; military intimidation (military blackmail); a military intervention; limited use of armed violence; a large-scale aggression; an armed insurrection; internal riots with the use of military combat methods; a military coup d'état; and an armed attack by informal groups.

<sup>75</sup> Even with the consent of such a state, presence of foreign troops is treated as a restriction of territorial sovereignty.

**Economic security**<sup>76</sup> as a field of national security is a process that comprises various activities (measures) in the field of national security, the primary objective of which is to provide the economic conditions that are necessary for survival, prosperity, and sustainable development of a society, as well as for efficient operation of a state and its institutions, and a state achieved as a result of effective countering of external and internal destructive factors that may lead to disturbances to development.<sup>77</sup>

Due to the complexity of the economy, it is difficult to separate the problem areas that make up the field of economic security. However, given the range of economic activities of the state and the international environment, as well as the individual fields of the economy and the normative approach to economic activities, specific, more or less separate groups can be distinguished. One of them can be treated subjectively, which leads to perception of economic security in the international dimension, the economic security of a state (when the subject is the state as an actor in international economic relations), the economic security of business(es), and the economic security of citizens, which will have much to do with social security (welfare, to be more specific). A different perspective may result from an objective approach, by perceiving

<sup>76</sup> This definition is based, among others, on two definitions proposed by Z. Stachowiak and R. Włoch. Vide: Z. Stachowiak, *Bezpieczeństwo ekonomiczne* [Economic security], in: W. Stankiewicz, ed., *Ekonomika obrony* [The economics of defense], National Defense Academy, Warsaw 1994, p. 189; R. Włoch, *Bezpieczeństwo ekonomiczne państwa* [The economic security of a state], in: K. A. Wojtaszczyk, A. Majerska-Sosnowska, eds., *Bezpieczeństwo państwa* [State security], Warsaw 2009, p. 95. Cf.: P. Kennedy, *Mocarstwa świata. Narodziny, rozkwit, upadek. Przemiany gospodarcze i konflikty zbrojne w latach 1500–2000* [The rise and fall of the great powers: economic change and military conflict from 1500 to 2000], translated by M. Kuźniak, Warsaw 1995, p. 24.

<sup>77</sup> J. Placzek defines the concept of economic security of a state as "[...] such a state of development of the national economic system that ensures high efficiency of its functioning and the ability to effectively oppose external pressures that may lead to disturbances to its development. It aims to protect economic development". Vide: J. Placzek, *Miejsce i rola bezpieczeństwa ekonomicznego w systemie bezpieczeństwa państwa* [The place and role of economic security in the security system of a state], in: T. Jemioło, sc. superv., *Zarządzanie bezpieczeństwem narodowym* [Managing national security], part 1, Warsaw 2006, p. 113.

individual sectors of the economy, which in turn allows to distinguish the following types of security, among others: raw materials, financial, technological, agricultural, food, trade, and energy security.<sup>78</sup> In the next perspective – teleological – economic security includes certainty of undisturbed functioning of the economy; undisturbed access to raw materials with no dependence on their periodic shortages; a balance with economies of other countries; an increase in the share of the state in the production of goods, services, and technological knowledge in the world; stability of financial markets, interest rates, and currency exchange rates; stability of employment; guarantee and protection of private property, savings, material goods, capital, and enabling the state to pursue other objectives (political, social, military, cultural, educational, and health care) based on a strong national economy.

Challenges and threats to economic security include a large number of different types of phenomena, both international or internal in nature. What should be taken into account is the fact that many of them are the result of the internal situation of other states or large supranational institutions which, due to the globalized economy, affect the economic security of a given state. This is also a result of dependence on the rules of community interactions, where an individual state has to comply with often unfavorable regulations.

Without a detailed classification, the most important of these should include economic blockage and discrimination; economic crime; emergence of tax havens and favorable conditions for “money laundering”; instability and speculation in the international currency market; imbalances in states’ balance of payments; protectionism and mercantilism in economic policies of states; growing public debt; budget deficit; decline in investment expenditures and high levels of consumption of national income; black market (“gray economy”); weak regulatory mechanisms in the global economy with simultaneous lack of control capacity on the community level; developmental disparities; capital concentration;

<sup>78</sup> **Energy security** – “a state of the economy that makes it possible to cover the current and prospective demand of consumers for fuels and energy, in a technically and economically justified manner, while minimizing the negative impact of the energy sector on the environment and the living conditions of the society”. Vide: *Poland's Energy Security until 2025*, Warsaw 2005, p. 5. Cf.: *Energy Law*, Article 3 (16), Journal of Laws of 1997, no. 54, item 348.

credit and payment dependence; economic competition for markets and cheap labor; loss of markets; economic egoism of the main actors in the global economy; foreign debt; negative trade balance; loss of control over strategic industries by a state;<sup>79</sup> uncontrolled flow of goods and globalization of financial markets; increased costs of electricity and heat generation; depletion and lack of, or difficult access to, raw materials; low level of investment in research and development; rationing of and difficult access to new technologies; and economic migration. Apart from strictly economic threats, economic security is also affected by political and military phenomena that can directly or indirectly target the economy of a state (a group of states).

**Social security** as a field of national security is a process that comprises various activities (measures) in the field of national security, whose primary objective is survival, prosperity, and sustainable development of the society, by ensuring a high quality of life for citizens, families, and persons requiring special care, their living conditions, work, and leisure, and access to convenience goods,<sup>80</sup> as well as countering unemployment, social stratification, and social conflicts.<sup>81</sup>

<sup>79</sup> P. Soroka rightly observes that “By influencing the functioning of strategic industries and their production or services, the state can pursue a sovereign economic and industrial policy [...]. Therefore, privatization with the participation of foreign strategic investors of such entities as nationwide transmission, gas, and electricity networks, oil pipelines, capital groups comprising defense companies, airports, seaports, and the post office, would be a threat to Poland's economic security.” Vide: P. Soroka, *Polistrategia bezpieczeństwa zewnętrznego Polski. Ujęcie normatywne* [Poland's external security poly-strategy. A normative approach], Warsaw 2005, p. 60.

<sup>80</sup> These include access to universal education, social benefits, the Internet, culture centers, libraries, museums, as well as sports and recreational facilities.

<sup>81</sup> Formulation of this definition was assisted by the provisions of the *National Security Strategy of the Republic of Poland of 2007* (section 3.5) and the publication of R. Kulczycki, *System bezpieczeństwa Rzeczypospolitej Polskiej*, tom IV, *Koncepcja systemu bezpieczeństwa RP XXI wieku* [The security system of the Republic of Poland, vol. IV, The Concept of a security system of the Republic of Poland in the 21<sup>st</sup> century], Warsaw 2004, p. 104. The following definition is also proposed: “[...] the social security of a state – as an element of national security – can be defined as a state of the society that ensures not only persistence and survival of the nation state, but also its development.” Vide: R. Jakubczak, R. Kalinowski, K. Loranty, *Bezpieczeństwo społeczne w erze globalizacji* [Social security in the era of globalization], Siedlce 2008, p. 59.

Society is the basis for existence and development of every state and, consequently, almost every state strives to achieve at least the necessary minimum standard of living for its citizens, taking into account its basic determinants, such as healthcare; access to education (even if limited); the right to remuneration for work; social aid; and access to leisure. For this reason, social security is traditionally seen through the lens of minimum social protection, which in effect is equivalent to the more appropriate term of *social safety*. In a democratic state, however, the society is not only an object of care of the rulers as an inert mass in their hands, but is a creative actor, a subject of its functioning, a driving force for development and success (progress), and a guarantor of survival. The society determines, including through its representatives, not only the scope of strictly sustenance – social needs, which concern minimum standards of living, but also the rules of protection of its civil and developmental rights, in all manifestations of its activity (economic, cultural, public, scientific, and other). What is important for national strength is human capital (the productive value of people) and social capital (the value of the family, the community, and the diversity of organizations that bring the society together<sup>82</sup>). Social security is strongly linked to economic security. In the latter, it is economy that is of key importance, while in the former, the key is a guarantee of fair participation of individual citizens in access to material goods and all intellectual achievements of the nation. From the point of view of social security, society is secure when it can develop safely. Social security is also strongly linked to the identification<sup>83</sup> of citizens with a state. This includes the willingness to be a citizen of a state, with all the resulting privileges, duties, and hardships.

Increased and creative participation of the society in the activities of a state and, consequently, the wide scope of its expectations (needs), which it can openly and quite effectively fulfill, results in the need to take up many challenges related to state activities. Fulfillment of these needs results from the many obstacles and difficulties that stand in the way

<sup>82</sup> P. Kotler, S. Jatusripitak, S. Maesincee, *Marketing narodów. Strategiczne podejście do budowania bogactwa narodowego* [The marketing of nations. A strategic approach to building national wealth], translated by M. Potkaniawski, Cracow 1999, p. 139.

<sup>83</sup> Identification with a state means, among other things, willingness to be a citizen of the state, with all the resulting privileges, duties, and hardships.

of the objective. There are also various types of hazards, which include violation of human rights and fundamental freedoms; discrimination (national, ethnic, cultural, religious,<sup>84</sup> based on sex and origin); manipulation of consciousness and psyche; restriction of rights and freedoms (political, economic, social, and cultural), and civil liberties; nationalism, chauvinism, and xenophobia; social pathologies;<sup>85</sup> mass economic and political migration; abuse of power against the population; disappearance of own and absorption of foreign cultural values; fall of moral values; cult of violence and brutalization of human relations; low birth rate; impoverishment and hunger of large social groups;<sup>86</sup> unemployment; poverty; homelessness, as well as effects of economic and political crises, wars, technical breakdowns, and natural disasters.<sup>87</sup>

**Environmental security** as a field of national security is a process that includes various activities (measures) in the field of national security the primary objective of which is to maintain the balance of the natural environment, i.e. all elements of animated and inanimate nature, in an undisturbed state, necessary for the efficient functioning of people, their life, health, and property, through coherent and joint management of access to environmental resources and elimination and prevention of negative effects of human activity on the environment, as well as rational use of natural resources.<sup>88</sup>

<sup>84</sup> This is accompanied by religious fundamentalism.

<sup>85</sup> E.g. crime, drug abuse, prostitution, alcoholism, religious sectarianism, and pathological families.

<sup>86</sup> As a result of unsustainable development on a global and intra-state level.

<sup>87</sup> The interdependence of threats and their multiple impacts on various manifestations of human activity confirm the thesis that individual fields of national security cannot be considered without taking into account the holistic relationship that exists between them.

<sup>88</sup> Environmental security issues also confirm the thesis that the kind of security cannot be related only to the same type of hazard. Environmental security also depends on military threats and nuclear testing, and testing of various types of weapons. Vide: K.M. Księżopolski, *Bezpieczeństwo ekologiczne* [Environmental security], in: *Bezpieczeństwo państwa...* [State security...], pp. 181-182; M. Brzeziński, *Rodzaje bezpieczeństwa państwa* [Types of state security], in: S. Sulowski, M. Brzeziński, eds., *Bezpieczeństwo wewnętrzne państwa. Wybrane zagadnienia* [Internal security of a state. Selected problems], Warsaw 2009, p. 41; S. Śladkowski, *Bezpieczeństwo ekologiczne Rzeczypospolitej Polskiej* [Environmental security of the Republic of Poland], Warsaw 2004.



The definition of environmental security and international and national regulations and programs demonstrate that the most important areas of action include protection of natural heritage and rational use of natural resources (nature and landscape protection; protection and sustainable development of forests; soil protection; protection of mineral resources and groundwater; and biotechnology and genetically modified organisms); sustainable use of raw materials, materials, water and energy (how material-intensive, water-intensive, energy-intensive, and waste-intensive the economy is; use of renewable energy; shaping of hydrologic conditions and protection against flooding); improvement of the quality of environment and environmental security (water quality; air pollution; waste management; chemicals in the environment; major industrial breakdowns; impact of noise; impact of electromagnetic fields; ionizing radiation); and combating climate change.<sup>89</sup>

The action of natural forces, as well as human activity, is associated with the emergence of numerous environmental threats. These include uncontrolled and excessive exploitation of natural resources (forest resources, hunting for animals, overexploitation of mineral deposits); soil, water, and air pollution (due to typical urban-industrial emissions, chemical disasters, and nuclear explosions); poor waste management;<sup>90</sup> use of dangerous industrial technologies leading to changes in the atmosphere; natural disasters and industrial breakdowns, and related synergic disasters;<sup>91</sup> deterioration of hydrological conditions in the environment; unplanned urbanization; nuclear tests

<sup>89</sup> Vide: *State Environmental Policy for 2003–2006 with an Outlook for 2007–2010*, Warsaw 2002. This document was drawn up as an implementation of the provisions of the Act of 27 April 2001 – Environmental law, Articles 13–16, Journal of Laws of 2001, no. 62, item 627, as amended.

<sup>90</sup> In Poland, more than 95% of thermal energy is generated by burning coal in combined heat and power plants and only 0.64% is generated from municipal waste, while in Sweden these figures are 4% and 15%, respectively.

<sup>91</sup> Synergic disasters – so-called *Na-Tech* disasters, are technological breakdowns caused by natural disasters. More information on this topic can be found in: M. Maciejewski, *Współczesne problemy ekstremalnych zagrożeń środowiska* [Contemporary problems of extreme environmental hazards], in: M. Maciejewski, ed., *Współczesne problemy ekstremalnych zagrożeń środowiska w Polsce* [Contemporary problems of extreme environmental hazards in Poland], Jachranka 1998, pp. 89–97.

and testing of new types of weapons; genetic modifications; and use of materials that are dangerous to the environment and human life and health in the manufacturing process.

**Cultural security** as a field of national security is a process that involves a variety of activities (measures) in the field of national security the primary objective of which is to perpetuate and nurture the values that determine national identity and to draw on the experiences and achievements of other nations, while countering foreign influences that undermine internal cohesion.<sup>92</sup>

It is closely related to political, ideological, social, and public security, and, therefore, we distinguish it mainly for the purpose of detailed analyses and perception of phenomena that undermine the basic object of the protective measures indicated in the definition.

After Jan Czaja, we will assume that cultural security includes protection of the values of spiritual culture that are essential for national identity (e.g. language, religion, customs, historical traditions, literature, philosophy, and ideology); protection of material cultural goods and cultural heritage (objects of historical interest, national monuments, churches, works of art and artistic craftsmanship, and other objects of special value); a sense of cultural security concerns the nation (national identity), individuals (freedom of creation, contacts), and ethnic groups (cultural distinctiveness related to ethnicity, national minorities) alike; the concept of openness of culture, consisting primarily in a balance between its internal development and protection against undesirable influences and simultaneous internalization of non-contradictory elements, conducting a foreign cultural policy aimed, on the one hand, to promote one's own culture

<sup>92</sup> Vide: G. Michałowska, *Bezpieczeństwo kulturowe w warunkach globalizacji procesów społecznych* [Cultural security in the conditions of globalization of social processes], in: *Bezpieczeństwo narodowe i międzynarodowe...* [National and international security...], p. 132; A. Włodkowska, *Bezpieczeństwo kulturowe* [Cultural security], in: *Bezpieczeństwo państwa...* [State security...], p. 149. This time, too, cultural security is related not only to strictly cultural threats, but also to armed conflicts (treated as military threats), migration (threats to public order), and modern communication techniques (related to information threats). Vide: *ibidem*.

and country and, on the other hand, to create favorable external conditions for development of the culture.<sup>93</sup>

It is difficult to estimate (measure) the factors that are dangerous to protected values in cultural security. Although it is possible in relation to material values, an assessment of risks in the sphere of spiritual (symbolic) culture is particularly difficult when it relates to the period of normal functioning of a state.<sup>94</sup>

For the sphere of spiritual culture (i.e. cultural and national identity) and material culture, directly or indirectly, a deepening crisis of national identity, which results from the process of globalization and integration with Western Europe, is a serious threat (to use a gentler word – danger). Other threats are a decline in the sense of cultural ties; a reduction in the sovereignty of the state; some social risks (e.g. discrimination, manipulation of consciousness and psyche, nationalism, pathologies, mass culture, glorification of violence in the media and on the Internet, and intolerance); uncritical repetition and imitation of other models or, worse still, of mass culture; migration and the influx of foreign values with them; decrease of funds for culture

<sup>93</sup> Ibidem, p. 260-270.

<sup>94</sup> The period of war and occupation, as well as the time of partitions, as the experiences of many nations, including Poland, have shown, wreak great havoc on both the spiritual and the material sphere of culture. In Poland it was the estimated death of over 6 million people, Germanization of about 200 thousand children, deportation for forced labor of over 2.5 million people, 60% of property losses in science and education, destruction of the stock of objects of historical interest in Poland, in the years 1939–1945, amounting to 50% on average in historic cities and districts and 43% of the total number of cultural assets – these are the effects of the planned policy of the Third German Reich during the Second World War. The effects of the acts committed by the Soviet Union are still unknown, except perhaps for general estimates of the number of raped women of different nationalities, the Katyn massacre, and the mass deportations to Siberia. Vide: E. Żyła, *Straty wojenne Polski* [Poland's war losses], "Nasz Dziennik" of 30–31 August 2003 (data from the report of the War Reparations Office at the Presidium of the Council of Ministers of 1947 and from later estimates); G. Leszczyński, *Ochrona dóbr kultury na wypadek szczególnych zagrożeń* [Protection of cultural values in the event of special threats], in: R. Bzinkowski, K. Stankiewicz, T. Langowska, eds., *Rola i zadania sił zbrojnych w zakresie ochrony dóbr kultury wobec zagrożeń czasu wojny* [The role and tasks of military forces with regard to protection of cultural values against wartime threats], Warsaw 2001, pp. 14-17.

and cultural policy; a crisis of traditional values and human bonds; migration; armed conflicts; organized crime, natural disasters and technical breakdowns.<sup>95</sup>

**Information security** is a trans-sectoral field of national security (more narrowly: state security), which is a process that consists in striving to ensure a disruption-free functioning and development of the state, including the public authority and the society, and market and non-governmental entities in the information space, through free access to information, with simultaneous protection against its negative effects (material and non-material), protection of information resources and systems against hostile actions of other entities or the effects of forces of nature and technical breakdowns, while maintaining the ability to informally influence the behavior and attitudes of international and domestic entities.<sup>96</sup>

The information sphere can be defined as the activity related to communication of different subjects (people and organizations) with each other, learning about the real and abstract world, as well as a set of subjects that transmit and receive information and tools (devices, networks, systems, bases, and sets) for its collection, gathering, and storage, and of signal carriers and converters used for this activity. The development of communication (information transfer) tools has led to deeper international cooperation and a close interdependence between states, which has not only positive effects. Thus, the informational sphere<sup>97</sup> has a double face: one time it concerns the positive or negative cooperation and communication between people, while

<sup>95</sup> An interesting discussion of this issue can be found in: J. Gierszewski, A. Pieczywok, J. Piwowarski, *Wyzwania i zagrożenia w obszarze bezpieczeństwa kulturowego* [Challenges and threats in the area of cultural security], Toruń 2020.

<sup>96</sup> W. Kitler, *Pojęcie i zakres bezpieczeństwa informacyjnego państwa, ustalenia systemowe i definicyjne* [The concept and scope of information security of a state, systemic and definitional findings], in: W. Kitler, J. Taczkowska-Olszewska, eds., *Bezpieczeństwo informacyjne. Aspekty prawno-administracyjne* [Information security. Legal and administrative aspects], Warsaw 2017, p. 43.

<sup>97</sup> The expression "information" should not be confused with "informatics".

another time it concerns the technical and organizational side that enables these relationships.<sup>98</sup>

Knowledge of past, present, and future reality and the ability to use it have been an important factor in the development and success in the achievement of specific objectives of states and other entities. Despite the significant, even galloping, development of information carriers, and ways of obtaining, processing, and using information, when we relate it to the security of individuals, social groups, organizations, states, and other entities, the struggle for power, advantage, and rivalry between different entities, we find that information can be perceived in two ways. Once as a factor of strength, development, and success, another time as a factor of weakness, destruction, and failure. It is difficult to overestimate the positive advantage of information (and the Internet), which results in enrichment of knowledge resources, free flow of values and ideas, cultural education, impact on general state policy and individual administrative policies, support for decision-making processes, influence on people's quality of life, economic development, cognition of areas of reality and man's cultural achievements that were beyond man's reach in the "pre-information" era

Not only does information serve various security purposes, but it must be protected together with all means of recording and storing it. Therefore, the purpose of information security is to safeguard information and, more specifically, the information resources which, in the opinion of their owners, should be protected. Given the technological progress, the globalization, as well as the transformation and brutalization of threats, the perpetrators of which take every opportunity to obtain information on the objects of their interest, the number of information resources that need to be protected is rapidly increasing. This concerns not only information that is important for the state, its security systems, public administration, and businesses, but also information that is seemingly insignificant and concerns individual people, families, and social groups.

<sup>98</sup> Vide: W. Kitler, *Obrona narodowa III RP. Pojęcie. Organizacja. System* [National defense of the 3<sup>rd</sup> Republic. Concept. Organization. System], Warsaw 2002, pp. 332-333.

Access to information at the right time, place, and circumstances is an important factor for success of activities in various areas of human activity. It also determines success in ensuring security, including national security. It is also not difficult to see that the main purpose of acquisition of information is to provide people with the knowledge they need to act effectively to ensure uninterrupted living and development conditions and to counter possible threats to protected goods caused by people or forces of nature. For centuries, acquisition, processing, sharing, and falsification of information have been an important element of the armed struggle and rivalry of states, their intelligence agencies, and other competing entities.

Another area of application of information in the field of security concerns its use to prevent and combat crime, terrorism, and forces of nature, as well as their effects. Terrorist attacks in recent years have been gaining momentum and professional agencies always act as if they are late and failed to obtain, process, and properly use relevant information. Without forgetting the need to maintain the legality of their actions, which in democratic states is a necessary condition, we are aware of the importance of information in the fight against terrorism and crime in general.

We must also bear in mind that various types of data can be used not only by a potential adversary (aggressor) and a criminal, but are also a valuable object coveted by rival businesses, politicians (political parties), media, state agencies (mainly security agencies), and the most ordinary people in the world who derive satisfaction from unauthorized dissemination of sensitive information concerning other people and organizations or who falsify it for various reasons. Anyone who uses electromagnetic devices can be eavesdropped, or even spied on; he or she can be reached, the time of his or her activity can be calculated, and his or her preferences, not only as a customer, can be determined.

Information resources, defined as specific quantities of data about objects (real or abstract), are acquired, stored, and distributed according to specific rules and procedures to the various entities interested in having such information. To make this possible, complex information systems, ICT systems, information infrastructure, databases, electronic resources, and other means are used. Consequently, information

technology security, which is related, among other things, to ensuring the stability, integrity, and uninterrupted functioning of these systems, has become an important area of information security. It should be emphasized that this group includes IT management support systems in public administration, companies, and other governmental and non-governmental organizations.

There is one more issue in the field of information security that requires close attention. This is an issue that is not noticed or appreciated by representatives of technical sciences and practitioners in the sphere of information and technical information security. It concerns ensuring safe functioning of the society and, consequently, individuals with their values (moral, aesthetic, religious, political, and cultural), privacy, and identity (national and state), in the information space. The issue is protection against disinformation and propaganda activities of state and non-state actors that are hostile and harmful to national and state identity and to public morals. This affects the security of both individuals and large communities, including the state group.

The key risks in this field include:<sup>99</sup>

1. In the internal (national) dimension:
  - existence of information deficits in the society, which result in vulnerability to hostile persuasion;
  - potential disinformation of citizens through aggressive propaganda activities;
  - imposing foreign ideas that are not in the interest of the state;
  - emergence and development of anti-state, aggressive, and defeatist attitudes (e.g. Islamophobia, obsession with spies);
  - increase in negative social attitudes or occurrence of social conflicts, in line with the intentions of the information opponent;
  - existence (creation) of agencies of influence (inspiration for establishment and financial support for political groups or social organizations that support and pursue foreign interests);
  - influence on public opinion by externally controlled change agents, especially activation of selected social groups by another

<sup>99</sup> *Information Security Doctrine of the Republic of Poland. Draft*, 24 July 2015, pp. 6-8; [https://www.bbn.gov.pl/ftp/dok/01/Projekt\\_Doktryny\\_Bezpieczenstwa\\_Informacyjnego\\_RP.pdf](https://www.bbn.gov.pl/ftp/dok/01/Projekt_Doktryny_Bezpieczenstwa_Informacyjnego_RP.pdf), accessed on 24 August 2017.

- state and pursuit of interests of other states, contrary to the interest of their own state;
  - deterioration of the society's morale in the event of information and propaganda aggression;
  - disinformation, trolling, hostile propaganda, disruption of implementation of important public administration and private sector tasks;
  - attacks causing disruption to ICT networks in sectors and institutions with increased vulnerability, including critical infrastructure;
  - monopolization of the information market and its individual structures and uncontrolled development of the information market – mass media can be a tool for disinformation;
  - acquisition or financing of the media by entities that are hostile to the state;
  - appearance in the information space of media that promote ideas that are contrary to the national interest;
  - active involvement of the opponent in social media; and
  - unconscious, unintentional duplication of messages that are contrary to the national interest by users of social media or mass media.
2. In the external dimension:
    - distortion of content and introduction of a false logic into information systems through government communication channels or military command systems;
    - activities of secret services and information entities of other states and non-state actors (including espionage);
    - hostile operational activity of information and propaganda structures of state and non-state actors;
    - propaganda and disinformation activities;
    - domination of potential aggressors in the information environment;
    - penetration of the state's information environment by hostile information and propaganda structures;
    - loss of ability to influence and distribute information in the information environment;
    - externally inspired information activities of internal actors aimed at evoking and deepening social and political divisions;



- external support for entities that implement the opponent's policies;
- disinformation by citizens of other countries, including those who form organizational communities, on foreign policy issues;
- shaping a negative image of the state in the international arena, including among allies, e.g. within NATO and the EU;
- evoking anti-state sentiment in the societies and political elites of these states by, for example, publicizing and accentuating individual statements of political representatives that are contrary to the official line of the foreign policy of the state on key issues;
- discrediting the state's foreign policy in the international arena; and
- operation of foreign information structures to the detriment of the interests of the state.

Taking the above into account, it can be assumed that an information security system pursues the following groups of objectives: obtaining, processing, storage, and distribution of information; legal, technical, ICT, and physical protection of information, as well as all technical and technological systems and devices for managing its resources; ensuring its undisturbed use in the activities of citizens, businesses, public authorities, and non-governmental entities; and controlling the national infosphere and effective protection of national interests in the external (foreign) infosphere.

**Security in cyber space (cyber-security)** is defined as “[...] the immunity of information systems (an assembly of cooperating information technology hardware and software that enable processing, storage, sending, and receiving of data over telecommunications networks using a telecommunications terminal equipment appropriate to the type of telecommunications network, including the electronically stored data processed therein) to actions that would compromise the confidentiality, integrity, availability, and authenticity of the data processed or the related services offered by these systems.”<sup>100</sup>

<sup>100</sup> Vide: Act of 5 July 2018 *on the national cyber-security system*, Article 2 (4) and (14), Journal of Laws of 2018, item 1560; Act of 17 February 2005 *on computerization of the activities of entities performing public tasks*, Article 3 (3), Journal of Laws of 2017, item 570 and of 2018, items 1000 and 1544.

This definition is similar to that provided in Directive (EU) 2016/1148 of the European Parliament and of the Council of 6 July 2016,<sup>101</sup> which uses the term “security of network and information systems.” It means “ability of network and information systems to resist, on a given level of confidence, any action that compromises the availability, authenticity, integrity, or confidentiality of stored or transmitted or processed data or the related services offered by, or accessible via, those network and information systems.”<sup>102</sup>

The information processing and exchange space is referred to as cyberspace. It is “[...] an information processing and exchange space created by information and communication systems (groups of co-operating information technology devices and software that provide processing and storage, as well as sending and receiving of data over telecommunications networks by means of a network-specific terminal device to be connected directly or indirectly to network termination points) and the links between them and with users.” Thus, it is not only a virtual space where computers and other digital media connected to the network communicate with each other, but also where users perform numerous operations in virtual space (in the network).<sup>103</sup> One should keep in mind that an information system is an ICT system defined as “[...] a set of cooperating IT devices and software that ensures processing and storage, as well as sending and receiving of data over telecommunications networks by means of a network-specific terminal device, and the electronic data processed therein.

Technical changes, digital technologies, and information and communication technologies (ICT) in the field of robotization and automation of processes (e.g. management, administration, production, and storage of energy, transport, communication, banking administration, social participation in management of the state,

<sup>101</sup> Directive (EU) 2016/1148 of the European Parliament and of the Council of 6 July 2016 *concerning measures for a high common level of security of network and information systems across the Union*, OJ EU L 194/1, <https://eur-lex.europa.eu/legal-content/PL/TXT/?uri=CELEX%3A32016L1148>, accessed on 10 January 2019.

<sup>102</sup> Ibidem, Article 4 (2).

<sup>103</sup> Vide: J. Wasilewski, *Zarys definicyjny cyberprzestrzeni* [A definition outline of cyberspace], “Przegląd Bezpieczeństwa Wewnętrznego” 2013, no. 9 (5), pp. 225-234.

healthcare, education, logistic services, agricultural production, and agri-food processing) are transforming modern states and societies, as well as their economies, while making them vulnerable to various disturbances caused by intentional and (or) unintentional human actions, technical breakdowns, and even natural disasters. Wide use of digital solutions contributes, among other things, to a reduction of production costs, an improvement of control and standardization processes, technical supervision, efficient control of production, transmission and use of energy, tax administration, healthcare, supervision of public order, land, sea, and air transport, environmental protection, an improvement and reduction of costs of passenger transport and freight, optimization of agricultural production and forest management, and banking, and thus to an improved effectiveness of ensuring national security.

Cyberspace has become a new security environment. This requires numerous changes to be made in both the practical and the legal and organizational dimension of national security systems. A national security system is an entity composed of many elements that is established to ensure uninterrupted living conditions and national development. In the field of defense, including the military, in protection of the state and its constitutional order, in civil protection and rescue services, in maintaining public security and order, in protection of national security infrastructure, in ensuring information and environmental security, and in many other areas, access to cyberspace is a prerequisite for threat analysis and assessment, risk assessment, counteraction (response), and restoration of a normal state. Operation of the governance system and the executive subsystems without telecommunication and IT support is like being blind in conditions of high uncertainty. Cyberspace as a trans-sectoral phenomenon is also a factor that integrates the security system, given that the system and its operation is strongly dependent on new technologies, including ICT. Consequently, this dependence may cause disruption of the system or destruction of these technologies, either intentional or unintentional.

**Universal security**,<sup>104</sup> as an area of national security, is a process that involves a number of different activities (e.g. in the health, environmental, education, social, economic, legal, psychological, veterinary, and sanitary fields), the primary objective of which is to ensure the security of the civilian population and, at the same time, it is a state achieved as a result of an organized protection of human life and health, as well as material and cultural assets and the natural environment, to the extent necessary for the survival of people, against the effects of human actions against man or of forces of nature, which cause a direct threat to protected values, in all situations and conditions in which a state functions.

The protected national values also include safe life, health, material (including cultural) assets, and the natural environment necessary for human life and health. This demonstrates that universal security, i.e. actions to protect life and health from direct threats, is pursued because of not only internal but also external factors that threaten these values in one way or another.

Although often associated with public security, universal security is a different concept. The objective of the former is to provide protection against prohibited activities that violate the legally sanctioned social order in the state, harm life and health (murder, intentional bodily harm), or public order (taking a hostage, human trafficking, illegal gatherings, disturbing night-time quiet period, border crossing, etc.), while the objective of the latter is to protect human life and health, and the environment, to the extent necessary for human survival, against the effects of human actions against people, or of natural forces that directly threaten the protected values. In both cases, in addition to protective activities, prevention, material and financial undertakings for the development of various public or general security

<sup>104</sup> A broad discussion of the issues of universal security, including civil defense, can be found in: W. Kitler, A. Skrabacz, *Bezpieczeństwo ludności cywilnej. Pojęcie, organizacja i zadania w czasie pokoju, kryzysu i wojny* [Security of civilian population. Concept, organization, and tasks during peace, crisis, and war], Warsaw 2010.

institutions, public education, training of specialist personnel, and other measures are also important.

The key area of universal security is civil protection and rescue services that constitute its part. Civil protection is one of the main missions carried out by public administration bodies in the field of national security, other state bodies and institutions, businesses and other organizational units, social organizations, and individual citizens, and in justified cases also by the military,<sup>105</sup> and consists in implementation of a number of preventive, preparatory, intervention, and recovery actions aimed at protecting (saving) human life and health, valuable property, cultural heritage, and the environment, to the extent necessary for survival, and at providing humanitarian aid and legal assistance in the event of imminent danger to these values during and immediately after catastrophes, natural disasters, armed conflicts, and occupation.

Due to the unlimited possibility of occurrence of various threats related to operation of natural forces, socioeconomic development, and military threats alike, various types of forces must be designated to participate in civil protection by assuming a decisive role depending on the type of threat. However, all these forces must operate within a single, uniform, and efficient civil protection system. The fact that other values (property, cultural heritage, and environment) are included in the objectives of civil protection, in addition to human life and health, may be questionable. This can be addressed by the following brief explanation. Protection of property, cultural heritage, and environment is the object of separate protection measures, but in view of the key mission of civil protection (protection of human life and health), the need for protection cannot be overlooked, mainly by saving these goods, considered to be essential for human survival, such as food, water, air, agricultural produce, public utilities, personal property, livestock, but also goods that are

valuable because of their spiritual, national (patriotic), and religious value, which is as important as that of convenience goods. This is confirmed by the experience related to natural disasters and wars. The international law of armed conflicts also provides the basis for ensuring, in addition to the protection of life and health, a minimum standard of living conditions (subsistence and nutrition) for the civilian population, respect for goods and facilities necessary for survival, environmental protection, supply of clothing, bedding, temporary accommodation, and other supplies essential for survival of the civilian population of the occupied territory, as well as items essential for religious worship.<sup>106</sup>

Public security, as a field of national security, is a process that involves a variety of activities in the field of national security, the primary objective of which is to protect the legal order of the state against prohibited activities and against activities that are harmful to public institutions and facilities,<sup>107</sup> human life and health, or public order, as well as social norms and customs. It involves ensuring undisturbed functioning of the institutions of the state and its citizens in spite of threats to their normal functioning, according to the prevailing social and administrative system and legal order.

<sup>105</sup> Participation of designated military units in civil protection is governed by national law, as well as international humanitarian law. Vide: Protocol Additional to the Geneva Conventions of 12 August 1949, and Relating to the Protection of Victims of International Armed Conflicts (Protocol I), of 8 June 1977, Journal of Laws of 1992, no. 41, item 175, Article 67.

<sup>106</sup> Vide: Protocol Additional... (Protocol I), including Articles 54, 55, 56, and 69, Journal of Laws of 1992, no. 41, item 175.

<sup>107</sup> Public institutions comprise all social infrastructure, i.e. hospitals, ambulances, sanatoriums, nursing homes; schools, kindergartens; cultural and sports facilities; courts, prisons; and public administration facilities. Public facilities include public roads, railways, and water networks; airports; ports; power installations and networks; water, gas, and steam transmission facilities, water intakes; treatment plants; cemeteries; communication and information technologies (telecommunications, post, Internet, radio, TV); municipal utilities (electricity, water, wastewater, heating, gas, sewage, and waste disposal).

Public security is combined with public order in a single term: *public security and order*.<sup>108</sup> Undoubtedly, public security and public order continue to be separate categories, although there would be nothing wrong with combining them in the single term public security.<sup>109</sup> This is due to the essence of public order, which involves observing norms and maintaining the efficiency of public institutions, for example people's behavior in accordance with the rules in force; complying with residence registration regulations;<sup>110</sup> regulations on gatherings, public fundraising, and mass events; building, hunting, fishing, penal and fiscal regulations, water law; and civil law acts, and people's behavior in public places.

There are different interpretations of public security, ranging from very broad ones, through various modifications, to ones that are narrow. The broad interpretations result in the concept covering the entire space of national security and treat public security

<sup>108</sup> This is the case with the Polish Police Act, which provides that the roles of the Police include maintaining *public security and order*, without distinguishing between the two terms. Similar provisions can be found in the Administration Departments Act. Probably only the Penal Code refers separately to public order when it refers to *offenses against public order*. Vide: Act of 6 April 1990, on Police, Article 1 (1), Journal of Laws of 1990, no. 30, item 179, as amended; Act of 4 September 1997 on government administration departments, Article 29 (1), Journal of Laws of 1999, no. 82, item 928, as amended; Act of 6 June 1997 – Criminal Code, chapter XXXII, Journal of Laws of 1997, no. 88, item 553, as amended. The most interesting case is the Act of 5 June 1998 on district-level local government, which contains terms such as *public order* (Article 4 (1)(15), *public security and order* (Article 7), and *security and order* – in the name of the Security and Order Commission, Journal of Laws of 2001, no. 142, item 1592, consolidated text.

<sup>109</sup> This issue requires further in-depth studies and analyses and, although it has been discussed by many experts, it has not yet been finally settled, including in the legal system. This publication assumes that public security is a concept that encompasses public order.

<sup>110</sup> The Government Departments Act excludes matters related to *population records, identity cards, and passports* from the scope of public security and order.

as protection against all threats, regardless of their sources.<sup>111</sup> They are particularly often encountered in works by law theorists who differentiate between the terms *public* and *private*. The former means *entirety, everyone, something commonly available*, and thus *public*, as it concerning all and everything. This is justified in the division of the basic branches of law, but there is no reason it should be used to divide national security into types. This is because this would lead to the paradox that national security, i.e. security for all – “public” and “universal” – would be the same as public security, and thus the latter should not be distinguished at all (or vice versa).

A slightly narrower approach to the issue in question is connected with social relations, regulated by law, moral norms, and rules of social coexistence, which ensure protection of the society, individuals, and property against dangers caused by violent actions of people as well as forces of nature. In this case, almost the entire space of narrowly defined internal security is covered and threats caused by natural forces and human actions are combined. Unfortunately, in practice this cannot be translated into a proper organization of a security system. This is because counteracting forces of nature is different from countering illegal actions of people.

A narrower approach to this issue limits its content to protection of the legal order, the internal order, and the public order, as well as protection against all prohibited activities that are dangerous to the life and health of people, their property, the environment, as well as norms and customs. There are also typologies of national security that do not distinguish between public security and the general security discussed above.

Without denying the validity of broader interpretations, especially in isolation from the higher concept of national security, this publication adopts a narrower approach, the main reason for which is

<sup>111</sup> Vide: E. Ura, *Pojęcie ochrony bezpieczeństwa i porządku publicznego* [The concept of protection of public security and order], “Państwo i Prawo” 1974, no. 2, p. 76; A. Pakuła, *Bezpieczeństwo publiczne jako dobro wspólne (kilka uwag i refleksji)* [Public security as a common good (a few remarks and reflections)], in: A. Chajbowicz, T. Kocowski, eds., *Bezpieczeństwo wewnętrzne w działaniach terenowej administracji publicznej* [Internal security in the actions of local public administration], Wyd. “Kolonial Limited,” Wrocław 2009, pp. 29-35.

the need to identify this issue among other types of national security. The mutual relationship between public security and other types of security is quite complex, as it relates to the fields of politics, military, economy, society, environment, ideology, and culture. This is because in all these fields acts are committed that are criminal, socially harmful, or customarily considered reprehensible. Consequently, it is the duty of the state, the authorities, businesses, social organizations, and individual citizens to protect the activities of public institutions, the internal order, the legal order, customs, and public morals against such acts by observing the legal, moral, and customary norms in place, by protecting certain values (material and spiritual), by prosecuting the perpetrators, and by imposing certain sanctions.

The reason for such an approach is the fact that there is an enormous number of human actions, deeds, behaviors, and attitudes, or the lack thereof, which have for a long time caused the state to impose legal norms that are drawn up by the government or standards of conduct established in the process of development of the society. What kind of threats or dangerous situations are then the basis for thinking and acting in the area of public security? There are many broad and narrow approaches, and this publication recommends the following division into acts that are prohibited (according to state law) or reprehensible to the society (according to social norms), which concern, among other things: threats to human health; road traffic safety; the environment; personal freedom; freedom of conscience and religion; morality; dignity and physical integrity; activities of state institutions (administration, justice system); public order (e.g.: active participation in gatherings with violent attacks against persons or property; public incitement to commit crimes, offenses, or misdemeanors; taking and holding a hostage); profanation of corpses and burial places of the deceased; public promotion of prohibited ideologies; protection of information; property; economic transactions; tax regulations; reliability of documents; and labor law and health and safety regulations.

However, this type of threatening acts does not include acts that can be classified as war crimes, crimes against peace, humanity, the foundations of the system of government, and the constitutional

order – which are political crimes and crimes against defense. These acts are covered by the concepts of political or military security.

There are more fields of national security and their list is not exhaustive, although it cannot be too broad, due to the requirement of accuracy, i.e. to requirement specify the type of concept and the class that sets it apart it from other concepts of the same type. Some of them, being part of a broader concept, due to their practical meaning, gain more and more autonomy (e.g. energy and raw materials security, food security, and financial security, which constitute a part of economic security) or emerge as new values, due to the socioeconomic progress and the associated challenges (e.g. information and telecommunication security<sup>112</sup>), or need special emphasis and distinction in a given social and political situation (e.g. civic security<sup>113</sup>).

#### 1.2.4. Security as a field of science

Security as such, in particular state, national, and international security, and their respective fields (political, military, economic, social, cultural, public, environmental, information, and universal security, and many other specific fields) has been the object of interest of representatives of military sciences, political sciences, sociology, history, legal sciences, management sciences, economics, as well as natural, technical, agricultural, forestry, veterinary, health and even chemical sciences. However, the possibility of comprehension of its various aspects from the point of view of many sciences is as extensive as the understanding of security. According to Andrew Glen, “Scientists who currently conduct research in security sciences have grown up in significantly different cognitive cultures shaped by different axiological, ontological, epistemic, and methodological approaches. In addition, representatives of these fields of social sciences, humanities, and other sciences often use different cognitive paradigms. The plurality of cognitive attitudes in security sciences, in addition to the advantages associated with a broader view of the subject of the research, also involves numerous shortcomings. They

<sup>112</sup> Vide: *National Security Strategy of the Republic of Poland*, Warsaw 2007, section 3.8.

<sup>113</sup> *Ibidem*, section 16.



are due to the different understanding and application by those scientists of axiological, ontological, and methodological fundamentals, and to implementation of various epistemic guidelines that are a part of different cognitive paradigms.”<sup>114</sup>

However, one must be aware of the two approaches to these sciences. In the first approach, the subject of security sciences is contemporary security systems in the military and non-military dimension, which cover the activities of international, state, governmental, and local government institutions, businesses, social organizations, and citizens, as well as their functioning on different organizational levels. Research in this discipline (and even field) should serve to create the theoretical basis and to develop international and national security systems and operational systems that function in the field of security. In the other approach, starting from the vast essence of security in general, all the safeguards against disturbances in the course of human activity and the impact of the natural environment on this activity are taken into account, i.e. threats to life, health, work, respect and human dignity, production, food, family, children, trade, construction work, road traffic, etc.

In the first approach, security sciences undoubtedly deserve the status of a field of science, but in the second approach, they are a vast area of knowledge for which only the keyword – security – could be the common denominator, but which are dealt with on an equal footing by production, trade, nutrition, and drug production security engineers, as well as by theorists in the organization of states and social groups to ensure their freedom from threats.

However, if in the former approach it is possible to build an entirety of logically coherent concepts, definitions, axioms, and generalizations, including laws and regularities, derived from established scientific facts and related to the current state of science, in order to explain the causes or system of causes, conditions, and circumstances of the formation and specific course of a given phenomenon, the latter approach does not provide us with such a possibility.

<sup>114</sup> A. Glen, *Wprowadzenie* [Introduction], in: *Jednoczenie wiedzy w naukach o bezpieczeństwie* [Unification of knowledge in security sciences], Siedlce 2020, pp. 5-6.

In principle, the author is in favor of an approach in which security sciences are a field of science that comprises several distinguishable scientific disciplines. However, given their current formal status, one must bear in mind the need to ensure their identity vis-à-vis other disciplines, not only for administrative, but also for theoretical and methodological reasons.

Security sciences, in the opinion of the author of this monograph, are a collection of social sciences that contains elements of humanities, technical and other sciences, which focus on counteracting threats to security, ensuring uninterrupted conditions for life and development, determining the principles and forms of organization and protection against negative factors of the social and natural environment, as well as determining the laws and regularities occurring in this area.

Treated as a field of knowledge, security sciences include:<sup>115</sup>

- 1) *general security sciences* – these include the disciplines that deal with general security issues and with the methodology of research in this area, namely:
  - a. the theory of security (a system of security concepts, definitions, axioms, and claims that establish relationships and links between these concepts and axioms, forming a coherent conceptual system);
  - b. the methodology of security sciences (the science of cognitive research activities and cognitive products of these activities<sup>116</sup>);

<sup>115</sup> Cf. W. Kitler, *Organizacja bezpieczeństwa narodowego Rzeczypospolitej Polskiej. Aspekty ustrojowe, prawno-administracyjne i systemowe* [Organization of the national security of the Republic of Poland. Political, legal and administrative, and systemic aspects], Toruń 2018, pp. 21-25.

<sup>116</sup> More information can be found in: J. Apanowicz, *Metodologia ogólna* [General methodology], Gdynia 2002; C. Frankfort-Nachmias, D. Nachmias, *Metody badawcze w naukach społecznych* [Research methods in the social sciences], Poznań 2001; S. Kamiński, *Nauka i metoda. Pojęcie nauki i klasyfikacja nauk* [Science and method. The concept of science and the classification of sciences], Lublin 1992.

- c. the philosophy of security<sup>117</sup> (critical reflection on the basic problems and ideas of security, explanation of its sources, essence, and objectives, as well as the existing order of things);
  - d. possible elements of the theology of security (links – relations between security and faith, the role of churches, religious associations, religion, and faith in shaping security);
- 2) *specific security sciences* – these are a kind of security dogma; they describe, systematize, and interpret the current and anticipated state of security and the organizations formed in this area (by individuals, social groups, the state, international organizations, and other entities) in various fields of security. They study the current state of affairs: the security structure, in the form established by individuals, the state, and other international and non-governmental actors, and they forecast and design the future. They include:
- a. the science of defense<sup>118</sup> (or the science of military security) (it covers the topic of state defense in terms of a state defense system [also in the international environment], the theory of the art of war, including strategy, operational art, and tactics). The subject of research of this discipline is the general theory and practice of armed conflict, state defense preparations and directions of development, transformation of the state defense system, planning and implementation of defense, preparatory, and operational tasks by public administration and other state bodies, businesses, non-governmental organizations, and citizens, defense programming, leadership and command of troops, history of wars and the art of war, military administration and mobilization, and methodology of military training. Important areas of research are military challenges and threats, as well as armed forces and their development. Research in this discipline should serve to create the theoretical basis (defense concepts)

<sup>117</sup> The philosophy of security must not be confused with the philosophy of science in general, including the philosophy of security sciences, which explores the boundaries, conditions, status, and assumptions of scientific knowledge.

<sup>118</sup> And the specialty would be called state defense.

- and to develop the state defense system, the theory of the art of war, and the leading and commanding of troops;<sup>119</sup>
- b. the science of public security<sup>120</sup> (which deals, among other things, with the issues of protection of the legal order in a state against prohibited activities that are harmful to public institutions and facilities, human life and health, and public order, as well as social norms and customs; it examines the rights and regularities in ensuring undisturbed functioning of institutions of the state and its citizens through the lens of the threats against their “normal” functioning, according to the prevailing social and administrative system and legal order);
- c. the science of universal security (which concentrates on ensuring the security of people, protection of human life and health, as well as material and intellectual goods and the natural environment, to the extent necessary for human survival, from the effects of human actions against other people or from forces of nature that cause a direct threat to the protected values, in all states and conditions in which a state functions);
- d. the science of political security (which covers searching for laws and regularities in terms of threats to and ensuring sovereignty and political independence of the state, and the conditions for undisturbed functioning of the subjects of its political system, while studying the activities for the security of organizations and institutions that participate in and organize political life);
- e. the science of economic security (searching for laws and regularities in terms of threats to, and ensuring of, the economic conditions necessary for the survival, welfare, and sustainable development of the society, as well as efficient operation of the state and its institutions, and effective opposition to external and internal destructive factors that may lead to disturbances in the development);

<sup>119</sup> This and subsequent attempts to determine the essence of a given scientific discipline (specialty) only serve to inspire a wider discussion on this subject.

<sup>120</sup> The specialty would be called public security. Further sciences would be of a similar nature.

- f. the science of environmental security (a study of laws and regularities, and recognition of processes whose main objective is to maintain a balance in the natural environment, i.e. all elements of animated and inanimate nature, in an undisturbed state which is necessary for efficient functioning of people, their lives and health, as well as recognition of the processes of management of access to environmental resources and elimination and prevention of occurrence of negative effects of human activity on the environment, as well as rational use of natural resources);
  - g. the science of social security (a study of issues such as survival, welfare, and sustainable development of the society, actions to ensure a high quality of life for citizens, families, and vulnerable people, their living conditions, work, and leisure, and access to convenience goods, as well as counteracting unemployment, social stratification, and social conflicts); and
  - h. the science of information security,<sup>121</sup> cyber security,<sup>122</sup> and others;
- 3) *auxiliary sciences* – which support security theorists – sciences that are usually separate fields (disciplines), including:
- a. security engineering (which concerns the knowledge and competencies desired in the process of designing security systems, project management, evaluation of effectiveness, security, and quality of systems, management of risks related to challenges and threats to security, with particular emphasis on information needs and critical state infrastructure. As a scientific discipline, it is interdisciplinary in nature and covers the organizational and technical aspects of national security and state defense. It combines the achievements of many scientific disciplines, i.e., management, economics, computer science, and security

<sup>121</sup> Vide: W. Kitler, J. Taczowska-Olszewska, eds., *Bezpieczeństwo informacyjne. Aspekty prawno-administracyjne* [Information security. Legal and administrative aspects], Warsaw 2017.

<sup>122</sup> Vide: W. Kitler, K. Chałubińska-Jentkiewicz, K. Badźmirowska-Masłowska, eds., *System bezpieczeństwa w cyberprzestrzeni RP* [The system of security in the cyber space of the Republic of Poland], Warsaw 2018; W. Kitler, J. Taczowska-Olszewska, F. Radoniewicz, eds., *Ustawa o krajowym systemie cyberbezpieczeństwa. Komentarz* [Act on the national cyber security system. A commentary], Warsaw 2019.

- systems engineering, as well as other scientific disciplines to ensure national security. The discipline of security engineering is concerned with phenomena and processes that occur in the technical sphere of security (e.g. state security infrastructure and its protection, logistic systems, ICT environment, strategic transport systems, cyber security, etc.). Its role is to educate and develop systemic thinking in terms of security, as a guiding principle in the contemporary world characterized by uncertainty and risk. Development of this discipline will make it possible to prepare specialists for the needs of state security and defense in the area of design, organization, and operation of security systems in various environments, spheres, and dimensions of security. Research in this discipline should serve to create a theoretical basis of, and to develop, security systems on an interdisciplinary basis in the following areas: technical, organizational, and management);
- b. the history of security (a study of the history of activities in the area of security and the related products, organizations, and tools. According to the OECD classification of sciences, the history of specific sciences classified as the respective science;
  - c. the sociology of security (a science dealing with the synthesis of social phenomena related to security, studying the experiences of social groups and other communities against the background of the experiences of the social environment, the acting individuals, and the consumers of security);
  - d. anthropology of security (in a slightly simplified way, it can be defined as a study of the extent to which security is a product and a determinant – a causal factor – in human development);
  - e. security administration (it studies the development, the impact, and the operation of administration in the area of security in general, and focuses on the organization and functions of administration in this area);
  - f. defense administration (it may be treated as a specialty of administration of security, but given the position of defense in security, it is a separate discipline of knowledge);
  - g. military administration (it studies the organization and functioning of the military administrative system and the activities



it performs to ensure proper conditions for functioning of the armed forces);

- h. national security law (it is an objectively perceived vast part of a broader legal system, a set, a system of sources of law and, consequently, of legal norms that apply to the achievement of security objectives; it includes problems of defense, military, police, fire protection, cyber security, flood protection, information protection, personal data protection, and many other laws;
- i. defense law (it concerns mainly the competences, duties, and tasks performed in order to strengthen the defense of a state, to prepare the population and the national property for war, and the performance of other tasks within the framework of the universal duty of defense by all authorities and government administration, and other state bodies and institutions, local and regional government bodies, businesses and other organizational units, social organizations, as well as every citizen within the scope specified in relevant laws);
- j. military law (it covers a set of legal norms that govern the fundamentals and principles of operation of the armed forces, soldiers, and civilian personnel, and the relations between them and other national and international actors, as well as a set of special provisions that concern the armed forces during states of emergency, mainly martial law, and during war, as well as criminal law and disciplinary regulations in the military);
- k. crisis management (an integral part of the knowledge related to management of organizations and systems, which focuses on solving abnormal situations that involve tensions, whose role is to prepare and act to prevent, counter, and respond in the event of disturbances to stability of organizations and a system that may lead to their collapse, elimination, or another state [in the case of a state, they may lead to war, occupation, or economic collapse], and to restore their normal functioning;
- l. security education (a field of knowledge that studies preventive and educational undertakings related to shaping of attitudes, skills, and habits in the field of security, implemented by state and local government institutions, care and educational institutions,

police, military, fire brigade, border guard, social organizations and associations, employers, media, etc.);

- m. defense education (it is an element of knowledge in the field of security education that concerns formation of attitudes, skills, and habits related to preparation and functioning of society in connection with occurrence of military threats to national security and their effects on people);
- n. security/defense teaching methodology, security, defense, and military economics, security, defense, military logistics, and others.

### 1.3. National security policy

Politics is an ambiguous concept and, consequently, according to different criteria, it is associated with the activity of state institutions according to the rules of constitutional and administrative law; the mutual relations of political actors, including authorities, their influences and mutual conflicts; the function in the social system related to conflict resolution, making of decisions that regulate the division of goods, articulation and selection of interests, and political communication; the process of decision-making related to the exercise of power and fight for power; and solving social problems that result from consideration of social needs.<sup>123</sup>

Eugeniusz Zieliński emphasized that: “It is widely believed that the essence of politics is power, especially state power, whose constitutive element is the monopoly of legal, potential, and real coercion against entities that do not respect authoritarian decisions on the distribution of tangible and intangible goods.”<sup>124</sup> Jerzy Muszyński, on the other hand, stated that: “[...] it should be treated as an area and type of activity of a society which, among other forms of human activity, concentrates on the phenomenon of power that shapes the

<sup>123</sup> According to the findings of: A.W. Jabłoński, *Polityka. Interpretacje definicyjne* [Politics. Definition interpretations], in: A.W. Jabłoński, L. Sobkowiak, eds., *Kategorie analizy politologicznej* [Categories of political science analysis]; after: E. Zieliński, op.cit., p. 207.

<sup>124</sup> E. Zieliński, op.cit., p. 208.

relations between those who possess, exercise, and use it for specific purposes, and those who are subject to it voluntarily or are forced to submit to it (...); the nature of politics is objective and it is based on subjects.”<sup>125</sup> It was Max Weber who explained the essence of politics as a pursuit to gain and keep power, to influence the division of power between states or, within a state, between groups of people.<sup>126</sup> Nowadays, as is commonly emphasized, due to the emergence of a new type of international actors, this understanding of politics should be complemented by the relations between individual states and international organizations and the relations between such organizations and between their members within them. Very valuable for these deliberations is the general consensus that use of violence is an important feature of politics, since in the sphere of political relations, the threat of violence and its possible use are a special, usually ultimate, measure. For Wojciech Lamentowicz, “The essence of politics is precisely the activity that transforms some of the many competing values (such as freedom, justice, equality, and security) and interests of social groups into political decisions, legal norms, and actions of public authorities. Therefore, politics is biased out of necessity and gives priority to some interests and values, while leaving others behind or actively obstructing them.”<sup>127</sup>

Politics is a function of the social system that enables development by resolving conflicts between its actors. It is also the activity of various organized social groups and many individuals who exert or attempt to exert influence (by various means and tools) on the activities of the state in the international and intra-state arenas, according to their interests and even their expressed worldviews. One should bear in mind, however, that the clash of various individual and group interests in a state is not always open and in many cases the activities of political actors, focused on gaining and exercising power, are actually intended to ensure control over the people who

<sup>125</sup> J. Muszyński, *Podstawy nauki o polityce, państwie i prawie* [Fundamentals of the science of politics, state, and law], Toruń 2007, p. 16.

<sup>126</sup> M. Weber, *Polityka jako zawód i powołanie* [Politics as a vocation], translated by A. Koppacki, Cracow 1998, p. 56. Cf.: F. Ryszka, *Nauka o polityce. Rozważania metodologiczne* [The science of politics. Methodological deliberations], Warsaw 1984, p. 9.

<sup>127</sup> W. Lamentowicz, *op.cit.*, p. 37.

exercise formal power in the state. This involves corruption, surveillance of the people in power, anti-state terrorism, and infiltration of mafia structures into legally functioning authorities, administration bodies, financial and banking systems, etc.

Regardless of the approach to the concept of politics, one comes to the conclusion that it is connected with power, and thus with the state, gaining power over it and ruling it, and with solving social problems, because that is where it has its origin, as evidenced by such old Greek expressions as: *politea*, *politikon* (public, general, state), *polis*, *politika* (city-state, art of governing the state).

Politics has its own subjectivity, which means that different types of individual and collective entities participate in the political process, some of them being forces that have formal powers to exercise the authoritative function (political power), do exercise this function, or participate in its exercise, while the others informally influence the process.<sup>128</sup> The distinction between these two groups of actors in political life is also of great importance to the matter of national security policy which is of interest to us.

It can therefore be assumed, for further deliberations, that politics is a set of actions taken by:

- various types of individual and group entities that strive to **gain power, stay in power, or extend the scope and subject matter of power**, among others by exerting influence and coercion, gaining an advantage, imposing a will within a state or between states, including between them and other international entities or within those entities;
- state authorities and other political actors that strive to **achieve the set objectives by means of appropriately selected means and tools** based on mutual relations (normative, decision-making, information, and material – and energy-related) between the political actors. These relations relate to the positive or negative links between them.

In understanding of politics, one needs to consider one more key issue. It concerns the relationship between state (national) policy in the internal and international dimensions. There are quite subtle

<sup>128</sup> More information can be found in: E. Zieliński, *op.cit.*, p. 210.

and extremely important differences in the two policy areas. This is because we have established that what matters in politics is power (acquiring, keeping, and expanding it), as well as achievement of specific objectives by the entities in power. These two aspects are different in the internal and international dimensions. What makes the internal environment of a state different from the international environment is the fact that certain normative, political, and socio-cultural conditions exist in the former. Within a state (a well-organized state), there is a cohesive system of legal norms and, consequently, a system for forcing and enforcing law (internal, legal, and constitutional order), which is tantamount to the possibility of using coercion in the process of exercising power. This power is exercised by legitimate state authorities, including legislative, judicial, executive, and controlling authorities. The socio-cultural issue is aptly explained by Joseph S. Nye Jr. In his opinion, internal and international politics also differ in their underlying sense of community. In an internally orderly society, a common sense of community gives rise to common obligations, standards of justice, and views on what constitutes legitimate authority. In international relations, separate peoples do not share the same obligations. Any sense of global community is weak. People often differ in their assessment of what is right and justified. The result is a huge discrepancy between two fundamental political values: order and justice. In such a world, most people recognize the primacy of national needs over international justice.<sup>129</sup>

Thus, we went from politics in general to state policy, which is a concretization of the scope of the former term to phenomena in which the state, and thus the state authorities, become the leading actor. The concretization of the concept of state policy concerns the subject and the object of the policy. In politics in general, all actors participate, formally or informally, in the sphere of mutual relations and positive, negative, and conciliatory influences, striving to gain power, to keep it, and to expand it, or at least to influence the functioning of the state in the external and international dimensions,

<sup>129</sup> J.S. Nye Jr., *Konflikty międzynarodowe. Wprowadzenie do teorii i historii* [Understanding international conflicts: An introduction to theory and history], translated by Marek Madej, Warsaw 2009, pp. 24-25.

as well as to influence other actors in international relations. In the politics of a state, there is a leader in the form of a state authority, which is an individual or a group of individuals that makes decisions and acts on behalf of the state. Their decisions and actions are considered as decisions and actions of the state. The state acts through its bodies and, consequently, the state policy is also implemented by its bodies. Other actors of politics influence them according to the rules determined by the scope of participation in the exercise of political power. Consequently, parties that have a parliamentary majority and form a government, opposition parties, trade unions, and informal groups influence the authorities in different ways.

State authorities are able to behave in an authoritative manner in relation to the whole society by creating and maintaining a certain social order. This is because there is no state without the phenomenon of authority, no matter what authority it is. Jerzy Muszyński stated in an illustrative manner that the object of politics is “settled” by authority, which causes the other links to be under the “supervision” of that authority.<sup>130</sup> One of the manifestations of state authority is the power to use coercion by establishing the norms of universally applicable law, with the possibility to impose sanctions for its violation, as well as to use instruments of coercion in the state’s internal arena (guards, services, and inspectorates, prosecutor’s office, courts) and the international arena (secret services, armed forces, economy, diplomacy). State policy is the policy of a territorially organized community of people, which, not being able to make authoritative decisions *in pleno*, has specialized instruments of power that strive to achieve the set objectives using of appropriately selected measures: diplomatic, economic, military, special, normative, cultural, ideological, scientific and technical, internal, and other, using material and energy tools (e.g. armed forces, police, secret services, economy, budget), and intangible tools (e.g. legal norms, strategies, doctrines, ideology).

The mere desire to gain and keep power cannot be considered as the essence of politics, because, in order to gain power, one has to implement what society expects from those in power (and thus from the state in the formal sense). There are many expectations, with one

<sup>130</sup> Vide: J. Muszyński, *op.cit.*, p. 17.

of the most important being security, including national security. This is a special, and probably the widest manifestation of the function of politics in general.

An analysis of the essence of politics involves recognition of the premises that lead to perception of the links between politics and national security, and consequently the concept of national security policy.

This concerns:

- the conflict-generating nature of the process of gaining, keeping, and expanding power that takes place between political actors, which may result in<sup>131</sup> internal and international conflicts, including economic, social, religious, ethnic, and military ones, which are due to various, often coexisting, causes;
- the process that involves political actors putting pressure on each other and on those who exercise political power to ensure that they guarantee fulfillment and then do fulfill specific needs, including security needs;
- mutual interactions between policy actors, which in the field of national security involves interactions between the state (its decision-making centers) and other political actors, mainly citizens (individuals), social groups, states, and international and transnational organizations (formal and informal); and
- state authorities taking various steps to achieve the common good (fundamental ethical, cultural, and legal values, and essential political and economic interests), including national security.

National security policy has various definitions but the term is often used interchangeably with the term state security policy. It is one of the manifestations of security policy, which in turn is a part of policy in general. Ryszard Zięba described the concept of security policy as a purposeful and organized action of state authorities, aimed at ensuring permanent national security, as well as participation of the state in creation of international security.<sup>132</sup>

<sup>131</sup> The civil war in Rwanda, which claimed around 1 million victims in 100 days, had ethnic, economic, social, cultural, and political causes (a struggle for power).

<sup>132</sup> R. Zięba, *Leksykon pokoju* [Peace lexicon], Warsaw 1987, p. 156.

The concept of national security policy is often linked to a strictly defensive (or even military) perception of national security or to international relations. One could even come to the conclusion that, in each of these cases, their content and meaning are linked to the scientific specialization of its author, as well as to the understanding of national security (state security) at a given time.

According to Józef Zubek, “State security policy is an element of state policy related to practical activity of the executive branch of government in the sphere of creation and use of the defense potential to achieve the objectives and implement the tasks resulting from the assumptions of the security policy.”<sup>133</sup> Ten years later, an academic dictionary (the dictionary of the National Defense Academy, hereinafter “AON”) assumes that state security policy is “[...] an element of state policy that concerns undertakings related to creation and use of the defense potential in order to prevent and counteract various threats.”<sup>134</sup> In 2008, another dictionary was published at the AON and, despite the long time since then, the following definition was suggested: “State security policy – an element of state policy related to practical activity of the executive branch of government in the sphere of creation and use of the defense potential to achieve the objectives and implement the tasks resulting from the assumptions of the security policy.”<sup>135</sup> The doubts that arise are due to the concept of defense potential, which, according to the authors of the dictionary, means “[...] all the material and moral possibilities that can be used to ensure the security of the state (to wage war). The strength of the state’s defense depends on its size. A state’s defense potential comprises, among others, defense-economic potential, and military potential of states.”<sup>136</sup> It is not difficult to notice the clear tendency to focus on defense.

Any doubts will be dispelled by further definitions from that dictionary, which explain the concepts of military potential and

<sup>133</sup> J. Zubek, *Doktryny bezpieczeństwa* [Security doctrines], Warsaw 1992, p. 11.

<sup>134</sup> *Słownik terminów z zakresu bezpieczeństwa narodowego* [Dictionary of national security terms], Warsaw 2002, p. 98.

<sup>135</sup> *Słownik terminów z zakresu bezpieczeństwa narodowego, wydanie szóste* [Dictionary of national security terms, sixth edition], Warsaw 2008, electronic version, p. 101.

<sup>136</sup> *Ibidem*, p. 104.

defense-economic potential.<sup>137</sup> There is one more suggested definition in the dictionary that is of interest to us: “National security (state) policy – an element of state policy that concerns undertakings related to creation and use of the defense potential in order to prevent and counteract various threats. National security policy distinguishes between economic policy, military policy, foreign policy, and others.”<sup>138</sup> There is no doubt that this approach is more interesting than the previous one, but the defense potential dominates here as well, and the problem is not whether it is defensive or offensive, but rather the association only with the field of defense of much broader issues, which is confirmed by the last part of the definition.

Taking into account the different approaches to the concept of national security policy, as well as the comprehensive approach adopted in this publication, national security policy is defined as a part of the state policy that includes the activities of state authorities in the internal state arena of the state and in the international sphere, which consists in setting national security objectives and interests and ensuring their implementation using various means and tools at their disposal.

There are close systemic relations between the national security policy and other types of state policy, as its interests include international relations, legal, political, social, environmental, demographic, healthcare, educational, scientific, and economic issues consistently in the areas of foreign, fiscal, economic, defense, environmental, social, healthcare, educational, scientific, and demographic policies.

National security policy is conditioned by the specific national needs that it intends to fulfill. These include the needs related to the *system of government* (maintaining and strengthening the existing socio-economic

system, legal order, and social justice<sup>139</sup>); *economic needs* (including increasing the prosperity and wealth of the country, economic growth, economic balance, participation in the international division of labor); *social needs* (participation in the distribution of income, employment guarantees, lack of unemployment, equal access to culture and education, healthcare, social security, equal opportunities for children and youth, combating all forms of discrimination); *environmental needs* (environmental protection, equal opportunities for promotion); and *cultural needs* (cultivating national heritage, respect for differences in world views and ethnicity, protection of the state).

## 1.4. National security strategy

The term strategy has a strictly military origin, and since everything military in the past and in the present has been and is state-owned and, at the same time, political, the classical strategy as such can be considered a natural consequence of state policy.

The word strategy comes from the Greek word *strategikos*, which means the art of commanding an army (*stratós* – the army and *āgo* – I am leading) and planning the way of doing something. *Stratēgós* in ancient Greece was an army or fleet commander. The term concerned war and military matters considered from the standpoint of the supreme commander. Thus, strategy meant the art of preparing and leading the army to the battlefield, which often determined the fate of the state and its authorities. Therefore, the classic concept of strategy comprises two aspects: planning skills and the art of acting. War, with its preparation and conduct, is one of the oldest areas of organized human activity. Thus, the authors of the academic dictionary rightly state that “Due to its consequences, it was (war – note by W. K.) an object of special interest. From the very beginning,

<sup>137</sup> “Military potential – the part of a state’s war potential, expressed as the ability of the armed forces to prevent and counter military and war threats.” “Defense-economic potential – the economic dimension of a state’s defense potential, expressed in terms of the productive side of the functioning of the defense system.” Vide: *ibidem*, p. 104.

<sup>138</sup> *Ibidem*, p. 101-102.

<sup>139</sup> Social justice is defined by at least three criteria. The basic criterion of justice is equal participation of citizens in social burdens, both in terms of restrictions of freedoms and constitutional obligations (in Poland, these include loyalty to the state, concern for the common good, observance of the law, public services, including taxes, defense of the homeland, and care for the environment). The second criterion is equality before the law and the third criterion is impartiality that the state can provide to its citizens.



efforts were made to find out how to ensure victory or the reasons for defeat, i.e. the strategy adopted. For millennia, wars were won or lost in one general battle. Whoever won that battle, won the war (...). What is also important is that the king or emperor, i.e. the person usually holding the highest civilian post, was at the same time the commander in chief.”<sup>140</sup>

Over time, the combination of the functions of a politician (leader of the state) and a military commander became difficult, due to the military revolution, the emergence of mass wars, and the involvement of the entire potential of the states in the conduct of wars. The outcome of the wars was no longer decided in general battles, but in the course of many campaigns and battles and using many, not only military, tools available to the state. Finally, war strategy and military strategy emerged. The former concerned achievement of national goals set by politics, in times of peace and war, with the best possible use of all the means and capabilities of the state (nation), while the latter became the science and art of use of armed forces to achieve national goals, in times of both peace and war.

Nowadays, the achievements of knowledge and strategic art that arose from the military background have become the domain of various fields of science and practical activities. The concept of strategy in the synthetic sense refers to setting the long-term objectives of a given entity and achieving them by adopting direction of activities and allocating resources.<sup>141</sup> The key scientists in the field of strategy, such as André Beaufre, emphasized that strategy is not about achieving what is possible, but about looking for what must be achieved.<sup>142</sup>

A strategy is used in foreign relations, in the field of economy, society, regional development, industrial production, and taxes, and in many other forms of organized activity. What we are interested in is the national security strategy, which has emerged from military and war strategy. In state security policy, winning wars is not enough,

<sup>140</sup> *Słownik terminów z zakresu...* [Dictionary of national security terms...], AON 2008, electronic version..., pp. 126-127.

<sup>141</sup> Vide: J.A.F. Stoner, R.E. Frejman, D.R. Gilbert jr., *Kierowanie* [Management], Warsaw 2001, p. 267.

<sup>142</sup> A. Beaufre, *Wstęp do strategii. Odstraszanie i strategia* [An introduction to strategy. Deterrence and strategy], Warsaw 1968, p. 161.

although it is still the standard fundamental condition for the survival of states and nations. However, national security is about much more. Therefore, as a part of national security strategy<sup>143</sup> in general, national security strategy must be seen through the lens of national security needs, objectives, and interests.

There are a few definitions of the national security strategy that are worth noting, including the following: A definition proposed by Józef Marczak: “National security strategy can be defined as a choice, made on the basis of knowledge and strategic analysis, of the appropriate and necessary means that are available to the state, to achieve the objectives and complete the tasks defined by the security policy.”<sup>144</sup>

- A definition presented at the National Defense Academy in Warsaw:
- “the theory and practice of a state’s action aimed to achieve the adopted security objectives, considered in general terms and of a long-term nature”;<sup>145</sup>
  - “a field of national strategy, which covers creation, preparation, and use of the potential of the state to counteract all threats to its existence and development”;<sup>146</sup>
  - “the field of national strategy, which is a theory and practice aimed at preparing and using the potential of the state to achieve the objective of counteracting all threats to its existence and development, considered in general terms and of a long-term nature.”<sup>147</sup>

All these definitions were prepared at the Strategic and Defense Department of the AON, and are therefore similar. However, given the close link between strategy and policy and the conditions in which the definition was drafted, let me slightly modify the definition proposed

<sup>143</sup> National strategy is the science and art (or theory and practice) of the state’s actions aimed at achieving its objectives in all areas of its activity, using all the means and resources at its disposal.

<sup>144</sup> J. Marczak, *Założenia polityki i strategii bezpieczeństwa narodowego* [The assumptions of national security policy and strategy], in: R. Jakubczak, A. Skrabacz, K. Gąsiorek, eds., *Obrona narodowa w tworzeniu bezpieczeństwa Polski w XXI wieku* [National security in the creation of Poland’s security in the 21<sup>st</sup> century], Warsaw 2008, p. 129.

<sup>145</sup> *Słownik terminów z zakresu...* [Dictionary of national security terms...], AON 2002, p. 131.

<sup>146</sup> *Ibidem*.

<sup>147</sup> *Słownik terminów z zakresu...* [Dictionary of national security terms...], AON 2008, electronic version..., p. 131.

by J. Marczak and give it the following wording: National security strategy – a field of national strategy, defined as a choice, made on the basis of knowledge and strategic analysis, of the appropriate and necessary means that are at the disposal of the state, to achieve the objectives and further the interests set out in the national security policy, considered in general terms and having a long-term nature.

Today, the concept of national security strategy has evolved and contains many more issues than just the use of battles for war purposes (Carl von Clausewitz<sup>148</sup>) or the separation and use of military means for political purposes (Liddell Hart<sup>149</sup>). Thus, a national security strategy is now to be the choice of the means (actions), tools, and ways of achieving them by the highest executive authorities, within the framework of a well-thought-out and consistently implemented concept of action<sup>150</sup> aimed to ensure conditions of national existence and development that are free from any challenges and threats, as well as to mitigate or eliminate the consequence in the event of their occurrence, considered in long term and on a large geographic scale.

The shape, content, and findings of the national security strategy are subordinate to the national (state) security policy, being a tool for its rationalization. The task of policy is to define political objectives and interests of the state, and the task of strategy is to determine the way to achieve them.

<sup>148</sup> C. von Clausewitz, *O wojnie* [On war], Lublin 1995, p. 83.

<sup>149</sup> B.H. Liddell Hart, *Strategia. Działania pośrednie* [The strategy of indirect approach], Warsaw 1959, p. 388.

<sup>150</sup> Cf.: S.P. Sałajczyk, *Strategia w polityce współczesnych państw. Aspekty teoretyczne* [Strategy in the policies of contemporary states. Theoretical aspects], in: *Między polityką a strategią* [Between policy and strategy], Warsaw 1994, p. 20.

## 2. National security conditions

### 2.1. Functions of states in the field of national security

States are the most complex large social organizations that are unrivaled in the modern world. Their structure combines different social groups (formal and informal) and different levels of organization that are in certain relations of subordination and authority to each other. Finally, they have formal characteristics, partly alien to other complex organizations, which include territorial sovereignty, sovereign power, law<sup>1</sup> (including the possibility of coercion), and interests that they pursue taking into account the interests of its individual elementary components and the interests of a nationwide nature.

The concept of function, which is different for many scientific disciplines, is also intuitively understood in different ways. It is often used interchangeably when talking about a job, a role, a significance, an activity, a place of a given entity amidst others, or a task.

Depending on the approach, the methodological assumptions, and the overarching objectives, a function may mean a type of relationship

<sup>1</sup> “The law of a state is a set, an entirety of general rules of conduct, established or recognized by the state, which govern behavior that is of major importance to the state, the observance of which is guaranteed by the state.” Vide: A. Łopatka, *Encyklopedia prawa* [Law encyclopedia], part one, Warsaw 1995, p. 105.

between different values in the sciences or a causal (functional) role in the performance of a certain mission in the biological and social sciences. In practice, a function is often identified with a task.

A function is: “[...] a set (scope) of potential (possible), usually repetitive, typical, and procedurally formalized actions, distinguished by their content (type) and by their relativization to a specific purpose or a part of it (a task).”<sup>2</sup> The essence of the function of a managing body is determined by its right to plan, organize, motivate, and control. An analysis of management functions leads to the conclusion that they do not constitute separate undertakings and are interconnected and complementary. At the same time, it is assumed that activities aimed at fulfilling these functions are performed by different members (components) of the managing body or even by other and separate bodies.

However, the multitude of applications of the term “function” does not mean that it is not possible to distinguish some of its features, which are common to almost all cases. The essence of a function is therefore manifested in the following features: it appears when at least two quantities are taken into account; it is a variable quantity that evolves with the change of other quantities; it is associated with the achievement of a specific effect – an objective (maintaining or changing the state of affairs); when leading to the achievement of the intended effect, it affects both the state of the person performing the function and the environment.

A function, in relation to an entity such as the state, specifies the essential characteristics of its activity and its effects “[...] in relation to the needs of the entity as a whole and to the interests and aspirations of particular social groups.”<sup>3</sup> The *Encyclopedia of Political Science* provides the explanation that the functions of a state are tasks performed by the state in relation to its citizens.<sup>4</sup> Given the primacy of the objective over the function, we must see the danger resulting from associating it with specific or even strategic goals.<sup>5</sup>

<sup>2</sup> L. Krzyżanowski, *Podstawy nauk o organizacji i zarządzaniu* [Fundamentals of the organization and management sciences], Warsaw 1994, p. 185.

<sup>3</sup> E. Zieliński, op.cit., p. 135.

<sup>4</sup> M. Żmigrodzki, ed., *Encyklopedia politologii*, tom 1, *Teoria polityki* [Encyclopedia of political science, vol. 1, Theory of politics], Zakamczycze 1999, p. 214.

<sup>5</sup> It is similarly associated with and even identifies objectives with policy measures.

The functions of a state are intentionally positive even where and when justice was or is something completely abstract. Functions are also subjective and objective. Objectivity is manifested in the measurable and non-measurable value of the state of affairs, i.e. the aforementioned values to which it refers. Subjectivity, on the other hand, means existence of specific addressees of the actions of the state, i.e. all participants of international relations, the nation, and individual citizens, their goods, and the environment.

There are different ways to divide the functions of the state, depending on the approach criterion adopted and the scope of analyses carried out. *The Encyclopedia of Political Science*, after applying the criterion of the territorial nature of a state and the scope of the effects of the activity of its bodies, identifies internal functions (protective, regulatory, adaptive, social, and economic) and external functions of the state (defense, attack, and maintenance of the state of affairs). However, this division seems to be somewhat archaic in view of the ongoing process of globalization, and also because every function of a state results from the existence of other states in its environment. None of the internal functions would be complete if they did not take into account the influence of the international environment, which, especially in the case of the economic, protective, and cultural and educational functions, is very obvious.

A similar approach to the functions of a state is presented by Jerzy Muszyński who divides them into two basic categories: internal and external. Within the internal category, he distinguishes the economic, social, educational, and repressive functions (ensuring public security and order, and counteracting social pathology). The external category includes undertakings that ensure defense of external security, maintaining relations with other countries, and participation in integration projects, i.e. seeking to create multi-state communities.<sup>6</sup>

The most common division of state functions makes it possible to distinguish internal, economic and organizational, social, cultural and educational, and external functions. The *internal function* involves ensuring public security and order, protecting the property

<sup>6</sup> J. Muszyński, op.cit., pp. 100-101.

and health of the society, and safeguarding the sustainability of the ownership system in the internal structure of social relations. Czesław Znamierowski described this function as “[...] the most important task of the state, which gives security to its subjects and allows the ruler to secure the state from its neighbors and achieve his objectives [...]”.<sup>7</sup> *The economic and organizational function* leads to organization of economic life and creation of conditions for business development. *The social function* entails activities for social security, healthcare, social assistance and solving of problems in the labor market, and use of human resources. *The cultural and educational function* includes actions for instilling knowledge and achievements of civilization, dissemination of cultural goods, dissemination of ideas and ideological values, and shaping of civic attitudes and behaviors. The last of the aforementioned functions – the *external function* – consists in ensuring the external security of the state, developing political, economic, and cultural relations with other states, and developing information flows and contacts between people.<sup>8</sup>

As the above demonstrates, the two positions differ in that in the latter, in addition to the external and internal functions, mainly focused on security issues, there are three others. Unfortunately, in this division, although it is understandable from the substantive point of view, different criteria were applied. Therefore, the division proposed by Jerzy Muszyński seems more methodically correct. However, there is still some doubt as to whether the distinction between external and internal<sup>9</sup> issues is currently entirely appropriate.

<sup>7</sup> C. Znamierowski, op.cit., p. 201. The author stated that: “*Maintaining order is a function that the state can neither dispose of nor divide.*”

<sup>8</sup> More information can be found in: E. Zieliński, op.cit., p. 140-151. Joint publication, *Stosunki międzynarodowe – problemy badań i teorii* [International relations – problems of research and theory], Warsaw 1983, p. 101; C. Znamierowski, op.cit., pp. 196-201, 223-227; J. Kukulka, *Międzynarodowe stosunki polityczne* [International political relations], Warsaw 1982, p. 43.

<sup>9</sup> It is assumed that the internal function comprises the social function which involves, among other things, care for unemployed, pensioners, and vulnerable people. Let us ask ourselves whether nowadays, in the era of integration of the labor market, the economy, etc., it is possible for it to be only an internal function. Should it not also be seen through the lens of the state’s external activity?

Therefore, for the purpose of further deliberations, we will assume that if the destiny of the state (its mission) is to serve the society in all possible manifestations of its activity, then the functions of the state will mean important features of its activity and its effects in relation to the needs as a whole and to the interests and aspirations of individual social groups.

Let us now move on to the functions of a state in the field of security, i.e. let us consider what role it should play in order to achieve (maintain or restore) the expected state of security.

The nature of the internal structure of a state’s functions in the sphere of security is procedural. They change with the change in the values that the state attributes the highest importance to. Thus, this function objectively exists, but due to the evolution of the way the mission of the state is translated into its individual components (people, social groups, businesses, authorities), the effect it produces often appears against the expectations of many stakeholders.

For the purpose of our further deliberations, it can be assumed that a state’s security functions are a special case of a state’s general functions that are superior to the security functions. However, for the sake of the matter, we must make a necessary reservation. None of them is a separate and self-contained function, especially when it comes to security issues. This is mainly due to the fact that there are challenges and threats of a global and, therefore, international nature. Thus, ensuring public security and order, state sovereignty, and economic security cannot be a matter of internal, economic and organizational, or external function alone, because without activity in all areas it would not be possible to counteract many problems identified as challenges and threats to national security. Eugeniusz Zieliński also notes this when saying: “The internal function of a state is not only about activities in clearly defined areas of social life within the state. In fact, these are activities in many areas of social life inside and outside the state.”<sup>10</sup>

In our deliberations on the matter of national security, we have drawn attention to the essence of security as a value superior to other national values. We have stated that security is the goal of action aimed to ensure internal and external conditions conducive to the

<sup>10</sup> E. Zieliński, op.cit., p. 141.

development of the state, its vital interests, and protection against existing and potential threats.

The authorities, acting on behalf of the state and within the limits of national law, play an essential role in ensuring security by having a formal mandate to legislate, administer the state, control the observance of legal rules, and enforce state coercion against all actors in the political system.

In the *objective* approach, the functions of public authorities in the field of national security are seen through the lens of what a given authority is expected to do on behalf of the state in order to achieve security objectives, as a special field of performance of public tasks.

The essential functions of a state and, consequently, the functions of public authorities in the field of national security, include:

- taking care of the state's high position in the international arena;
- protecting the constitutional order, defined as the activity of state bodies and institutions and a system of legal rules that guarantee the continuity of the constitutional system of the state, including protection of the state as a legal and political organization, as well as protection of human and civic freedoms and rights;
- protecting classified information and personal data;
- ensuring acceptable quality of life for citizens;
- ensuring cultural security, including protection of public morals and customs, language, and cultural heritage;
- ensuring highly efficient and effective administration of justice;
- taking care of the physical and mental fitness of the society;
- education for (in the field of) security;
- shaping the national morale, attitudes, and civic behavior;
- ensuring (protecting) the functioning of the authorities and administration bodies in conditions of peace, crisis, or war;
- ensuring public security and order, i.e. maintaining peace and normal behavior in interpersonal relations and protecting life, health, and property from unlawful attacks;
- protecting the existing ownership system;
- protecting human life and health, and protecting goods and the environment from negative effects of human activities, technical breakdowns, and forces of nature;

- providing a material and spiritual basis for survival of the population in conditions of security threats, crisis, and war;
- ensuring territorial integrity and inviolability of borders;
- protecting the economic interests, including ensuring stable (undisturbed) conditions for economic growth and competitiveness of the national economy;
- protecting the state border and, more broadly, integrated state border management; and
- protecting areas, facilities, equipment, and shipments important for defense, economic interests of the state, public security, and other important state interests.

Following the principle of *adequacy*, it must be noted that there are two main groups of competences of public authorities in the entire field of security. The first is based on the application of the rule that response to threats to public security and order and to universal security begins at the basic level – the commune – to become a domain of higher authorities (district, province, and central government) as the scale of the threat increases. In most cases, local authorities act in this respect on their own, without the involvement of the central authorities. In these circumstances, the principle of use of competences in “bottom-up” activities applies, the leading role in management is played by the basic-level administration, and the higher-level administration provides coordination.

The second group of competences involves a different (literally opposite) application of competences and course of proceedings. It concerns situations, events, and circumstances that require action by the central authorities or their local departments, on the initiative of the central authorities, and in accordance with procedures established by them. Prevention and countering of armed aggression, economic threats, serious disturbances of public order, acts of terror, mass migrations, violations of the political sovereignty of the state, corruption, economic crimes, threats to the constitutional order, and other situations of similar importance require the supreme and central government administration bodies to play a dominant role.

Due to the complexity of the threats, their multidimensional nature, as well as their consequences, the activities of public administration



cannot be so easily arranged, according to the above schemes and – usually – they consist in simultaneous fulfillment of many roles, depending on the mission and tasks of the actors in this process.

By generalizing the above findings, it can be concluded that:

- in the field of public security and order, universal security, and compliance with the regulations governing the legal order in terms of normal functioning of the society<sup>11</sup>, where situations requiring appropriate action are local, the main role is played by the local administration, with the higher-level administration bodies having only a coordinating and supporting role;
- where specific situations involve vital national interests, the central authorities play the main role and the local authorities are involved (or not) in the implementation of specific executive tasks;
- however, there are such conditions and circumstances in which a state functions, serious threats to internal security, external threats, and political and military crises or wars when almost all functions are performed at the same time, the coordination of which falls within the competence of both central and local administration; in such circumstances, local governments, both performing their own functions and participating in the performance of nationwide functions, are not able to overcome the problems associated with their performance and assistance of the state (the central authorities) is necessary.

## 2.2. Foundations of national security

When analyzing different views and positions (classic, modern) concerning interpretation, as well as practical applications of such terms as *values*, *needs*, *goals*, and *interests*, we frequently encounter their identification and, simultaneously, different prioritization of their importance, i.e., their interdependence. In this section, from the point of view of the subject matter under consideration, I only wish to present the position (thesis) that the relationship between these

<sup>11</sup> These include environmental protection, fire safety, waste management, nature protection, monument protection, plant protection, veterinary and sanitary protection, consumer protection, construction supervision, and road traffic.

terms has the following order: values, i.e. a conscious belief about positive (and negative<sup>12</sup>) characteristics of people, specific things, phenomena, and circumstances; followed by needs, as a desire to satisfy them; followed by permanent goals, as final and desirable effects of the action; and finally interests, which in this case mean the form and manner of expressing and directing the fulfilled needs and achieved permanent goals from the point of view of the benefits to be brought by a specific action.<sup>13</sup>

### 2.2.1. The concept of national values

According to the common understanding, a value is identified with the features of various objects and characterizes their usefulness, quality, worth, goodness, and beauty or lack thereof (negation), i.e. the negative equivalent of these characteristics. This is pointed out by Władysław Szostak who stated that “[...] values, that is, on the one hand, judgments that distinguish the phenomena of reality as good or bad, nice or ugly, pleasant or unpleasant (joyful, sad), decent or indecent, moral or immoral, etc.; on the other hand, indirectly (emotionally motivated) acts of will that result in directives (norms) that qualify the phenomena of reality as ordered or prohibited, desired or undesirable to achieve (actions).”<sup>14</sup>

However, when assessing certain phenomena, states of affairs, material objects, or properties of non-material phenomena, guided by specific individual or group needs, we pay attention to those that are objectively valuable to us. Valuable means having high value, precious,

<sup>12</sup> A value can be either positive (assessed as positive) or negative (assessed as negative). From the point of view of social needs, it is obvious that people strive to achieve values assessed as positive and that is what we will focus our attention on.

<sup>13</sup> Vide: J. Kukułka, *Zaspokajanie potrzeb i rozwiązywanie konfliktów w stosunkach międzynarodowych* [Fulfilling needs and solving conflicts in international relations], in: E. Haliżak, R. Kuźniar, eds., *Stosunki międzynarodowe, geneza, struktura, dynamika* [International relations, origins, structure, dynamics], Warsaw 2000, p. 244; L. Krzyżanowski, op.cit., p. 178.

<sup>14</sup> W. Szostak, *Zarys teorii polityki dla studentów nauk politycznych* [An outline of the theory of politics for students of political sciences], Toruń 2007, p. 171.

and desirable.<sup>15</sup> As a result of such a one-sided approach, a value can therefore be defined as positively assessed characteristics of people, of any things, but also of states of affairs (including relations and influences), situations and events, ideas, or institutions to which an individual and/or society (including the state) attributes an important role in life, which is necessary for development, and the pursuit of which is treated as a necessity because of the need to fulfill them. Of the multiple considerations of value, the synthetic yet cognitively valuable analysis of this concept by Leszek Krzyżanowski deserves attention. He assumes that: “Value is a product of feelings, convictions, or beliefs of a subject: an individual, a social group, another community, a cultural community, or a global society about what is positively assessed and considered worthy of desire and aspiration in natural and psycho-social-cultural reality.”<sup>16</sup>

Values are arranged in the human mind according to a hierarchy. This hierarchy is established by each entity in the course of its development. Values are also grouped. In both cases, the need to satisfy them forces people to take appropriate action and often to refrain from any action.

It is generally agreed that the content of national security derives from national values, defined in the 1970s by the Serb Dmitriyevich and then developed by J. Kukułka and modified by R. Zięba. These values include:

- a) *survival* (of a state as an independent actor in international relations, a nation as a distinctive ethnic group, biological survival of the population). This is a core value for which every state (and society) is prepared to sacrifice other values, as they cannot be preserved when the existence of the entity itself is threatened;
- b) *territorial integrity*, which still is often the main equivalent of security;
- c) *political independence*, i.e. the absence of dependence of the state (more strictly of the state authorities) on the influence of different

<sup>15</sup> Vide: *Podręczny słownik języka polskiego* [Pocket dictionary of the Polish language], a reprint based on the edition of M. Arct of 1939, Warsaw 1957, p. 397.

<sup>16</sup> L. Krzyżanowski, op.cit., p. 143.

- actors in terms of exercise of political power in the internal and external dimension (also a traditional equivalent of security);
- d) *quality of life* (standard of living, level of socioeconomic development, quality of social relations, scope of civil rights and freedoms, cultural heritage, lifestyle and quality of life, friendly and safe natural environment, safety of life, health, and property – minimization of threats to life, health, and property resulting from human activity and the action of forces of nature, development prospects).<sup>17</sup>

### 2.2.2. National needs

The inseparable companion of values is needs and this also applies to the sphere of national security. Needs are an essential motive for working towards achieving the desired values, i.e. those positively defined states of affairs, under certain conditions. The degree and scope of their implementation determines the existence and development of a given entity. Not every value is an object of desire, both because of the entity's capabilities (lack of purchasing power) and because of the usefulness of the value (a value that is noticed, but is not useful, not necessary for life, survival, and development).<sup>18</sup> If the value is the realized and expected attribute of something or someone, then the need is the desire to acquire, possess, and keep it, as well as the feeling of lack and, at the same time, the desire to satisfy it. Needs may relate to material, social and cultural, spiritual, and intellectual

<sup>17</sup> Vide: R. Zięba, *Kategoria bezpieczeństwa w nauce o stosunkach międzynarodowych* [The category of security in the science of international relations], in: *Bezpieczeństwo narodowe...* [National security], p. 10; Cf.: W. Łepkowski, L. Mucha, *Bezpieczeństwo narodowe a walki niebrojne (studium)* [National security and non-armed fight (a study)], Warsaw 1991, p. 11; J. Marczak, J. Pawłowski, *O obronie militarnej Polski przełomu XX-XXI wieku* [On Poland's military defense in late 20<sup>th</sup> and early 21<sup>st</sup> century], Warsaw 1995, pp. 78-81; and A. Madejski, *Wystarczalność obrona – kontrowersje i realia* [Defense sufficiency – controversies and reality], in: P. Sienkiewicz, *Wystarczalność obronna* [Defense sufficiency], Warsaw 1996.

<sup>18</sup> This is interestingly phrased by P. Dobrowolski and S. Wróbel who classified political needs into rational and irrational, real and ideal, true and false, and intellectual and non-intellectual. Vide: P. Dobrowolski, S. Wróbel, *Wprowadzenie do nauki o polityce* [Introduction to the science of politics], Katowice 1987, p. 100.

values that are essential for the functioning of entities and every social group, and the formalized organizations formed by people.

National security needs, as Józef Marczak aptly put it, mean “[...] conscious and necessary efforts to prepare the state on all levels and in all areas of its organization for continuous and effective protection and defense of national interests and values against military and non-military threats in conditions of uncertainty and progress – ensuring survival of the nation and its values, prosperity and well-being, and creation of favorable conditions for present and future generations [...]”<sup>19</sup> In a similar vein, the essence of the needs referred to as general social needs is expressed by Eugeniusz Zieliński who said: “The needs of a society as a whole embody the aspiration of the entire society for sovereignty, struggle, integration, alliances and coalitions with actors in the international environment, international authority, solidarity, separateness, and identity.”<sup>20</sup>

It is not difficult to notice that in both cases, as in the view of many other authors, national needs are almost identical to national needs in the field of national security and, in other words, all national needs are strongly intertwined with security, without which they would have no chance of fulfillment.

These needs are twofold. Some of them result from the fact that societies function in state organizations they identify with and whose fate influences the fate of the local community<sup>21</sup> (this is where the essence of vital and important national security goals is fulfilled).

<sup>19</sup> J. Marczak, *Potrzeby i udział społeczeństwa w tworzeniu bezpieczeństwa narodowego* [The needs and participation of the society in formation of national security], in: W. Kitler, sc. superv., *Wojskowe wsparcie władz cywilnych i społeczeństwa – założenia przygotowania i użycia* [Military support to civilian authorities and the society – assumptions concerning the preparation and use], part 2 (final document), Warsaw 2004, p. 94. Vide: J. Marczak, *Spółeczeństwo w tworzeniu bezpieczeństwa narodowego* [The society in creation of national security], in: R. Jakubczak, J. Marczak, K. Gąsiorek, W. Jakubczak, *Podstawy bezpieczeństwa narodowego Polski w erze globalizacji* [The fundamentals of Poland's national security in the era of globalization], Warsaw 2008, pp. 98-106.

<sup>20</sup> E. Zieliński, op.cit., p. 214.

<sup>21</sup> So far, and for a long time to come, Aristotle's thesis that *man is created by nature to live in a state* remains valid. Vide: K. Leśniak, *Arystoteles* [Aristotle], Warsaw 1989, p. 199.

Others are of an eminently local character, i.e. one that has little influence on the fate of a state and a nation as a whole, but requires care and implementation from the point of view of the local community.

In the theory and practice of the problem, different approaches to the problem are encountered. In general, let us assume that needs can be divided according to subjective and objective criteria.

The subjective approach leads to the conclusion that needs concern:

- every individual depending on his or her age, social status, material situation, physical and mental development, and the environment in which he or she lives (civilization, social, and natural);
- social, formal (family, social, professional, and political organizations) and informal groups;
- the whole state group – values common to the whole society that lives in the state; and
- the international community – values common to the international environment.

This division is of a conventional nature, but at the same time makes it possible to notice the complexity of the nature of the different types of security, depending on the entity concerned.

The most numerous is undoubtedly the group of needs of an individual nature. Depending on the situation of an individual, including age, education, social environment, economic position, worldview, physical and mental state, ability to adapt to changes in the environment, and availability of support in the society (also in the state), every individual feels and values security needs differently. One could even say that there are no two people who have the same or almost the same security needs. This is due, among other things, to the fact that a person feels safe depending on how he or she evaluates his or her relationship with other people.

However, there are security needs that many consider to be common, which makes them strive to fulfill them together. This is due to the fact that it is easier for a group to achieve what an individual is unable to do or at least what is too burdensome for an individual.

The appearance of such objective-oriented groups – because they are formed in order to meet common needs – results in the fact that group security needs include individual needs jointly protected and defended by all members of a group and needs of a higher order, i.e.

those which did not exist and were not relevant for individuals before the group was formed.<sup>22</sup>

Such a social group may also be a local community that is connected not only by economic and political needs, but also by cultural needs, traditions, customs, and unwritten social norms, which often are foreign to other social groups. A similar methodology can be applied when moving to a higher level of social needs in the field of security: needs of a nation-wide or international nature.

The result is that:

- individual security needs are different for each individual and should be considered from the point of view of each individual;
- group needs arise from the need to meet individual needs that have been balanced by way of a consensus, including those of a higher order – those common to the group after its emergence;
- national needs are a special modification and a result of individual and group needs, whose added value results from the emergence of factors such as power, a territory with its borders, and a society (nation), as well as other actors in international relations;
- international security needs concern individuals and multiple social groups, and are the aspirations of multiple actors in international relations (by agreement, fight, or lack of any cooperation) to pursue common objectives.

From the point of view of the objective approach, security needs, more or less well realized, concern such fields as:

- *public security and order, and justice*, including increased detection and enforcement in the fight against offenses and crimes against life and health, property, domestic, school, and social environment violence; combating demoralization and juvenile delinquency, alcoholism, drug addiction; providing assistance to victims of crime and offenses; improving road safety; ensuring protection

<sup>22</sup> Group needs can often be dominated by individual needs that the group considered worthy of common concern (this is the case, for example, among unions and associations of people with disabilities, victims of crime, single mothers or fathers raising children etc.). However, individual needs may often be less important to a particular group. There may then be a need to abandon or adjust individual needs so that they become common to all. This is particularly noticeable in the case of international security.

of material goods, including critical infrastructure; preventing organized crime, and corruption; increasing public participation in these activities, etc.;<sup>23</sup>

- *universal security*: improving the quality of emergency services; providing immediate material assistance and psychological care, including religious care; providing temporary shelter, food, medical, and other social assistance; supporting creation of social (non-governmental) forms of civil protection and rescue services; improving safety in rest areas; efficient organization of humanitarian aid, etc.;
- *healthcare and sanitary and epidemiological security*: creating conditions for efficient healthcare; increasing access to medical services in the place of residence; reducing the risk of human and animal diseases; preventing zoonoses, violations of occupational health and safety regulations, technological and nutritional standards, etc.;
- *environmental protection and waste management*, including improved water, soil, and air quality; protection of living and inanimate nature; enforcement, including suppression of infringements, of waste management regulations; and environmental education of the public;
- *protection of cultural heritage and national identity*, including cultivation of national heritage; respect for differences in world views and ethnicity; and protection of the cultural heritage (spiritual and material) of the nation;
- *economic security*: economic stability; lifestyle and quality of life, material prosperity; access to social assistance in extreme situations; availability of and possibility to choose the place of work; fair wages, and other;
- *education and upbringing*, including equal opportunities for children and youth, and even adults; access to public forms of education, including upbringing (museums, libraries, cultural centers); access to sports and recreation facilities; shaping knowledge, skills, and habitual behavior in difficult situations; psychological and

<sup>23</sup> Cf.: J. Marczak, *Spółeczeństwo w tworzeniu bezpieczeństwa narodowego* [The society in creation of national security], in: R. Jakubczak, J. Marczak, K. Gąsiorek, W. Jakubczak, *Podstawy bezpieczeństwa narodowego...* [The foundations of Poland's national security...], p. 104.

educational assistance; and integration of the society around common local initiatives;

- *social security*, primarily protection that the society provides to its members, families, and children by preventing impoverishment and poverty caused by loss of earnings, illness, motherhood, discrimination in employment, unemployment, disability, old age, and death;<sup>24</sup>
- *state security*<sup>25</sup> (including mainly military, economic, political, environmental, social, and constitutional order security): protection and defense against violation of the sovereignty of the state and its territorial integrity; protection of national identity in the face of progressive globalization processes; preservation of sovereign power; protection of human and civil freedoms and rights, etc.;
- *international security*: these include the same values as those of state security, the implementation of which is conditional upon, arises from, and is possible through implementation of specific actions in the international arena.

The aforementioned fields where (national) needs in the area of broadly defined security are articulated could be reduced to two main areas. The first concerns the scope of needs that arise from the functioning of the society in a state. Since the state is exposed to a number of threats and faces with many difficult situations (political, economic, social, and cultural), the society feels, directly or indirectly, the effects of this state of affairs and, as a consequence, expects to be provided with decent conditions for safe living and development. The second concerns the hardships of everyday life. At any time, people (their health, life, assets, and environment) are exposed to the

<sup>24</sup> Although this issue is related to others, I distinguish it due to the subject matter and scope of the problems it involves. Vide: J. Marczak, *Spółeczeństwo w tworzeniu bezpieczeństwa narodowego* [The society in creation of national security], in: R. Jakubczak, J. Marczak, K. Gąsiorek, W. Jakubczak, *Podstawy bezpieczeństwa narodowego...* [The foundations of Poland's national security...], p. 104.

<sup>25</sup> In this case the state security needs result from the fact that a social group has organized itself into a so-called "state group" (Cz. Znamierowski), which expects its aspirations to be fulfilled by the institution of the state, without whose existence this would not be possible. Hence the eternal desire of people to live in such an organized community.

negative effects of socioeconomic development, criminal activities, natural disasters, or to be more concise: *negative human activity or activity of the forces of nature*.

### 2.2.3. National interests, *raison d'état*

The essence of national security consists, among others, in the fact that its provision is connected with the occurrence of challenges, opportunities, difficulties (weaknesses), and threats (i.e. a special group of conditions) that affect the implementation of national interests which determine the sustainability of the state (as a political institution) and the society, together with their political, cultural, and economic ties.

Each actor of international relations has its own specific sphere of national interests, which in turn leads to the existence of a divergence and/or a community of these interests in the sphere of international relations, as well as in the internal sphere. The interdependence of national interests, mainly of the most important countries, shapes the world order. The discovery of common and divergent areas is the basis for rational and efficient state action in the international arena.<sup>26</sup> The issue of national interests is mainly addressed from the point of view of international relations and, consequently, national interests are neglected in the internal (intra-state) aspect. In modern times, this is not entirely appropriate, both because of the increasing globalization and because of the existence of many interest groups (political, economic, social) within states. This premise is also followed by the author when discussing the issues specified in the title of this section.

National interests are often placed above national objectives in a hierarchical order, assuming that a national interest is a set of objectives that the state seeks to achieve first or that a national interest is a set of general and permanent objectives that a nation strives to achieve. In the author's opinion, this is a misguided and logically incorrect approach, unless objectives are already operational, but it is a matter

<sup>26</sup> A similar phenomenon occurs in relation to interests of an individual nature whose common values form the basis of group, national, and international interests.



of the next level of verification. Besides, most definitions of national interests are complex and vague. Following the line of reasoning that shows that national interests are also a set of objectives (only those pursued first and those that are the most important), objectives are logically still a broader concept than interests. However, in the course of further deliberations, arguments for a different perception of the essence of national interests will be presented.

According to Irena Popiuk-Rysińska, “An interest can therefore be defined as the desired states of affairs that are achieved or protected by entities, or, in other words, goods whose absence or shortage, current or anticipated, causes the entities to act. They can take different forms: things, values, relationships, or properties of the environment or the entity itself.”<sup>27</sup> In this case, this understanding of the term *interest* corresponds to the understanding of needs adopted in this publication. While discussing political interests, Marek Chmaj and Marek Żmigrodzki stated: “Any needs of individuals or social groups that express the need for collective cooperation to master the objective conditions of existence and development in relation to a given need can be called the interest of individuals (individual interest) or the interest of social groups (collective, social interest).”<sup>28</sup> This time, too, it turns out that interests are needs. Nevertheless, there are some indications that interests are needs, which nevertheless require the belief that specific conditions for existence and development can be achieved through appropriate behavior and cooperation with others.

Similar intentions can be guessed from a different interpretation of national interests: “[...] whatever the era or system, the behavior of states on the international scene is governed by two primary motives, which reflect fundamental national interests. The first is the will to survive, i.e. to preserve its own existence and, to varying degrees, its identity, which, in relation to a nation formed into a state, means safeguarding sovereignty and territorial integrity, and nowadays,

<sup>27</sup> I. Popiuk-Rysińska, *Uczestnicy stosunków międzynarodowych, ich interesy i oddziaływanie* [Participants in international relations, their interests and interactions], in: E. Haliżak, ed., R. Kuźniar, *Stosunki międzynarodowe, geneza, struktura, dynamika* [International relations, origins, structure, dynamics], Warsaw 2000, p. 99.

<sup>28</sup> M. Chmaj, M. Żmigrodzki, *Wprowadzenie do teorii polityki* [Introduction to the theory of politics], Lublin 1998, p. 67.

increasingly often, the political and socio-economic system and, at least to some extent, civilizational values.”<sup>29</sup> It also follows from this interpretation that needs (identified herein as *primary motives*) guide the structure and scope of fundamental national interests. However, we still do not know what these interests are.

Very helpful in this regard is the approach of Leszek Krzyżanowski who wrote about the sense of interest that it is “[...] a belief that actions aimed at achieving objectives, derived from the value of the objectives, will be beneficial to the entity in some way and, therefore, the outcomes will be greater than the outlays incurred.”<sup>30</sup> The essence of an interest is expressed in the following statement of the same author: “The position of an entity in the social structure is also connected with the concept of *interest*, which can be understood as the relation between some objective, existing, and future state of social (organizational) relations and the assessment of this state by the entity from the point of view of benefits to be brought about by the activity, which is measured by the availability of goods in the broad sense (...) or, in other words, participation in the division of goods and influence on this division.”<sup>31</sup> Thus, the key thing is benefits, which results from the classic understanding of interest, i.e., a matter or thing to do, a speculation, a benefits, a profit, a reason to take part in something, but also with someone.

Józef Kukułka helps answer the question of what national interests are by writing: “In the course of their fulfillment, aspirational needs are transformed into operational needs that manifest themselves as interests. They are a form of expression and guidance of the needs being fulfilled and, at the same time, they create a link that connects those needs with the objectives of nations, states, or other governing groups.”<sup>32</sup>

<sup>29</sup> M. Dobroczyński, J. Stefanowicz, *Polityka zagraniczna* [Foreign policy], Warsaw 1984, pp. 15-16.

<sup>30</sup> L. Krzyżanowski, op.cit., p. 177.

<sup>31</sup> Ibidem, p. 178.

<sup>32</sup> J. Kukułka, *Zaspokajanie potrzeb i rozwiązywanie konfliktów w stosunkach międzynarodowych* [Fulfilling needs and solving conflicts in international relations], in: E. Haliżak, R. Kuźniar, eds., *Stosunki międzynarodowe, geneza, struktura, dynamika* [International relations, origins, structure, dynamics], Warsaw 2000, p. 244.

This time let us return to the essence of the statement that a national interest is a set of general and permanent objectives that nation strives to achieve. Is it correct to conclude on this basis that a national interest is tantamount to the most important national objectives? In the author's opinion, it is not. This is because the essence of the understanding of interests lies in the fact that the acting entity (in our case an individual, a nation, or a state), while adhering to certain values, formulates the needs and permanent objectives of its actions in order to define the actions needed to achieve them, from the point of view of the benefits achieved. Thus, a national interest is the attitudes (behaviors), the forms of their expression, and all activities in the international and intra-state arenas that are considered important for the development and functioning of the state (nation) at a given time, and thus are oriented towards the fulfillment of national needs and objectives, from the point of view of the expected benefits. This is any operation aimed to achieve expected states of affairs (results), operationalized (adapted) to processes, events, relationships, and rules that result from the specific situation of the state.

Also, from a semantic point of view, it is not difficult to see the difference between objectives and interests. The former are achieved, striven for, and are the effects of an action, while the latter are pursued. It would be incorrect to say that "interests are achieved," that "interests are striven for," or that "interests are the result of an action" because interests are primarily pursued in order to achieve the intended effects – the objectives.

National values and objectives are relatively constant, while needs change; therefore, interests are a special game in the international and intra-state arena<sup>33</sup> that results in caring for the values and objectives achieved and, at the same time, fulfilling specific needs.

It is primarily the state that must guard national interests and no other country or organization can provide it with adequate protection, especially when they do not see adequate efforts in this regard on the

<sup>33</sup> Issues of an intra-state nature are becoming as important as international ones today, because of both the complexity of the political system within the state and the emergence of many external actors in the economic, financial, media, and political areas (e.g. funding of political parties from external sources).

part of the state concerned. According to Michał Dobroczyński, every state implements a policy for the benefit of its own interests, which means "First of all, that self-interest is the overriding interest. That every state basically, or at least mainly, pursues its own development. If it can do it at somebody else's expense, it will most likely strive to do it."<sup>34</sup>

Reasonable politics is supposed to serve national interests (self-interests), but not at any cost, not at the expense of others (although this is not always possible), because by clashing and agreeing on many different interests, a picture is formed of the development and progress of individual actors in social relations. Michał Dobroczyński also sees this property when he states: "On the other hand, a new, characteristic phenomenon in the current stage in the development of economic relations is that states cooperate more intensively than in the past, forced by major technological and social revolutions to support international economic cooperation, mutual concessions, conciliation and compromise more than in the past."<sup>35</sup> However, even in such circumstances, the measure of a state's position in the international arena (the strength of its interests) is its ability to play a game that, as Joseph S. Nye put it, makes other entities consider its interests as their own<sup>36</sup>.

National interests must determine the shape of a state's international obligations and not vice versa. This combination of a realistic (primarily self-interests) and idealistic (collective interests of various interest groups in the state or in the international arena) approach to the issue of interests in general constitutes the essence of politics<sup>37</sup> in its various dimensions and manifestations.

<sup>34</sup> M. Dobroczyński, *Międzynarodowe związki gospodarki z polityką* [International links between economy and politics], Toruń 1994, p. 16.

<sup>35</sup> Ibidem.

<sup>36</sup> J. S. Nye, *Transformacja potęgi na świecie* [Transformation of power in the world], in: S. Dworecki, *Od konfliktu...* [From conflict...], p. 12.

<sup>37</sup> This is because politics means, among other things, activities of organized social groups that influence the activities of the state and other actors of international relations in order to protect, defend, and maximize the preferred system of values and interests in the intra-state and international dimension. Vide: *Encyklopedia politologii...* [Encyclopedia of political science], vol. 1, pp. 231-232.

A national interest is the attitudes (behaviors), forms of expression, and all activities in the international and intra-state arenas that are considered important for the development and functioning of the state (nation) at a given time, and thus are oriented towards the fulfillment of national needs and objectives, from the point of view of the expected benefits.

This is any operation aimed to achieve expected states of affairs (results), operationalized (adapted) to processes, events, relationships, and rules that result from the specific situation of the state.

A special case of state (national) interests is *raison d'état*. *Raison d'état* is usually understood as an overriding interest of a state, and thus belongs to the category of interests, but because of its importance, it is at the very top of their hierarchical order. A state's *raison d'état* is a system of the most vital internal and external interests of the state, which are given preference in its activities.

It is assumed that the *raison d'état* is “[...] arrangements that consider the needs of the state as the highest good and actions that take these needs into account, while pooling group interests so as not to weaken the state and break its unity.”<sup>38</sup> The essence of *raison d'état*, which expresses the primacy of the general interest of the state as a whole over specific interests, as Florian Znaniecki puts it “[...] is such an amalgamation and harmonization of group interests that their divergence does not weaken the state and does not break its unity.”<sup>39</sup> Wojciech Lamentowicz considers *raison d'état* to be “[...] conditions that enable the state to exist safely, preserve the integrity of its territory and the sovereignty of its power, shape its form freely, beneficially cooperate and peacefully compete with other states, and achieve socioeconomic development.”<sup>40</sup>

<sup>38</sup> *Słownik terminów z zakresu bezpieczeństwa narodowego* [Dictionary of national security terms], Warsaw 2002, p. 118.

<sup>39</sup> F. Znaniecki, *Kult państwa* [The cult of state], in: *Polska myśl demokratyczna w ciągu wieków. Antologia* [Polish democratic thought over centuries. An anthology], Warsaw 1986, p. 300.

<sup>40</sup> W. Lamentowicz, *op.cit.*, p. 42.

Kazimierz Łastawski points to a special issue in the understanding of *raison d'état*: “The *raison d'état* of a state expresses the overriding interests of the nation and the state, which are concentrated above the particular interests of political parties and groups, so that their differences do not weaken the state or break its unity.”<sup>41</sup> He continues: “*Raison d'état* encompasses problems of survival (seeking optimal security, sovereignty, and territorial integrity) and preservation of the conditions for the development of the state and the nation (democracy, identity, culture).”<sup>42</sup> If we follow the cited author's arguments, we will assume that the following content is the basis for *raison d'état*: safe survival of the state, sovereignty, territorial integrity, internal stability, development of identity, prosperity, education, consistency of behavior, recognition, and prestige of the state.”<sup>43</sup>

Another important issue in the *Encyclopedia of Political Science* is raised by M. Żmigrodzki who stated that “Nowadays, despite many different interpretations, the idea of *raison d'état* is generally understood as recognition of the needs of the state and the good of the state as the highest norm of political action.”<sup>44</sup> Group and national interests, and *raison d'état* of a state are shaped in public debate, which often, perhaps always, can turn into conflicts and disputes between individuals and social conflicts and disputes, in various areas of human activity, including national security. However, because of its interdisciplinary nature, this debate and these conflicts and disputes concern, or manifest themselves in, many areas of state activity and functioning of the society.

In a democratic state, this process is probably the most difficult one, due to the freedom to express interests and free and universal access to the debate on them. Thus, following Wojciech Lamentowicz's arguments and extending his intentions, it can be concluded that in a democratic state, due to the pluralism of values, needs, objectives, and interests, no one can determine their specific content individually,

<sup>41</sup> K. Łastawski, *Racja stanu Rzeczypospolitej Polskiej* [The *raison d'état* of the Republic of Poland], Warsaw 2000, p. 12.

<sup>42</sup> *Ibidem*, p. 38.

<sup>43</sup> *Ibidem*, p. 39.

<sup>44</sup> *Encyklopedia politologii* [Encyclopedia of political science], vol. 1, p. 248.

“[...] but this can be done together by all citizens participating in the debate on the interests and values that are important for the survival of the life of the entire community, for the continuity of traditions and opportunities for development, and for identity and security.”<sup>45</sup> Values, needs, and objectives, as well as interests and *raison d'état* are arranged in a kind of building (tower) of interdependent categories and their contents (Figure 2).

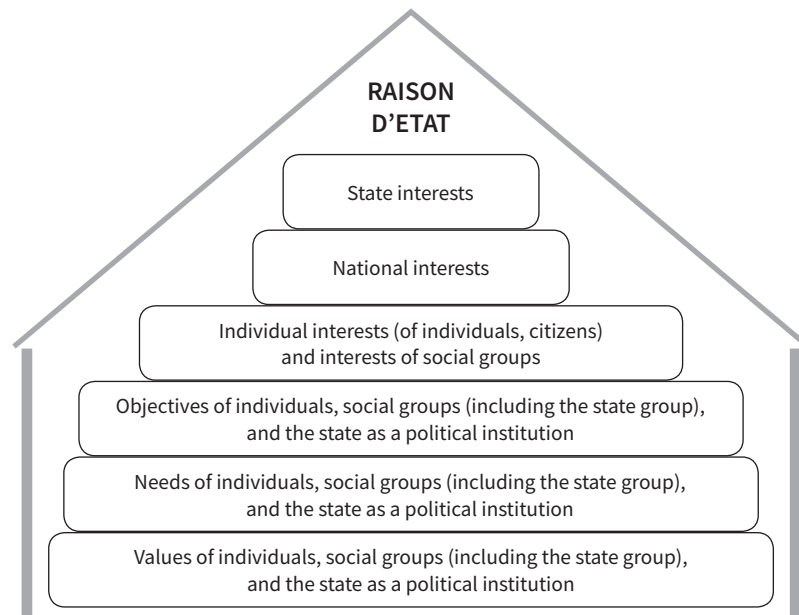


Fig. 2. A hierarchy of values, needs, objectives, interests, and *raison d'état*  
Source: Prepared by the author.

The essence of this debate, which constructs this building, is that no one can be in a privileged position in advance and no one can be in the position of someone condemned to failure. No subject can be omitted and no matter can be deprived of the care of those who are interested in it. If the foundations collapse, the roof will collapse and if the roof is damaged, the foundations will also fall apart.

<sup>45</sup> W. Lamentowicz, op.cit., p. 42.

## 2.2.4. National security mission, objectives, and tasks

Usually, in colloquial language, terms such as *mission*, *objective*, and *task* are used interchangeably, but for the purpose of the following deliberation, they should be distinguished in order to indicate the activities (states, behaviors, and results of activities) of the state as an organization and, consequently, the national security system.

There are no big differences in the understanding of these terms both in dictionaries<sup>46</sup> and in the theory of the problem; consequently, it can be assumed that:

- a mission means an object of aspirations and permanent pursuits of an organization (system), an assignment, satisfaction of specific social needs, permanent and uninterrupted pursuit of something, the cause of creation and existence of an organization and the way it is perceived by the society<sup>47</sup>;
- an objective is a future desired result (outcome) of an action; a marked, specific result (end) of an action in time and space;
- a task is a thing to be done, an issue to be handled instrumentalized in the context of the objective to be achieved; in other words, it is an operationally specific part of the objective of an action to be achieved.<sup>48</sup>

A state is the result of actions aimed at ensuring the existence and development of the society that inhabits it. As an object that is the result of an organization of social structures, it forms a space for individual and group activity allowing for the fulfillment of desires, aspirations, and expectations. This aspect of its activity causes the institutions of the state's political power, when expressing social expectations in this respect, to create conditions for its undisturbed existence and development. In doing so, they take actions aimed to ensure stability and internal and external order with other communities organized into states and with those that do not have their own

<sup>46</sup> In French or English dictionaries, the meaning of one term is explained by the use of the others, but nevertheless the distinction between their meanings is clear.

<sup>47</sup> Vide: J. Penc, *Decyzje w zarządzaniu* [Decisions in management], Cracow 1997, p. 51.

<sup>48</sup> Cf.: L. Krzyżanowski, op.cit., pp. 179-181.

states. This aspect of the state's activity gives form to its individual, national, and collective security with the participation of other social entities, as well as international security. These two dimensions of activities create a functional interpretation of a state's activity, giving form to its mission which relates to ensuring existence – persistence, survival – and development of the society that inhabits it, and of its social groups and individuals.

The usefulness of a state as a subject of social relations is reflected not only in its current functioning, but also in the creation of conditions for existence and development that relate to the future. This aspect of the activity of the institution of political power makes it a necessary requirement to formulate the objectives of a state related to almost every domain of social, political, economic, and other life. This is a necessity and, at the same time, a requirement and a *raison d'être* of the existence of the state. This is reflected in its political and legal doctrines and in its system of government. As a consequence of this state of affairs, a state's objectives are defined in an ad hoc manner, which results from the current activity of the institutions of political power, and in a long-term manner, which results from a specific concept of political action. The combination of these two perspectives of objectives, short – and long-term, making them coherent in the context of order and its projection, takes place within the framework of programmatic documents, doctrines, and national and international security strategies. Their form refers to the current activities of state institutions, as well as to the creation of desired future states of affairs.

The formulation of the mission, the objectives, and the tasks related to ensuring the existence and development of a society gives form to national security identified with the community that inhabits the state. This security is related to multiple fields with specific functions of the state and, consequently, the form of the mission it performs. Based on the mission of a state, decomposed into its individual functions (identified with domains), when identifying the actions the state undertakes, one can distinguish groups of related objectives. The form of the objectives can be deconstructed into tasks that are performed by the state in individual domains. Application of

the approach described herein makes it possible to show the cause-and-effect relationships that exist between the mission of the state, its objectives, and its tasks, and consequently allows to define them. In addition, it makes it possible to provide an assessment of how they are formulated and implemented on the central level, which is entirely related to creation of conditions for maintaining and ensuring national security over time.

The mission, objectives, and tasks related to maintaining and ensuring national security are contained in laws, implementing acts, and development strategies. They are designated to enable the state to function in three states: peace, crisis, and war. Each of these states is regulated by separate normative acts. There is no uniform interpretation of them that would cover the activities of the institutions of a state and, in a way, their properties in the indicated circumstances.

The overarching mission of a state in the field of security is to ensure the existence of a sovereign and independent nation and state, within inviolable borders. It is to ensure real internal stability, by having and using real capacities to protect and defend the territory, the society, and the political power, to maintain and create proper conditions for development and a system of external relations that guarantees persistence and survival in the international environment. This category is linked to overarching objectives, identified through the lens of *raison d'état* based on national interests: vital, important, and others, in the internal and external dimension of state security. These include pursuit of *raison d'état* in the external and internal dimensions of national security; ensuring continuity of the state, public authority, national and state identity; protection and defense of the state as a political, territorial, and social institution; protection of life and health of people, their assets (material and non-material), and the natural environment, as well as human and civil rights and freedoms.



The first of the specific missions in the field of security is to ensure political security, i.e. sovereignty of the state and conditions for uninterrupted functioning of the political system, including protection of the institutions of political power against criminal activities by individuals or groups seeking to undermine the constitutional order of the state.

It involves the following objectives: to strengthen power (and governance as such); to protect sovereignty; to protect the state and its constitutional order; to ensure conditions for uninterrupted functioning of the political system entities; to protect the pursuit of national interests; to protect the international position of the state; to counteract extremism of social groups; to combat and limit the influence of hostile ideologies, to increase the ability to recognize and protect against threats to state security; to ensure the security of citizens, to protect human rights and fundamental freedoms, and to strengthen the democratic legal order; to promote respect for human rights, to support democracy, and to reduce the differences in development.

Against this background, the leading tasks are related to increasing the ability of state institutions to recognize and protect against threats to its security. Issues related to ensuring political security within the framework of national security determine its nature. The accompanying tasks are the following: to identify, prevent, and combat threats to the state and its constitutional order, and in particular to its sovereignty and international standing, independence, and inviolability of its territory, as well as to the defense of the state; to identify, prevent, detect, and prosecute the perpetrators of espionage, terrorism, violation of state secrets, and other crimes affecting state security, as well as crimes of corruption by persons who exercise public functions, as this undermines state security; to recognize international terrorism, extremism, and international organized crime groups; to combat activities detrimental to the economic interests of the state; to protect classified information; to obtain, analyze, process, and transmit to the competent authorities information that may be important for protection of the internal security of the state, its constitutional order, as well as the security and international position of the state and its potential, including economic and defense; to protect diplomatic

posts abroad and their employees against activities of foreign secret services and other activities that may harm the interests of the state; to recognize and analyze threats that occur in areas of tensions, conflicts, and international crises that affect national security, and to take action to eliminate them; to recognize, prevent, and detect crimes against activities of state institutions and local government, administration of justice, elections and referendums, and public order, if they are related to corruption or activities detrimental to the interests of the state; to recognize, prevent and detect crimes against peace and humanity, as well as war crimes, crimes against the state, and such acts against foreign states that ensure reciprocity; and to protect persons important for the welfare of the state.

The second of the specific security missions is to ensure security and public order manifested through public awareness, undisturbed rule of law, and public stability, including protection of the state borders.

The objectives in the field of public security and order are to ensure social order, to give legitimacy to the activities of the institutions of state power, to protect the legal order, to protect norms and customs, to ensure protection of civil rights and freedoms, and to use social, individual, and collective abilities.

Against this background, shaping of the legal order in the area of state security and creating conditions for social activity for protection and defense of the society and the state can be identified as the tasks of state institutions. These tasks provide a formula for interaction between the authorities and the society and the participation of the latter in shaping social attitudes.

The objectives related to protection of the state border are to ensure integrity of the state border and compliance with the rules governing its crossing by persons, as well as the regulations governing the import (export, transit) of goods; to prevent illegal transport of goods; to prevent penetration of infectious diseases and dangerous goods across the border; to prevent fiscal crimes and offenses, as well as crimes and offenses related to crossing of the state border or movement

across the state border of goods and products subject to excise tax that are required to be provided with mandatory excise tax marks.

The third mission is to ensure universal security and, in this respect, to protect the life and health of citizens, as well as their property, from the effects of natural disasters and technological catastrophes.

The associated objectives are to protect the population against the effects of natural forces and human actions; to protect the environment in which the population functions; to ensure the highest possible level of security to citizens by providing protection against the risks and consequences of natural disasters, socioeconomic changes, and human actions; to conduct rescue operations in case of fire and other natural disasters, as well as technical, environmental, and medical emergencies; to provide medical emergency services and assistance to any person in a state of emergency where the consequence may be serious bodily injury, impairment of vital functions, or loss of life; to shape social awareness of the responsibility for the level, effects, and quality of security education, and to promote security, including the creation of a model of secure life and existence; and to raise social awareness in terms of understanding of contemporary phenomena and processes that are a source of threats to security.

In doing so, the organization of the state must be able to carry out the following tasks: to improve the operations of institutions that ensure public security; to ensure operation of the emergency call system in terms of accepting emergency calls and their qualifications, dispatching rescue forces and medical rescue teams, and coordinating and monitoring rescue operations; to carry out tasks in the field of mountain, water, and mining rescue, search and rescue at sea (SAR), and aircraft search and rescue (ASAR); to provide humanitarian aid; to perform rescue and civil protection tasks in the civil protection system; to prepare a rescue and civil protection program; to support public initiatives in the field of improving knowledge of emergency medicine and medical rescue; to implement a legal mechanism that will enable efficient functioning of rescue and civil protection services; to develop general objectives and tasks related to education

for security; to diagnose the state of security education; to conduct scientific research in the field of universal security; to determine the principles of functioning of the security education system; to provide citizens with the knowledge and skills needed to respond in a conscious, purposeful, effective, and rational way to emerging threats; and to systematically improve the skills of public administration staff in security matters.

The fourth specific mission in the field of security is to ensure social security, which requires creation of conditions for individual and collective existence and development according to the essence and nature of individuals and the society.

The associated national security objectives are social security and social assistance, health security – ensuring public health; high level of prosperity, sustainable social development, protection of living conditions of the population, protection of working conditions, counteracting unemployment, counteracting social stratification, counteracting social conflicts related to the economy; medical care including specialist hospital care; implementation of new medical technologies and treatment methods; health promotion; creating and implementing social development programs; raising the quality of life of citizens; ensuring respect for dignity, rights, freedoms, and social security of people; and promoting the principles of subsidiarity and dialogue and the concept of common good.

The tasks that result from the above objectives are to supply medicines and provide rehabilitation, palliative care, services for carers of disabled and elderly people, psychiatric and dental care; and to carry out tasks in the field of complementary and alternative medicine. Others are to organize healthcare, to organize medical rescue services, to organize the system for monitoring, preventing, and combating diseases; to supervise medicinal products, medical devices, medical device equipment, active implantable medical devices and biocides, as well as cosmetics in terms of safety and human health; to organize and supervise the state medical rescue system; to ensure proper sanitary conditions and sanitary supervision, to coordinate food safety and, in particular, to supervise the health quality of food

in the production and marketing process and of materials and articles intended to come into contact with food; to supervise genetically modified organisms by issuing decisions authorizing the placing on the market of novel foods and decisions authorizing the placing on the market of medicinal products; to provide health resort medical services; to coordinate social security systems in terms of in-kind medical services; to provide healthcare services; to carry out teaching and research tasks; to monitor threats to life or health that are present in the country; to ensure self-organization of security matters, especially on the local and regional levels.

The fifth specific mission of the state is to ensure cultural security, which consists in preserving and nurturing the values that determine national and state identity and in drawing on the experience and achievements of other nations.

The objectives of the institutions of power are to eliminate radical ideologies from social life, to prevent conflicts of religious, ideological, and ethnic nature; to develop and care for material and immaterial national heritage; to maintain and disseminate national and state traditions; to protect values of spiritual culture and customs; to protect the material culture and the intellectual heritage of the nation; to counteract uncontrolled migration of the population; to promote the national culture; to ensure balanced flow of cultural values and to counteract threats to cultural identity.

The associated tasks are to counteract uncontrolled changes in the ethnic composition of the society; to counteract uncontrolled migration of the population; to protect and care for monuments; to build a system for managing national heritage resources; to build new, coherent institutional and structural solutions that implement the program for protection of cultural heritage and national identity; to support civil society initiatives in the process of protection of national heritage; to ensure legal, organizational, and financial conditions that enable sustainable conservation, management, and maintenance of monuments; to prevent threats that may cause damage to the value of monuments; to prevent destruction and misuse of monuments; to prevent theft, loss, or illegal export of monuments abroad; to control

the state of preservation and the destination of monuments; and to take into account protective tasks in spatial planning and development and in shaping of the environment.

The sixth specific mission is to ensure military security, understood as protection and defense of the territory of the state and counteracting external and internal threats that may lead to aggression and, consequently, to armed conflict.

In this regard, the state's objectives are to maintain the security and territorial integrity of the country; to consolidate international peace and stability; to be prepared to address external threats that involve the threat of the use of force; to be prepared to use the military force of the state internally in view of the possibility of disruption of its internal order; and to maintain response readiness.

Against this background, the associated tasks are to strengthen the state's defense potential; to develop the potential of the armed forces; to increase the interoperability of the armed forces with the allied forces within the North Atlantic Treaty Organization and the European Union; to create a system of strategic reserves; to participate in missions and operations of international armed forces; to be involved in political and military cooperation with other states, both bilateral and multilateral; to defend the state and resist armed aggression by participating in a strategic defense operation in the territory of the state and by participating in a defense operation outside the territory of the state in accordance with its obligations as an ally.

The seventh mission in the field of national security is to ensure economic security, which includes creating material and financial conditions necessary for the survival, prosperity, and sustainable development of the society, as well as efficient operation of the state and its institutions.

Against this background, a state's objectives are to ensure stability of public finances; to develop economic relations with other member states of the European Union; to develop relations with international financial institutions (World Bank Group, European

Bank for Reconstruction and Development); to participate in shaping of financial markets (Eurozone); to ensure raw materials security; to ensure technological security; to ensure food security; to ensure energy security; to protect industry and trade; to build a knowledge-based society, to create educated human resources and disseminate innovation and new technologies; to initiate and coordinate actions aimed to ensure energy security; and to protect the state's economic interests.

The tasks of a state's institutions are the following: to prepare for introduction of the Euro currency; to cooperate with international financial institutions; to create and implement strategies, plans, and programs for economic development of the state; to maintain a financial equilibrium; to control government administration bodies, the National Bank of Poland, state legal persons, local government bodies, and other organizational units and economic entities in terms of how they use state or municipal assets or resources and meet financial obligations to the state; to conduct fiscal audits; to implement a customs policy in the part concerning imports and exports of goods; to recognize, detect, prevent, and combat offenses related to the entry into and exit from the territory of the state of goods subject to restrictions or prohibitions on trade for reasons of public security and public order, or international security; to counter money laundering and financing of terrorism; to create the state's intellectual capital; and to build ties between the national academic community and domestic and foreign companies and public institutions. As a consequence of the tasks undertaken and implemented, states are required to maintain (ensure) and create conditions for undisturbed economic development, on the background of its functioning that is social in all conditions, i.e. peace, crisis, and war, as well as to protect the security of citizens and undisturbed functioning of public administration, institutions, and businesses.

The eighth specific mission of a state in the field of security is to ensure security of information and telecommunications (including in cyberspace).

The associated national security objectives are to implement modern IT technologies for state management; to build a modern ICT network

for monitoring the power grid in use; to develop a modern public electronic administration (e-administration); to ensure protection of personal data and privacy of individuals; to provide security and protection of communication infrastructure adequate to the risks in place; and to prepare a program for protection of the national ICT infrastructure against disturbances caused by activities in virtual space.

The tasks carried out by institutions of a state are to counter cyber attacks, to prevent use of technology by criminal and hostile elements; to ensure comprehensive management of information assets, infrastructure designed for their processing, and information security risks; to define requirements and principles for initiating, implementing, maintaining, and improving information security management in the organization; to use safeguards in the following areas of information security management: information security policy, information security organization, asset management, personal security, physical and environmental security, systems and network management, access control, obtaining, developing, and maintaining information systems, management of information security incidents, business continuity management, and compliance.

The ninth specific mission is to ensure environmental security by implementing sustainable development and preserving the environment in an undisturbed condition.

The objectives that are pursued are to protect the natural environment and to prevent its degradation, to ensure rational use of natural resources and their restoration; to counteract the effects of pollution and to restore the damaged components of the environment; to manage environmental resources in a sustainable way; to influence improvement of the natural environment; to support ecological movements; to influence the awareness of the society concerning the state of the natural environment; to support scientific research aimed at improving the state of the natural environment; to protect of living and inanimate nature and landscape; to participate in creation of state policy in international forums; to care for the environment in the country and worldwide and to influence the long-term development of the country, implemented with respect

for nature and human rights, so as to take into account the needs of both people living now and future generations; to counter climate changes in the environment; to provide legal protection of valuable objects; to properly shape the environment and to reintroduce or, where justified, introduce valuable species.

The accompanying tasks are to carry out environmental and consumer education and to organize and promote eco – and agritourism; to prepare reports on the state of the environment and environmental protection plans, to promote techniques and new pro-environmental solutions; to plan and implement renaturalization and revitalization projects; to perform treatments and implement solutions aimed to protect and enhance biodiversity; to conduct research and environmental monitoring; to protect and shape the environment and ensure rational use of its resources; to protect the nature and plant and animal species, legally protected forests, animals, and other objects of nature; to control observance of environmental protection requirements and to study the state of the environment, forestry, forest and woodland protection, and hunting. Other tasks are to supervise the use of products and genetically modified food, with the exception of matters related to authorization of placing on the market of food and pharmaceuticals and matters related to genetically modified organisms for use in feed and genetically modified feed in respect of certain tasks or activities provided for by relevant legislation; to establish and run information points and educational centers; to ensure sustainable, rational, and effective management of environmental resources; to initiate international cooperation in favor of environmental protection; to promote, organize, and coordinate international pro-ecological projects; to promote pro-ecological pollution reduction and waste management methods; to prevent and stop human activities that have a negative impact on the environment; and to promote environmentally friendly methods to reduce floods and increase natural water retention.

The tenth mission is to contribute to international security. It includes creation of conditions for existence and development in the international environment in accordance with national needs and interests.

The objectives of the actions of a state's institutions, especially its diplomatic services, are to shape the international security architecture of the state; to create the policies of international organizations; to influence the activities of non-state and non-governmental actors; to develop bilateral and multilateral forms of international cooperation; to promote and support respect for human rights, to promoting democracy, and to reduce development disparities; to develop confidence-building and security measures; and to ensure effective application of international regimes. The effect should be the best possible shaping of the international security environment. Against this background, the tasks that can be associated with these objectives are to ensure effectiveness of international regimes with regard to non-proliferation of weapons of mass destruction, means of their delivery, and disarmament; to ensure effectiveness of international institutions with regard to conventional arms control, disarmament, and confidence-building and security measures; to be an active member of international organizations; to promote respect for human rights and democracy, to reduce developmental disparities; to combat terrorism and extremism; to provide humanitarian aid; and to combat the climate changes occurring in the natural environment.

The pursuit of the mission, the objectives, and the tasks of a state is verified by institutions of political power. Their role is not only to determine how tasks are to be carried out, but also to supervise and control the activities carried out and to evaluate them against this background. It is in the nature of these activities that all resources are combined and used in a synergetic way within the policy and strategy pursued. Three elements should be highlighted. The first is plans and programs that decompose the objectives into tasks to be performed by individual institutions of the state organization. The second is assessment of the progress of these plans and programs carried out by the institutions of political power. The third is maintaining, modifying, or abandoning the adopted objectives and adapting the tasks against this background. All of these elements create an organizational culture in the field of national security. It should be emphasized that this is a particularly important and sensitive element. It determines the condition of the state's actions



related to its security policy and strategy. Thus, it determines the final form of national security and the ways of ensuring it in time and space.

### 2.3. Typology of national security conditions

An analysis of historical experience shows how important an element of a state's activity is to strive for its persistence as a political institution, its sovereignty, political independence, and territorial integrity, and for maintain power within the state. In the background were the issues of security of the nation (civil society) together with its moral and material goods, including the natural environment.<sup>49</sup> Only in a democratic state can one see the chance for a broad approach to national security issues. Only in such a state "the nation is the holder of power"<sup>50</sup> and, consequently, only there the nation can fully express its interests, with room for the broad concept of national security interests.<sup>51</sup>

Achievement of national security objectives depends on many factors. A holistic approach allows national security to be perceived as a separate whole, while the criterion of contextuality allows it to be considered in a wider environment, i.e. through the lens of existence of other beings that are on a higher, equal, or lower level in the hierarchy. In this way, the typology of national security conditions may include internal and external conditions, with links between them.

Internal conditions are related to what is happening inside national security, namely material and energy related, social, and cultural

factors. External conditions, on the other hand, consistently cover the same factors, which are inherent in the national security environment and influence it both directly and indirectly.

However, there is a complex sphere of conditions that, one could say, do not fit into one and the other of the above-mentioned groups of conditions. This is due to the fact that national security is perceived as a social system of action and, consequently, there is a wide range of factors that result from the fact that subsystems and even its elementary components are directly or indirectly linked to each other and to elements of its environment. There is thus an intra-system synergy effect, accompanied by a synergy "outside" of the whole. In the internal, external, and synergistic aspects, the conditions of national security are material – and energy-related, social, and cultural.

#### 2.3.1. Material – and energy-related conditions

The material – and energy-related conditions of national security include material objects that people draw from the resources of nature, transform, and use in various useful forms and qualities (values), effects caused by the forces of nature, the financial possibilities of the state, and people's combined experience and creative output in this sphere, called material culture.

Therefore, material – and energy-related conditions include land (territory), water and air, access to natural resources – inanimate and living nature (mainly strategic raw materials), and products transformed, to a greater or lesser extent, by people. The level of technological advancement in the transformation of these products and the abundance of natural resources determine the potential of the state and thus the potential of national security. This sphere of conditions is accompanied by a number of factors that, as a result of people's active role or the action of natural forces, can cause disturbances in the normal functioning of an organization, which can be described as challenges and threats resulting from the action of natural forces or caused by human activity in the process of obtaining, using, and processing its resources. The strengths and weaknesses that arise as a consequence of the impact of natural

<sup>49</sup> Even the internal functions of a state – ensuring public security and order, protection of the property and health of citizens, and safeguarding the existing ownership system – are connected with the internal sphere of social relations – with a stable social order within the state, which clearly leads to the conclusion that this is mainly about the state as a political community rather than a servant community – expected care for the good of the community.

<sup>50</sup> E. Zieliński, *op.cit.*, p. 106.

<sup>51</sup> In capitalist, fascist, or socialist states, the nation could not fully articulate its expectations, and if it made any efforts in this regard, they often met with strong resistance on the part of the state.

forces and the accompanying human activities play an important role in the potential-forming role of material – and energy-related conditions. The conditions of national security that are of great importance include the possibility of satisfying the state's financial needs in this regard.

### 2.3.2. Social conditions

Social conditions result from the very public nature of man as an individual, from the nature and characteristics of social groups, including such a complex group as the state group, and the international social environment. In states described as law-abiding liberal-democratic states, the importance of social influences on the fate of the state is clearly increasing. According to Wojciech Lamentowicz, "Civil society is thus the social environment in which the state operates" and, consequently, he goes on to say, "If the state is a democracy, then civil society is active in public affairs [...]."<sup>52</sup> The essence of the functioning of a liberal-democratic state, which is manifested in reconciliation of the interests of many of its entities, leads to the conclusion that the influence of the society on the fate of the state takes various forms and law is the mediator in conflicts of interest<sup>53</sup>. One should also keep in mind that the state does not cease to be an organization of rule that cares about the common interests (national interests) of its society<sup>54</sup>.

The social conditions of national security can also be divided into those that are its social characteristic and those that result from the social nature of its environment. In the national security environment, there are individual citizens who enjoy legal protection of their freedom; businesses operating in the market and their organizations (second pillar); social and political organizations whose aim is to

<sup>52</sup> W. Lamentowicz, *op.cit.*, p. 52.

<sup>53</sup> *Ibidem*, p. 51.

<sup>54</sup> This is the source of criminal law, traffic law, and financial and tax law, and the constitutions of individual states reserve the right to restrict economic and civil rights during states of emergency. It is not limited only to the permanent and inalienable right to religious practices, to life, to personal dignity, etc. as defined by human rights.

exert influence on the activities of the state, including those seeking to exercise power or holding power in the state; non-profit organizations, i.e. organizations that in principle do not operate to achieve profits, but instead seek to satisfy the most vital social needs (third pillar), as well as organizations of a public nature (central and local government organizations) performing the functions of the state under the applicable law.

The internal dimension of national security as an organization (or rather national security system) includes its individual members (people), with different views and influences on its functioning; business persons commissioned for, or charged with, specific duties<sup>55</sup>; social and political organizations (e.g. trade unions), with a clear exclusion of the struggle for power phenomenon<sup>56</sup>; non-governmental organizations, and public authorities.

Social conditions understood in this way are subjective in nature. If the complexity of social processes is taken into account, such factors arise as interests (private, public, state, and international), legal norms, social conflicts, diversity of social standing and roles, inequality in living standards, formal and informal social influences, separateness of societies in terms of their states, quantitative and qualitative diversity, and mutual obligations – the bonds that unite despite all divisions of interests and others. In this case, the issue of challenges and dangers associated with human activities that are detrimental to the interests of others, whether deliberately or by negligence, deserves special mention.

<sup>55</sup> The manner in which such obligations are imposed may take various forms, from restrictive ones (requisitions of goods and services in their negative sense) through public procurement, to voluntary commitments.

<sup>56</sup> We exclude struggle for power that is proper for a state, but foreign to an organization in which its creator (builder) sets the rules of the game in this matter. However, this does not mean that the pathological phenomenon of fight for influence on, and domination over, its individual elements and people is alien to a security system as an organization.

### 2.3.3. Cultural conditions

The last group in this typology of national security conditions is cultural conditions. In the broadest sense, in the opinion of Jan Szczepański, culture is “[...] all products of activity, material and non-material values, and recognized ways of conduct, objectivized and accepted in any community, handed over to other communities and next generations.”<sup>57</sup>

Among the various elements of culture, the following deserve special attention: historically constituted social relations; political relations; state policy; political culture; religion; philosophical and ethical concepts, strategies (doctrines), and programs; law, legitimization of power, education and upbringing, science (scientific theories), physical culture, and all the products of artistic activity of people, together with the cultural legacy of the nation – the historical national heritage. The most important elements of cultural heritage also include national values, needs, goals and interests; national identity, myths, customs, and patterns of behavior, public opinion, norms of conduct, as well as political relations, which are treated almost as a separate case of social relations.

The cultural conditions of national security are a complex and dynamic determinant of the efficiency of this organization. The factors mentioned above dominate over others of this nature that affect the state and thus its security.

Conscious human activity is connected with the existence of three tangible determinants. These determinants are people – conscious participants of specific processes (social dimension of the conditions), material – and energy-related elements (material and energy related dimension), and culture as a product of intellectual human activity (cultural dimension).

When determining the conditions of national security, a holistic approach can be used, which takes into account all the elements of the organization (system), making it possible to distinguish those that are a part of its environment and, most importantly in this case,

those that are the most important factors for changes in the system and its environment.

A regularity can also be observed in the fact that some of the conditions of national security are variable and highly dynamic (e.g. technological development, scientific and technological progress, level of knowledge and understanding of the real world, personal and institutional variability in politics etc.), while others are relatively or completely permanent (e.g. population, size of the territory, natural resources, national identity, traditions, religion, etc.). However, a sudden change in the value of a permanent condition often causes greater disturbances than changes in the dynamic and variable conditions. A sudden loss of access to raw materials, a change in the territorial characteristics of a state or in its political status and international links may cause greater disruption than a change in the factors in the first group. Based on the experience of national security, we are “accustomed” to the variable factors because, by nature, we are able to cope with the difficulties that result from a constant change of certain conditions. It is different when the change concerns a permanent or relatively permanent factor (state of affairs), which, both in the physical world and in social awareness, may end in a change of a specific development (civilization) era.

A comprehensive approach to national security conditions also involves a perception of factors with different degrees of probability of fulfillment, both objective (independent of human observation) and subjective (depending on cognitive abilities and social evaluation).

Thus, national security conditions as a whole include: *material – and energy-related conditions, social conditions, and cultural conditions*. Their nature can be the following:

- according to their location: *external, internal, synergistic – combined* (also due to the links between internal and external factors);
- according to the source of the condition: *political, economic, psychosocial, environmental, and military*;
- according to the form of interaction: *direct and indirect*;
- according to variability in time: *permanent or relatively permanent; variable*;
- according to their perception: *objective and subjective*;
- according to the degree of probability of occurrence: *certain, likely, and unlikely*; and

<sup>57</sup> J. Szczepański, *Elementarne pojęcia socjologii* [Elementary concepts of sociology], Warsaw 1970, p. 78.

- according to the scale of impact: *significant (decisive)*, *minor*, and *indifferent*.

The perception of the conditions in question involves the need to respect the links between their different types. In practical analyses, assessment of only one of the problems brings limited benefits. For example, estimation of natural resources only in terms of their quantity and quality, and in the context of just one state, does not reflect the proper structure of their impact on the security and potential of national power. Combining this issue with other issues (such as access to them, resources of other states, economic links with them, trends in modern technologies, their influence on the policies of actors of international relations, on the economic life of the state, on social existence, etc.) gives a proper picture of the influence of natural resources on the state of affairs in question.

## 2.4. National security measures and tools

Like a state policy in general, a national security policy<sup>58</sup> comprises a set of various activities aimed to shape the desired attitudes of other objects of interests and to gain the desired states of phenomena and processes inside and outside the country. Within national security, a legal and organizational framework for action is created to ensure the security of the state as a political institution and of the entire society (nation). Different means<sup>59</sup> and tools are used in these actions.

<sup>58</sup> This concerns a post-behavioral as well as functional concept of politics, which considers it, respectively, as a solution to the society's problems and an achievement of objectives that result from consideration of social needs, and as a function of the social system which ensures its development through resolution of conflicts and pursuit of specific social interests; thus, this is a policy understood as "a set of actions taken by the decision-making center that are aimed at achieving the set goals by means of appropriately selected measures." Vide: *Encyklopedia politologii...* [Encyclopedia of political science], vol. 1, p. 231-232; E. Zieliński, op.cit., p. 207-209.

<sup>59</sup> Cf.: I. Popiuk-Rysińska, *Środki i metody polityki zagranicznej* [Measures and methods of foreign policy], in: *Polityka zagraniczna...* [Foreign policy...], pp. 77-91; J. Marczak, J. Pawłowski, *O obronie militarnej...* [About military defense...], pp. 89-90.

A national security measure is any intentional action taken by a state, alone or in cooperation with other entities, the consequences of which are addressed to subjects of international and intra-state relations and serve to achieve intended national security objectives and interests. It is the ability to take specific actions and, consequently, to use different ways (methods) with different national security tools. The measures are divided into negative, positive, and neutral, and from their content it can be assumed that each of them is a properly chosen method, i.e. a way of acting while achieving the assumed goals.

The scope of the selection of measures and tools depends on the nature of the challenges and threats, on their perception by the state authorities (mainly managerial), as well as on the capabilities of the state (national power) and external conditions (e.g.: provisions of international law, attitude of allies, and determination of the subject – the source of the threat).

There are various national security tools. They include material products, organizational tools (e.g. diplomacy, economy, armed forces, secret services, police, border guards, fire brigades, research institutes, cultural facilities and centers, inspectorates, and guards) or technical tools and intangible resources (factors) (e.g. national morale, strategies, state policy, law, science, and education).

### 2.4.1. National security measures

National security measures, from the objective standpoint, can include diplomatic, economic, military, internal<sup>60</sup>, cultural (ideological); scientific and technical, environmental, normative, special, and other measures<sup>61</sup>. Some of them are already well established in both

<sup>60</sup> The word internal refers to actions taken in relation to activities of guards, services, and inspectorates, among others to ensure the security of the system of government, as well as public and universal security.

<sup>61</sup> Measures are different from policy tools. Measures are undertakings aimed to change or maintain the state of affairs, while tools are objects used for the performance of these undertakings.

international relations and internal affairs. These are diplomatic, economic, military, normative, and special measures.

The concepts that require explanation for proper understanding of national security measures are the following:

- **diplomatic measures** – specific actions of state authorities to shape desired attitudes of other objects of interests and to gain desirable states of social phenomena and processes inside and outside the country, in order to achieve national security objectives, using all tools available to the state;<sup>62</sup>
- **economic measures** – all actions taken in the economic (market) sphere and the sphere of economic infrastructure (transport, communication, and energy) that affect the achievement of national security objectives;<sup>63</sup>
- **military measures** – all actions taken in the sphere of the statutory activities of the armed forces in the international and domestic arena;
- **internal (public and universal security) measures** – all actions taken to ensure that public and universal security is respected to achieve national security objectives;
- **cultural (ideological) measures** – actions of the state related to creation of views, attitudes, values, culture, and national (state) identity, serving the objectives of national security; also referred to as *psychosocial measures*;<sup>64</sup>
- **scientific and technical measures** – all actions of the state and its individual entities in the field of scientific and technical progress and science, aimed at ensuring achievement of national security objectives;
- **environmental measures** – actions related to shaping of the natural environment that serve achievement of national security objectives;
- **normative measures** – actions of the state related to its legislation and to international law, ensuring achievement of national security objectives; and

<sup>62</sup> Cf.: I. Popiuk-Rysińska, op.cit., p. 84.

<sup>63</sup> Cf.: ibidem, p. 85.

<sup>64</sup> Ibidem, p. 89.

- **special measures** – actions carried out mainly through the use of secret services, aimed at influencing other actors of international relations, protecting national interests, and protecting state institutions from the influence of agents of other states and other external and internal entities.

Listing all possible ways (methods) of acting within the framework of particular types of national security measures exceeds the framework of this monograph, but in order to obtain an appropriate view of the matter, I present below the most important ones. Namely:

- a) *the group of diplomatic measures* includes entering into/breaking political and political-military alliances; breaking off/entering into diplomatic contacts; negotiations, consultations, diplomatic notes; threats, warnings, diplomatic support; declarations of support for other countries' policies; information blockade; diplomatic blockade (isolation); diplomatic and political visits; sponsorship of debates and resolutions; recalling/removing ambassadors; and visa restrictions;
- b) *economic measures* include use of international economic organizations<sup>65</sup> to influence states that are "sources of risk"; ensuring a high position of the national economy in relation to external capital; increasing expenditures on national security; investments in infrastructure; economic assistance and economic blockade; severance of economic relations; imposition of services in trade; application of a system of incentives for capital investments in security-related areas; implementation and sponsorship of modern technologies; prohibition or restriction of export/import of goods and services; a boycott, a ban on the sale of foreign goods in the country; restrictions on foreign companies; customs facilitations or restrictions; granting or withdrawing governmental credit guarantees; entering into or breaking trade agreements between states; arms production; strengthening economic cooperation; building up reserves and stocks; using incentives for performance of tasks related to security by businesses, local governments, and individual citizens; mobilizing the economy; actions to create plans for the functioning of businesses at times of threats; economic support

<sup>65</sup> For example: the International Monetary Fund, the World Trade Organisation, and the World Bank.



- for the armed forces (including allied forces), guards, services, and inspectorates; spinning off, protecting, and supporting operations of businesses that are of particular importance for security, defense, and economic interests of the state; technology transfer; maintaining inactive production capacities for needs related to the state's mobilization; and programming of mobilization of the economy;
- c) *military measures* include establishing military cooperation; arms control; conducting exercises; increasing combat readiness of armed forces; protective measures; deterrence and intimidation; use of armed forces; intensification of training and raising the level of training of specific forces; shaping high morale and professional ethos; raising the level of mobility of troops; promoting universality of the defense duty; creating military reserves; ensuring proper deployment of specific forces in the national territory; increasing/limiting the number of troops; militarization; purchase of weapons or disarmament; creation of procedures for cooperation with other entities; and implementation of modern technical and organizational solutions;
  - d) *internal measures (political system, public and universal security)* include blocking of the border, tightening or easing of the procedures for border checks; increasing the level of training and education of specific services, guards, and inspectorates; supporting social initiatives in this field; creating uniform procedures and standards of operation; taking preventive and preparatory actions; and supporting social activity (social organizations);
  - e) *cultural (ideological) measures* include creating an atmosphere of social acceptance for actions taken by public authorities; security education; cultivating the nation's intellectual heritage; protecting the nation's cultural heritage; shaping social attitudes and national morale; actions for preservation of national and state identity; and promoting the standards of international humanitarian law;
  - f) *scientific and technical measures* include supporting inventive and scientific activities; initiating research and development programs; increasing investment in science and higher education; using a system of incentives for businesses to support science; standardizing and unifying technical progress (multi-variant use of specific types of equipment); using statutory guarantees for research plans and programs; working to close the technological gap;

- g) *environmental measures* include improving water quality, proper waste management, improving air quality, nature protection, combating industrial hazards, control over the use of genetically modified organisms, and modernization and development of environmental monitoring;
- h) *normative measures* include implementation of the European Union and NATO standards serving national security interests; creating a legal basis for organization of the state for the purpose of national protection and defense; provision of universal legal regulations, incorporation and codification of law in terms of duties of authorities, businesses, organizations, and citizens, participation of non-governmental organizations, the insurance system, and financing of tasks;
- i) *special measures* include strengthening cooperation between secret services; special actions;<sup>66</sup> intelligence and counter-intelligence activities; protection of classified information; combating corruption and computer crime.

Individual measures (actions) may have a different intended effect on the behavior of an entity or on the state of affairs to which the action relates. At the same time, this can be achieved in different ways. In some circumstances it may be actions with positive impact on their addressee and that may be perceived by him or her as such, while in other cases it may be actions with a negative impact on the addressee, but with positive results for the perpetrator, and in still other circumstances it may be actions that are neutral. Regardless of all the possible combinations mentioned above and others, one thing is important: it is the entity (state) that takes specific steps (measures) who should strive to achieve positive results and otherwise the action taken is mistaken, unless it was included in the overall strategy.<sup>67</sup>

<sup>66</sup> These include such methods such as surveillance of important political and economic figures, blackmailing politicians, provocations, recruiting agents, and subversive actions, which are not always approved of.

<sup>67</sup> When achieving objectives, it is of course possible to take staged actions, some of which may be doomed to failure, but as long as they contribute to the ultimate victory, gain approval of the public, and do not violate the law of a democratic state, they should be treated as measures embedded in the overall strategy.

Not all measures have the same chance to significantly contribute to the assumed effects of the action and, consequently, to the achievement of national security objectives, and not all of them are offensive measures, but instead still remain in the group of defensive measures.<sup>68</sup>

### 2.4.2. National security tools

Each activity involves use of tools that are designed for achieving the intended state of affairs, phenomena, and processes. The overriding feature of a tool is a measure, i.e. an action in which we apply various ways (methods) of influencing people, organizations, phenomena, and processes, indicating and causing operation of material (organizational and technical) creations and using the potential inherent in intangible resources (factors).

Usually, a tool is perceived as a material creation in the basic sense of the term, i.e., as Tadeusz Kotarbiński stated, an object made of external material.<sup>69</sup> However, in every complex activity we use specific tools that are not exclusively of a technical (material) nature, regardless of the level of technological advancement. However, they are not measures, although they are commonly referred to as “forces and means” in everyday or journalistic language; this is because they are not actions, but something we use to take these actions. They are not “forces” either, as they are rather factors of the alleged force, although some of them could be included in the group of the so-called “forces” (including armed forces, guards, services, and inspectorates). Due to the terminology adopted above, we will keep using the terms measures and tools.

Following this line of reasoning, we can assume that the tool used by the state in its activities will be any product that is our work, that

<sup>68</sup> Accumulation of reserves and stocks, and maintaining spare industrial capacity (under an industrial mobilization program) are such defensive measures. The use of a system of incentives that encourages businesses to take an interest in defense issues and to take their own risk in this matter, which frees the state budget from excessive costs associated with the aforementioned measures, are opposite, offensive measures.

<sup>69</sup> Vide: T. Kotarbiński, *op.cit.*, p. 48.

has been created intentionally, as well as any other natural good, which can be used to influence the behavior of others and to influence phenomena and processes dependent on or independent of people (e.g. forces of nature), in order to stop, change, or eliminate them. This in turn leads to the main division of tools into tangible and intangible. However, given that the state creates specific tools that are used by the authorities and that are different organizational creations (where people are most important), tangible tools can be divided into organizational and technical creations. The former take the form of deliberately created human teams, called organizations. The latter are all physical objects that are simple tools, do not require great intellectual effort in their manufacture or are used to perform uncomplicated (simple) activities, or are technologically complex or have great capacity to influence others (e.g. natural resources, weapons of mass destruction).

Apart from tangible tools, there is a huge number of intangible tools. These include all the assets inherent in the society and its intellectual heritage (morale, identity, tradition, political culture, law), which do not have physical characteristics, but are essential for achievement of national security objectives and interests.

Tadeusz Kotarbiński emphasized that a tool is defined as an object created to serve, if necessary, for a specific purpose.<sup>70</sup> Therefore, it can be any production of human activity that is deliberately prepared and serves an intended purpose. This rigorous approach, however, did not stand the test of time because the evolution of security causes many products of human activity not previously associated with security, or not created for this purpose, to become over time important assets (i.e. tools) in the hand of man. Railways, roads, ports, libraries, museums, and hospitals are not built for security purposes, but that does not mean that they have not been, are not, and will not be used for that purpose. Undoubtedly, some tools can be treated as deliberately created to provide security (armed forces, diplomatic representations, guards, services, and inspectorates), while others as ones with supporting functions (production, service, power, utility).

<sup>70</sup> *Ibidem*, p. 50.

A certain group of intangible tools is the result of the cultural development of mankind, which was formed in a strong relationship with the field of security (morale, law, patriotism, and leadership), while another group was formed when this relationship was not so significant (knowledge, level of education, customs, social norms, and art).

Thus, security tools can be divided into the following groups:

1. Tangible tools, including:
  - a) products of an organizational nature (e.g. authorities; public administration, armed forces, the state's diplomatic posts abroad,<sup>71</sup> economy, secret services, guards, services, inspectorates, non-governmental organizations, cultural and educational centers, hospitals, and public institutions);
  - b) technical products that are simple and insignificant on a macro scale;
  - c) natural resources;
  - d) technical products that are highly processed and technologically advanced or important in terms of impact on others, on social processes, or on natural phenomena (electronic systems, weapon systems, and strategic raw materials, respectively);
  - e) money and all manifestations of its expression, and consequently the financial resources of the state.
2. Intangible tools:
  - a) tools that have a direct relationship with national security (including organization of the state and the society, morale, law, patriotism, leadership, quality of governance and diplomacy, modern technologies, security culture, national strategy, and security strategy);
  - b) tools that are indirectly connected to national security (e.g. science, knowledge, education, culture of power, and social norms).

<sup>71</sup> Vide: Act of 27 July 2001 *on foreign service*, Journal of Laws of 2001, no. 128, item. 1403.

## 2.5. National strength (power)

An important part of an analysis of the conditions of national security is distinguishing its most important determinants on which the strength of the state (national strength) depends. This leads to its estimation in two ways: *classic* (the strength of a state depends on its military strength, and everything else serves to build it) and *developmental* (military strength is one of many factors that make up the national strength). Different, though in a sense similar, conclusions are often drawn from an analysis of national strength (state power) and defense or military potential (in the classical approach), which present the most important security conditions. They seem to point to many common factors that determine national strength. The material – and energy-related factors and statistically approached social conditions are easily measurable, but the most difficult is estimation of some social conditions or almost all cultural conditions to which statistical methods cannot be applied. These, especially the latter, often determine the quality of and changes in national strength (interests, legal norms, culture of power, law, strategies, programs, education, and national morale). Taking into account the achievements in this field, the most important determinants of national strength and, consequently, of national security are identified below.

Measurement of the state (national) strength (power)<sup>72</sup> and assessment of its ability to face others<sup>73</sup> and to ensure fulfillment of its most important interests are the subject of work of many practitioners and theoreticians of the problem. The analysis of many views on this matter leads to the conclusion that usually the issues of national strength are considered in terms of war threats. This fact is justified by the nature and state of international relations, which, although they are subject to significant changes, often take the most tragic form of conflict, and even worse, of armed conflict. From the very beginning, the relationship between national strength and other areas of state functioning is perceived intuitively. This is because it

<sup>72</sup> Hereinafter *national strength*.

<sup>73</sup> Normally to face other states, but also social groups in one state or another, and difficulties encountered by the state as a whole and by its individual parts in performing the functions of the state and its individual components.

expresses a certain value measured by various coefficients, reflecting, by means of empirical data or specific assessments, opinions, and judgments, the status of the state's ability and readiness to face any weaknesses and to exploit any opportunities arising in the course of pursuit of national goals. What is *national strength*?

It is difficult to find a clear definition of this concept, because often – without specifying it – one goes straight to presentation of its elements or uses synonymous and derivative expressions, such as *power*, *force*, or *influence* (French: *puissance*, *force*) or *state potential*, usually defined by one of the following adjectives: *economic*, *financial*, *military*, *raw material*, *economic-defense*, or *defense*.

The word power itself has a negative aspect in its very semantic sense, which is expressed, on the one hand, in that when talking about a state, we either say that it is a power or it is not and, on the other hand, in that a state that is a power is perceived as an entity that acts aggressively towards other actors in international relations. The result is the illusory impression that if a state is not a power – according to certain criteria – it cannot be described as strong. But does power defined in this way make a state strong? Can a state that is not a power be considered to be strong on completely different grounds. Are Switzerland, Finland, Israel, Afghanistan, Vietnam, and many other states not strong states? Strong not quantitatively (statistically) and not powers mainly in militarily terms<sup>74</sup> but rather powers due to their ability to take advantage of certain strengths that result from a particular location, position in a given economic sector, culture, morale, national heritage, and others.

For the purpose of further deliberations on national strength, the following definition can be adopted:

<sup>74</sup> So what if India and Pakistan have nuclear weapons if their populations live in poverty? In the case of China, is its nuclear and conventional military power more important, or rather its economic strength? These are the questions that should be asked by supporters of a militaristic approach to state power, provided that such questions do not deny the importance of military force, but rather by the defense force in general. Such a defensive force is what Józef Marczak and Jacek Pawłowski describe as “what directly deters other states or political groups from using violence against Poland and, in case of intervention or aggression, will ensure an effective defense of its sovereignty and territorial integrity.” Vide: J. Marczak, J. Pawłowski, op.cit., p. 120.

National strength is a dynamic set of material – and energy-related, social, and cultural factors in an individual, national (state), and international dimension, which, permeating each other, form the basis for the success of the nation (state) in the pursuit of its objectives and national interests.

Particularly noteworthy are the changes (dynamics) of the factors that influence the status of national strength. This is also discussed by Mirosław Sulek who stated that it is possible “[...] that some manifestations of strength will be subject to gradual evolution.”<sup>75</sup> According to this and many other authors, the domination of military power, supported by ideological, political, economic, moral, and religious factors, has been weakening for several decades in favor of economic and political factors.<sup>76</sup> One can use the conclusions drawn by the authors of *The Marketing of Nations*, who stated that the capabilities of a nation should be assessed not only in terms of their scope and intensity, but also in terms of “[...] the effects of substitution and synergy between these elements over time.”<sup>77</sup>

Of factors that determine the status of national power, the ones that are most often mentioned are:

- according to Hans J. Morgenthau: geographic factor, natural resources, industrial potential, military readiness, demographic factor, national character, national morale, quality of diplomacy, and quality of government;<sup>78</sup>
- in Van Dyke's opinion: geographic factor, demographic factor, production potential, transport and communication, scientific and inventive potential, political system, economic system, strategic

<sup>75</sup> M. Sulek, *Potencjał gospodarczo-obronny. Pojęcie. Pomiar. Decyzje* [Economic and defense potential. Concept. Measurement. Decisions], Warsaw 1993, pp. 133-134.

<sup>76</sup> Ibidem, p. 134. Vide: J. Świniński, *O naturze bezpieczeństwa. Od zagadnień ogólnych do militarnych* [On the nature of security. From general to military problems], Warsaw 1997, part one, chapter 3.

<sup>77</sup> P. Kotler, S. Jatusripitak, S. Maesincee, *Marketing narodów. Strategiczne podejście do budowania bogactwa narodowego* [The marketing of nations: A strategic approach to building national wealth], translated by M. Potkaniawski, Cracow 1999, p. 139.

<sup>78</sup> H.J. Morgenthau, *Politics Among Nations. The Struggle for Power and Peace*, 5th edition, New York 1973, after: A. Bodnar, *Decyzje polityczne. Elementy teorii* [Political decisions. Elements of theory], Warsaw 1985, p. 220.

location, ideas and ideology, intelligence, armed troops and command, and wisdom of the political leadership;<sup>79</sup>

- according to Philip Kotler, Somkid Jatusripitak, and Suvit Maesincea, who use the expression “nation’s wealth”: natural capital (the value of land, water, minerals, vegetation, and other natural resources), tangible capital (the value of machines, buildings, and public plants), human capital (the productive value of people), and social capital (the value of family, communities, and various organizations that bring society together);<sup>80</sup> the same authors consider elements of the “nation’s ability” to include: political leadership; culture, attitudes and values represented by the nation; the nation’s affluence in factors of production; the nation’s social cohesion, and the nation’s industrial organization<sup>81</sup>;
- Samuel P. Huntington considers elements of power to include: economic resources, military potential, territory and population, economic potential, diplomacy, technology, and social potential;<sup>82</sup>
- according to Cline, the strength of a state is determined by population and territory, economic potential, military potential, strategy (objectives), and the will to implement the state’s strategy;<sup>83</sup>
- the power of national defense, as claimed by Władysław Sikorski, depends on: the military effort, the moral and material forces of the nation, and the strength on the political and economic level;<sup>84</sup>
- according to Bolesław Balcerowicz, the “strength of a state” consists of the quantity (area, population, natural resources, and economic potential), the quality (shape of the territory and its features, living standards, and awareness of the population, the dynamics of the economy, the status of culture), and the structure of the relations

<sup>79</sup> V. Van Dyke, *International Politics*, New York 1957; after: ibidem, p. 220.

<sup>80</sup> P. Kotler, S. Jatusripitak, S. Maesincee, *Marketing narodów...* [The marketing of nations...], op. cit., p. 37.

<sup>81</sup> Ibidem, p. 139.

<sup>82</sup> Vide: S.P. Huntington, *Zderzenie cywilizacji...* [Clash of civilizations...], op. cit., pp. 110-122.

<sup>83</sup> D.S. Papp, *Contemporary International Relations. Framework for Understanding*, New York 1998, in: E. Halizak, E. Tabor, eds., *Polska w środowisku międzynarodowym* [Poland in the international environment], Warsaw 1993, p. 45.

<sup>84</sup> Vide: W. Sikorski, *Przyszła wojna* [Future war], Warsaw 1984, pp. 95, 99.

between these components (political system, organization of the society, type of the economy);<sup>85</sup>

- Zbigniew Brzeziński’s views show that the factors of power are the range of military force, economic influence, cultural and ideological attractiveness, and a combination of those three factors, i.e. leverage;<sup>86</sup>
- According to the views presented at the National Defense Academy, the strength of a state depends on its area, population, economic potential, military potential, physico-geographical conditions, level of development, standard of living of the society, and specific features (the will to pursue the strategic objectives of the state);<sup>87</sup>
- in the opinion of Mirosław Sulek, the most frequently mentioned and most justified foundations of a state’s power are geographic factors (location, shape and size of the territory, climate, and natural resources), demographic factors (population and its structure by gender and age, birth rate, health, and population density), economic factors (level of economic development, industrial and agricultural productivity, organization of the national economy, and technological innovation), political factors (form of government, effectiveness of administration, level of diplomats and diplomacy, character and morale of the nation, cultural heritage, ideology, ethnic unity, and propaganda), and military factors (size and weapons of the armed forces, combat readiness of the armed forces, morale of soldiers, and defense reserves);<sup>88</sup>
- according to Ryszard Wróblewski, the factors of the “balance of national power” include economic potential, military readiness

<sup>85</sup> B. Balcerowicz, *Obronność państwa średniego* [Defense of a medium-sized state], Warsaw 1996, pp. 21-22.

<sup>86</sup> Vide: Z. Brzeziński, *Bezład. Polityka światowa na progu XXI wieku* [Out of control: Global turmoil on the eve of the 21st century], Annex, Warsaw 1993, p. 81. Brzeziński’s and Cline’s views clearly show a power-centered approach to assessment of the strength of states. In short, a state is either a power or it does not count in the game, or, as B. Balcerowicz wrote, is a *power or another state*. Vide: B. Balcerowicz, *Obrona...* [Defense...], p. 22.

<sup>87</sup> Vide: B. Balcerowicz, *Obrona...* [Defense...], p. 27.

<sup>88</sup> M. Sulek, *Potencjał gospodarczo-obronny...* [Economic and defense potential...], pp. 47-48. To those interested in the work of this author, I recommend the following publication: M. Sulek, *Podstawy potęgowości i potęgowości* [Fundamentals of power-gonomy and power-metry], Kielce 2001.



(technology, command, size and quality of armed forces, and their training), natural resources, national character, the nation's morale, quality of diplomacy, quality of the authorities (their nature and social acceptance), and area (territory);<sup>89</sup>

- according to Józef Marczak and Jacek Pawłowski, who narrowed their studies to the problems of the state defense strength, its determinants include the spirit and will to defend the nation and its defensive preparation, a credible defense strategy, the armed forces (operational units and territorial defense units), the use and defensive preparation of the territory, as well as alliances and a system of collective security;<sup>90</sup>
- according to Julian Kaczmarek and Adam Skowroński, general (basic) determinants that influence the creation of model security systems include social awareness, authority (leadership), state and development of the economy, state and development of military technology, geographical location, and threats.<sup>91</sup>

It is difficult to find in the list of basic conditions of national strength presented above any influence of international factors, which in the age of progressing globalization may raise serious objections. Only Zbigniew Brzeziński clearly emphasizes the global relationships of a state's power, while Bolesław Balcerowicz, looking for links between national defense and NATO, points out that "[...] membership in the alliance means mainly an increase in the defense capabilities of national systems, not their *replacement*. "A relationship between national strength and international factors is indicated by Józef Marczak and Jacek Pawłowski and, indirectly but in a negative way, by Ryszard Wróblewski in his analysis of a state's defense potential. In his opinion, the defense potential is the sum of three factors: *the geostrategic position of the state* (Pgp),

<sup>89</sup> R. Wróblewski, *Podstawowe pojęcia z dziedziny polityki bezpieczeństwa, strategii i sztuki wojennej* [Basic concepts in security policy, strategy, and military art], Warsaw 1993, pp. 14-15.

<sup>90</sup> J. Marczak, J. Pawłowski, op.cit., pp. 119-127.

<sup>91</sup> J. Kaczmarek, A. Skowroński, *Bezpieczeństwo. Świat-Europa-Polska* [Security. World-Europe-Poland], Wrocław 1998, pp. 13-37. Although the authors do not include these conditions in the group of national strength factors, it can be concluded that they indirectly indicate them.

*the ratio of the balance of national strength and the balance of the opponent's strength*, and *the neighbors' policies* (NP).<sup>92</sup> This way of taking into account the impact of international factors is justified by one of the definitions of national security, which states that it is "a state of the society defined by the ratio of the size of its defense potential to the scale of threats."<sup>93</sup>

Due to the fact that national strength is a feature of a specific state as a political institution and of the nation that inhabits it, one must agree that external (international) factors are an element that increases it, while negative effects of international relations contribute to its reduction.

A lot of empirical evidence shows that national strength, expressed using uniform criteria, makes it possible to quite precisely determine the situation of a state, its readiness, and its ability to achieve national objectives regardless of the area subject to detailed analysis. However, there are numerous exceptions that prove that a uniform approach to different states does not answer the question of their relative strength. A single measurement of national strength does not always reflect the actual ability of a state (nation) to achieve objectives in its particular fields of its functioning. States assessed to be strong (powers) could not and are not able to cope with various difficulties.<sup>94</sup> Others that are apparently weak are achieving ever improving results in the pursuit of their basic objectives.

There are determinants of national strength that are of *structural* (*quantitative*) nature that statistically describe the division of states as Bolesław Balcerowicz put it, into global powers (superpowers), regional powers, medium, small, and mini states.<sup>95</sup> However, the same author makes the reservation, citing the opinion of Julian Skrzyp, that "The

<sup>92</sup> Ibidem, p. 15.

<sup>93</sup> *Słownik podstawowych terminów dotyczących bezpieczeństwa państwa* [Dictionary of basic state security terms], AON, Warsaw 1994, p. 30.

<sup>94</sup> The United States of America, and the world as a whole, learned a tragic lesson on September 11, 2001, after a series of terrorist attacks that have caused enormous human losses, forcing – once again – the international community to redefine security issues.

<sup>95</sup> B. Balcerowicz, *Obrona...* [Defense...], pp. 29-30. This division comprises the size of the state, its population, economic potential, and military potential.

problem becomes more complex when taking into account qualitative characteristics (variables).<sup>96</sup> In his opinion, the physico-geographical conditions, the degree of land development, the standard of living of the society, and its characteristics should then be assessed; he further admits that: “These factors may increase or decrease a state’s potential (strength) as determined on the basis of quantitative variables.”<sup>97</sup> All of this is supplemented by another remark of the same author that in relation to states from other continents the same method may give results that are far from those obtained in Europe. The authors of *The Marketing of Nations* drew a similar conclusion (four years later) when starting their analyses in this respect, with the following important question: Why are some countries successful and others stagnant?<sup>98</sup> They find the answer in the perception of structural (quantitative) and behavioral factors and in the relationships between them.

Thus, although it is possible to compare the tangible determinants of the strength of states (national strength) by means of quantitative factors, these factors do not enable a final measurement of national strength, in the full sense of the word. It is necessary to also take into account the social factors (their objective content) and the cultural factors, which together, given the geopolitical and geostrategic position of the state, create the right face of national strength.

Of note is also the need to consider the relationships of synergies,<sup>99</sup> as well as substitution, between the individual determinants of state strength (power). If the relationships of synergies (cooperation) are known better, the issues of substitution – although applied in practice – have not yet found a worthy (known to the author) scientific description, except for the achievements of praxeology, which addresses them when discussing the principles of cooperation.

The popular saying that *nature abhors a vacuum* is one of the most excellent practical advices. It is a technique and an art worthy of a strategist. It consists in that there is a way to replace a missing or

<sup>96</sup> Ibidem, p. 28.

<sup>97</sup> Ibidem.

<sup>98</sup> Vide: P. Kotler, S. Jatusripitak, S. Maesincee, op.cit., p. 138.

<sup>99</sup> “Two entities cooperate if at least one of them helps or disturbs the other”. Vide: T. Kotarbiński, op.cit., p. 86.

weak element with another, in the performance of its function, in favor of a more general objective. This explains the reason for the difference in the national strengths of different states, which would be equal if measured according to the same quantitative criteria but differ in general or in a specific field of activity.

A state of affairs where all the factors of national strength are of equal value is unattainable, but what is also unattainable is full substitutability of those factors, specifically those that are the product of the material and cultural creation of man. For this reason, as Tadeusz Kotarbiński advises, “[...] there is usually nothing left to do but provide extra care to those elements whose absence or defect would cause a peculiar disorder in the functioning of the complex and those which would be most difficult to replace or whose repair would be most difficult.”<sup>100</sup>

Given the common features of many of the views presented above and taking into account the factors specific to individual states, which make it impossible to measure everyone by the same standard, it can be assumed that the determinants of national strength include:

- material – and energy-related factors: economic potential and growth of the state; raw material capabilities; material culture of the nation; capacity of the armed forces, services, guards, and inspectorates; geographic location of the state; influence of the international environment; and capabilities of non-governmental organizations;
- social factors: in the subjective dimension: demographic potential; in the objective dimension: political system; organization (system) of the state; organization of the society; standard of living and development; social value and compactness of the nation; and relations with other nations;
- cultural factors: national morale; cultural heritage of the nation; culture and quality of the authorities; quality of diplomacy; scientific and inventive potential; and influence of the international environment; and
- substitution and synergy between these factors in time and space (Figure 3).

<sup>100</sup> Ibidem, p. 189.

In the context of national strength, the problem of substitution, highlighted above, has two dimensions. One of them consists in the ability to give functions to missing or weak elements or stronger ones, or to fill their place by other functional forms. The other is the art of filling of seemingly irreplaceable gaps. Is it possible to replace the country's poor geographic location and poor raw-material or population capabilities? As it turns out, it is.

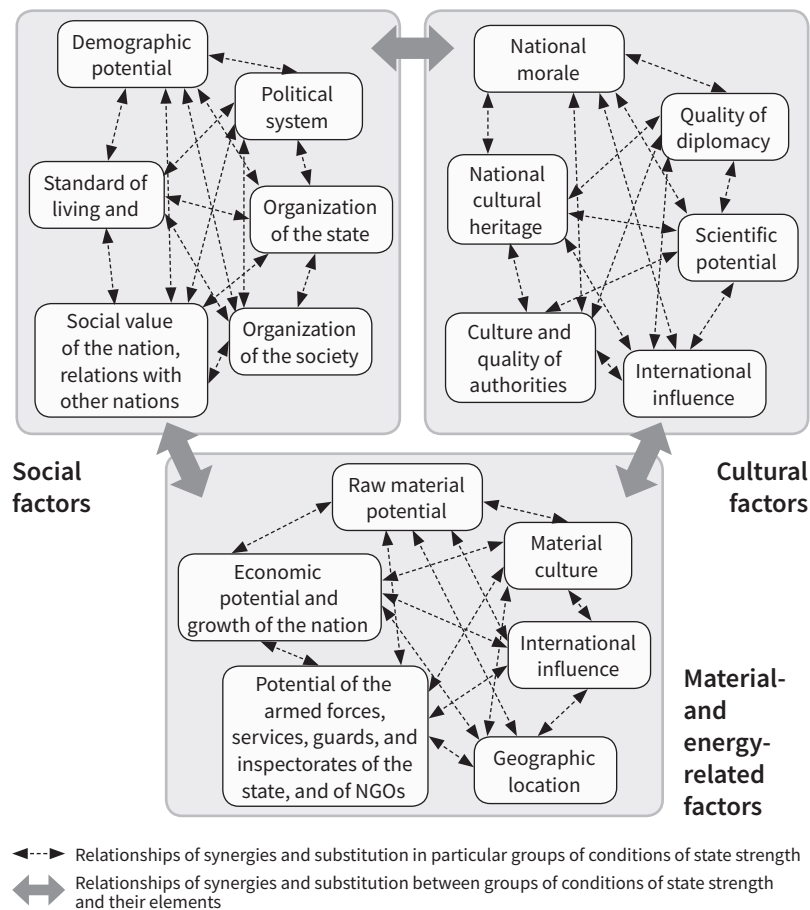


Fig. 3. Basic conditions of national strength, with the relationships of synergies and substitution between them – extended version

Source: Prepared by the author.

The solution is an ability to place greater emphasis on other factors, such as the quality of diplomacy, education, organization of the state and the society, culture and quality of the exercise of authority, improvement of the quality of institutions established by the state, or selection of a specific strategy.<sup>101</sup>

The definition of **national strength** adopted earlier can therefore be improved by assuming that:

**National strength** is a dynamic set of material – and energy-related, social, and cultural factors in an individual, national (state), and international dimension, together with substitution and synergy effects taking place between them, which form the basis for the success of the nation (state) in the pursuit of its objectives and national interests.

There would be no use in evaluating national strength and it would not even be possible if it were not for the existence of other actors in international relations. Therefore, national strength is usually assessed by comparing it to the national strength of another state (a group of states), as expressed by Samuel P. Huntington, in whose opinion the power of a state or group is therefore usually assessed by comparing the resources at their disposal with those of the states or groups they are trying to influence.<sup>102</sup>

In a more narrow approach, national strength also means the ability to influence the behavior of other actors in international relations in order to achieve favorable conditions for achievement of national goals.

The concepts of national security and national strength function independently of each other, but at the same time there are strong ontological relationships between them, apart from semantic ones.

<sup>101</sup> Cf.: J. Marczał, *Środki strategii bezpieczeństwa narodowego* [National security strategy measures], in: R. Jakubczak, A. Skrabacz, K. Gąsiorek, eds., *Obrona narodowa w tworzeniu bezpieczeństwa Polski w XXI wieku* [National security in the creation of Poland's security in the 21st century], Warsaw 2008, pp. 138-140.

<sup>102</sup> S.P. Huntington, op.cit., p. 110.

National security, in addition to the fact that it can be perceived in an organizational context, is above all an activity that exploits all possible assets of a nation (state) and its international connections to achieve its set objectives. Consequently, the individual elements of a national strength are the tools, assets, instruments, or means to achieve those objectives, and this rule applies to the same extent to achievement of other national objectives, not only those related to national security.

The elements of national strength are therefore a kind of “cornucopia,” the resources of which are used to protect and defend the vital interests of national security. This skill is therefore a particular art of practical action, which, following Tadeusz Kotarbiński, can be described as the ability to change reality in a more or less conscious manner, to pursue a specific objective in specific conditions with the use of appropriate means and factors, in order to arrive at conditions that correspond to the set objective.<sup>103</sup> Consequently, a national security strategy is the art of integrating the factors of national strength into a whole that is as useful as possible for achieving the intended objective or, otherwise, of integrating all the necessary elements into the whole.

On the basis of the findings made so far, one could decide to develop a function that reflects the essence of the relationship between the basic determinants of national strength adopted in this publication.

This function may have the following form:

$$S_n = f[(P, K_m, P_{geo}, P_{mssi}, P_{dgn}, P_{NGOs}), (P_d, S_p, O_p, O_s, W_{sn}, P_{zr}), (M_n, J_d, P_n, K_w, D_{kn}), (w_{om}, w_{syn}, w_{sub})],$$

where:

$S_n$  – national strength,  $f$  – the function,  $P_s$  – resource potential (own resources, access to global resources),  $K_m$  – material culture,  $P_{geo}$  – geographic location,  $P_{mssi}$  – potential of the military, guards, services, and inspectorates,  $P_{dgn}$  – economic potential and growth of the nation,  $P_{NGOs}$  – potential of NGOs,  $P_d$  – demographic potential,  $S_p$  – political relations,  $O_p$  – organization of the state,  $O_s$  – organization

of the society,  $W_{sn}$  – social value of the nation, including relations with other nations,  $P_{zr}$  – standard of living and development,  $M_n$  – national morale,  $J_d$  – quality of diplomacy,  $P_n$  – potential of science,  $K_w$  – culture and quality of authorities,  $D_{kn}$  – national cultural heritage,  $w_{om}$  – international impact factor,  $w_{syn}$  – coefficient of synergy between components (factors) of national strength,  $w_{sub}$  – coefficient of substitution factor between components (factors) of national strength.

To simplify the formula, it can be assumed that the demographic potential ( $P_d$ ), the standard of living and social development ( $P_{zr}$ ), and the social value of the nation and relations with other nations ( $W_{sn}$ ) constitute the social potential ( $P_{spot}$ ); the organization of the state ( $O_p$ ), the political relations ( $S_p$ ), and the organization of the society ( $O_s$ ) together constitute the organization of the state and society ( $O_{pis}$ ); the national morale ( $M_n$ ) together with the cultural heritage of the nation ( $D_{kn}$ ) form the morale and cultural heritage of the nation ( $MDk_n$ ); the quality of diplomacy ( $J_d$ ) and the culture and quality of authorities ( $K_w$ ) constitute the culture (quality) of authorities and diplomacy ( $K_{wd}$ ), while the raw material potential ( $P_s$ ), the material culture ( $K_m$ ), and the economic potential and growth of the nation ( $P_{dgn}$ ) form the economic potential ( $P_e$ ).

As a result, the function takes a shorter form:

$$S_n = f[(P_e, P_{geo}, P_{mssi}, P_{NGOs}), (P_{spot}, O_{pis}), (MDk_n, K_{wd}, P_n), (w_{om}, w_{syn}, w_{sub})].$$

Any further simplification may lead to the loss of the national strength factor considered most relevant in this publication. Usually, it is necessary to return to the expanded form of the function anyway.<sup>104</sup>

<sup>103</sup> Vide: T. Kotarbiński, op.cit., p. 19.

<sup>104</sup> It is not the purpose of this publication to create a strictly mathematical formula, especially that this could lead to further conclusions about the low utility of such a formula.

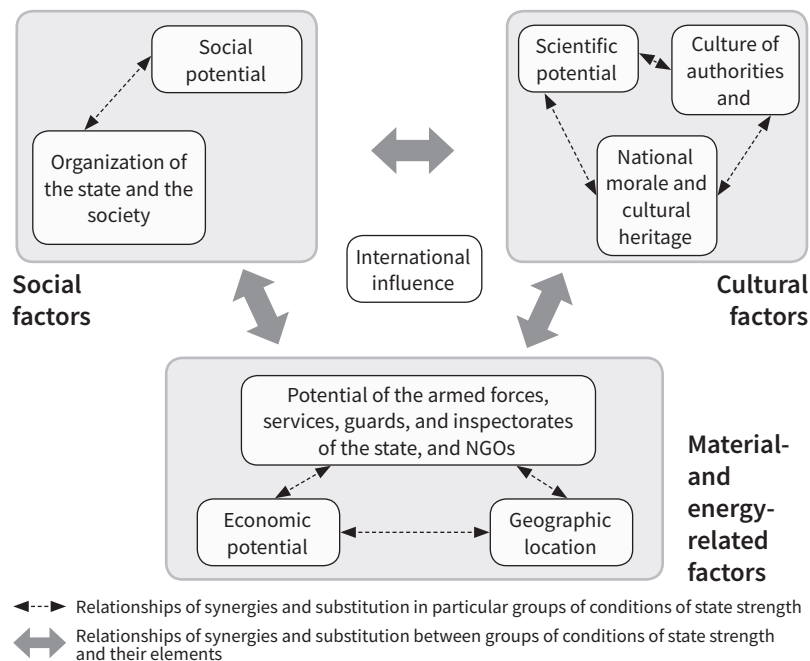


Fig. 4. Basic conditions (and components) of national strength, with the relationships of synergies and substitution between them – short version

Source: Prepared by the author.

When analyzing national strength, it is also important to properly estimate the weight of the following factors: international influence, synergy, and substitution. Each of these coefficients affects individual factors of national strength and often – in some situations – can have a positive or even negative value, but once again it is necessary to emphasize the difficulty, from a mathematical point of view, of estimating this strength using a formula and specific measures expressed in numbers. Thus, some results of studies of national strength may take a mathematical form, especially in the area of material and energy factors or the statistical picture of others (e.g. population size and other statistical data with social potential, statistical data with scientific potential, etc.), and some results can be only estimated.

### 3. National security system

#### 3.1. The concept and essence of a system

The increasingly complex nature of states' activity in the field of organization of political and socio-economic life has resulted in the need to develop new methods of analysis of phenomena and processes and for states to organize themselves for the pursuit of national interests. The method that enables dealing with the challenges in this area is the holistic approach, which captures the entire phenomenon under consideration in the context of its relations both with the world around it and with its internal structure. This approach is based on the assumption that activities on higher levels of an organization cannot be explained by summing up the individual properties and modes of operation of its components, examined separately. The essence of the holistic approach, whose attributes are synergy and substitution, is expressed in the fact that all the elements of a given set combined into one complex act, referred to as a system, work together to achieve a common overarching goal (by performing a common overarching function), while being ready to support or replace the failing and non-existent parts. Such a deliberately separate set of interconnected, although often organizationally separate, elements is referred to as a system.



In many analyses of a system (performed by such authors as, among others, Jan Zieleniewski,<sup>1</sup> Jaroslav Habr and Jaromir Vepřek,<sup>2</sup> Karl Ludwig von Bertalanffy,<sup>3</sup> Roman Kulikowski,<sup>4</sup> Adam Rogucki,<sup>5</sup> Piotr Sienkiewicz,<sup>6</sup> and Lech Krzyżanowski<sup>7</sup>) the defining term indicates that it is usually a coherent whole; a deliberately defined set of elements; an organized whole;<sup>8</sup> a complex<sup>9</sup> of elements; a set of objects; an assembly or set of elements; a complex object;<sup>10</sup> or an arrangement<sup>11</sup> of elements, characterized by the fact of their linkage;<sup>12</sup> an interconnection (relation); a fusion or connection into a whole; an order, and existence of connections (linkage, relations) between them, which expressing some order.

For Piotr Sienkiewicz, the system “is every complex object distinguished from the studied reality, constituting a whole created by a set of elementary objects (elements) and connections (relations) between them.”<sup>13</sup>

<sup>1</sup> J. Zieleniewski, *Organizacja zespołów ludzkich. Wstęp do teorii organizacji i kierowania* [Organization of human teams. Introduction to the theory of organization and management], Warsaw 1965, p. 41.

<sup>2</sup> J. Habr, J. Vepřek, *Systemowa analiza i synteza* [Systemic analysis and synthesis], Warsaw 1976, p. 32.

<sup>3</sup> K.L. von Bertalanffy, *Ogólna teoria systemów* [General theory of systems], Warsaw 1984.

<sup>4</sup> R. Kulikowski, *Sterowanie w wielkich systemach* [Control in huge systems], Warsaw 1970, p. 9.

<sup>5</sup> A. Rogucki, *Analiza systemów w planowaniu obrony. Aspekty ekonomiczno-polityczne* [System analysis in defense planning. Economic and political aspects], Warsaw 1964, p. 41.

<sup>6</sup> P. Sienkiewicz, *Inżynieria systemów* [Systems engineering], Warsaw 1983, p. 27; idem, *Analiza systemowa, podstawy i zastosowania* [Systemic analysis, fundamentals and applications], Warsaw 1994, p. 16.

<sup>7</sup> L. Krzyżanowski, *O podstawach kierowania organizacjami inaczej: paradygmaty – modele – metafory* [On the fundamentals of different management in organizations: paradigms – models – metaphors], Warsaw 1992, p. 188.

<sup>8</sup> A whole – various elements (parts) that form a complete, compact thing, or a unit that can be distinguished from other wholes. It is the same with the whole: there is no need to emphasize that it is organized, because it is an organization of elements that makes it a whole.

<sup>9</sup> A complex – a set of multiple objects or phenomena that are complementary to each other and form a whole.

<sup>10</sup> An object – an isolated fragment of reality.

<sup>11</sup> An arrangement – an isolated fragment of reality.

<sup>12</sup> A linkage – a relationship or connection between elements.

<sup>13</sup> P. Sienkiewicz, *Inżynieria systemów...* [Systems engineering], p. 27.

Lech Krzyżanowski defines a system as a complex in which any internal organizing of its part is taken into account.<sup>14</sup> As a result, when the set of components that make up an organization and the relationships between them are known, the higher levels of the organization can be explained by its components. An organization defined in this way was called by Karl Ludwig von Bertalanffy a system and the method to study it – the systemic method.<sup>15</sup>

In organization and management sciences, a system means a set of material or abstract elements (things) with interrelationships, separated from the environment and treated from a specific point of view as a whole.<sup>16</sup> As Andrzej Koźmiński explains, things are a collection of material elements; therefore, material systems are the subject of research in empirical sciences. On the other hand, a set of abstract (non-material) elements is composed of concepts identified by way of its definition and the relations between them are regulated by axioms. Abstract systems are the subject of research in formal sciences, such as mathematics or formal logic.<sup>17</sup>

According to another definition, the term system means “[...] a specific phenomenon in nature and in the society that consists of individual elements with a specific relationship (interaction) between them. A system has a structure and, in the cybernetic sense, is also characterized by its dynamics and the fulfillment of a specific purpose.”<sup>18</sup>

<sup>14</sup> L. Krzyżanowski, *O podstawach kierowania organizacjami inaczej: paradygmaty, filozofia, dylematy* [On the fundamentals of different management in organizations: paradigms, philosophy, dilemmas], Warsaw 1999, p. 185.

<sup>15</sup> Cf.: W. Falkiewicz, *Systemy informacyjne w zarządzaniu* [Information systems in management], Warsaw 2002, p. 3; A.K. Koźmiński, W. Piotrkowski, *Zarządzanie. Teoria i praktyka* [Management. Theory and practice], Warsaw 2000, p. 692; P. Sienkiewicz, *Analiza systemowa...* [Systemic analysis...], p. 17.

<sup>16</sup> *Encyklopedia organizacji i zarządzania* [Encyclopedia of organization and management], Warsaw 1982, p. 508.

<sup>17</sup> Vide: A.K. Koźmiński, *Analiza systemowa organizacji* [Systemic analysis of organizations], Warsaw 1976, p. 13.

<sup>18</sup> W. Kieżun, *Sprawne zarządzanie organizacją* [Effective management of an organization], Warsaw 1997, pp. 12-13.

Definitions of the term system expose its elements and the relations between them. Therefore, a system is defined as a set that consists of invariable and variable elements and invariable and variable relations. Sometimes the literature on this subject emphasizes that apart from elements and relations, the characteristics of the elements should also be taken into account.<sup>19</sup>

Nowadays it is assumed that a system is a physical or abstract object, an assembly (set) of any elements distinguished in any object, due to the relations between them which express some sort of arrangement in systems and performing as a whole a superior function or a set of such superior functions.

Such arrangement in a system is manifested by the fact that each of the elements (or their configuration) is intended for a different function, so that the sum of actions of all the elements gives the result that is the mission (objective or task) of the whole system. Due to the fact that on any set (assembly of elements, components) different separate systems can be built, i.e. purposeful organizational creations, one must consider that each subset of the system (subsystem) is not a separate system, but its entirety, together with its boundaries, fits within in the superior system (supersystem).

The essence of a system is expressed by Ziemowit Pietraś who said that “[...] when viewed from the inside, a system is an assembly of integrated elements and when viewed from the outside it forms a coherent whole, capable of maintaining balance with the environment.”<sup>20</sup>

Seen from another perspective, a system is any purposefully separated whole that consists of parts, and relations between the parts and between each part and the whole.

Such definition of a system means that:

- it is created deliberately, with a clearly defined purpose (mission);
- it can pursue an objective (or a set of objectives) in one or more ways;
- it has no parts isolated from other parts;
- the cross-links of its different parts form the structure of the system;

<sup>19</sup> T. Pszczołowski, *Organizacja od dołu do góry* [Bottom-up organization], Warsaw 1984, p. 11.

<sup>20</sup> Z.J. Pietraś, *Decydowanie polityczne* [Political decision-making], Warsaw-Cracow 1998, p. 57.

- the links between the parts and the whole consist in that each part of the system is expected to contribute to the success of the whole.<sup>21</sup>

The objective of an action and a set of objectives can only be achieved by the system considered as a whole. A system considered as a whole has properties that none of its parts have. This effect is defined through the concept of synergy (reinforcement). Synergy means more effective action (cooperation) of various factors. It is more effective than the sum of their separate actions. However, if one of the subsystems fails when performing a partial function, then it is replaced by another subsystem or its component; this process is referred to as substitution.

The term system can have one of the following meanings:

- in management sciences and security sciences – a coordinated configuration of elements, a set forming a certain whole conditioned by a constant, logical arrangement of its components (e.g.: state defense system, military system, crisis management system, education system, or healthcare system);
- in philosophy – an orderly set of statements and views that forms a theory (e.g. a system of scientific knowledge in some field or a philosophical system);
- in mathematics – a set of rules of notation and naming of numbers – a numerical system (binary system, decimal system, etc.);
- in anatomy – a set of specialized cells that are in complex relations with each other, responsible for controlling an organism (nervous system);
- in political science – the totality of the entities (formal and informal) involved in political activities within a state and the totality of the general principles and norms that govern their relationships (political system);
- in legal sciences – the principles of organization of something, the totality of regulations and applicable rules applied in a field, according to which something is done (e.g.: social system, law system, defense law system, or military law system); and

<sup>21</sup> W. Falkiewicz, *Systemy informacyjne w zarządzaniu* [Information systems in management], Warsaw 2020, p. 4.

- in praxeology – a specific way, method of conduct, performance of an activity (production system, teaching system, or education system).

The essence of a system is based on its structure, i.e. special internal relations that integrate its elements and perform a specific superior function as a whole.

**A system element** is the smallest isolated component of a system. **A relation** is a link (linkage, relationship) that occurs between two or more elements of a system. The existence of these relations gives the system its properties, which its subsystems and elementary components do not have. **A structure** is a set of relations (linkages, relationships) between the elements that make up a system (its whole).<sup>22</sup>

The internal parts of a system, intended to perform a specific function (achieve a specific objective), are treated as its subsystems, each of which may be a separate system, provided that it participates in the achievement of the main objective. Therefore, each specific objective pursued by the individual subsystems, in order for them to be considered as parts of the superior system, must form a part of the main (overarching) objective, or at least contribute to its achievement.

Subsystems form a hierarchical set bound by relations. Such division always ends with a basic (indivisible) subsystem within a given system analysis. These subsystems perform specialized functions which, in the social systems that are of interest to us, can be of a coordination and informational, production, and service nature.

The use of the concept of a system must be subject to certain rigors, such as:

- 1) accuracy, i.e. the system should be strictly defined so that it is clear which elements belong to it (form the system) and which belong to its environment;
- 2) invariability, i.e. the definition of the system and, consequently, its elements should not change in the course of deliberations;

<sup>22</sup> Vide: P. Sienkiewicz, *Analiza systemowa...* [Systemic analysis...], p. 268.

- 3) completeness, which means that the system must not contain elements that do not belong to any of its subsystems;
- 4) separability, meaning that the elements cannot belong to several subsystems at the same time;<sup>23</sup>
- 5) functionality, which consists in separation of the system according to its function, not its spatial distinctiveness; and
- 6) identity, i.e. having properties that distinguish it from other systems – the same applies to the subsystems within the system.

When starting a discussion about the national security system, its concept, essence, as well as missions, objectives, and tasks, one must keep in mind that:<sup>24</sup>

- a system is a deliberate organizational creation – it has a mission and an objective, so in order to define a specific system, we have to define its purpose;
- a set whose elements are bound together in a single whole arranged by specific relations (linkages) is a system and therefore the elements of the system and the relations (linkages) between them must be indicated;
- a system and its subsystems have their own boundaries, which allow for defining the structure and domain of each of them, as well as for defining their closer or further surroundings;
- a system considered as a whole has properties that none of its parts have;
- each part of a system – a subsystem, considered separately, retains the characteristics of a system – it is a system. However, it is still a subsystem of the larger system when it participates in achieving the mission of the larger system and fits within its boundaries;
- the links between the parts and the whole consist in that each part of the system is expected to contribute to the success of the whole; and
- a system that consists of subsystems is a supersystem for them.

<sup>23</sup> P. Sienkiewicz, *Inżynieria systemów...* [Systems engineering], p. 31.

<sup>24</sup> Vide: W. Flakiewicz, op.cit., p. 4; P. Sienkiewicz, *Analiza systemowa...* [Systemic analysis...], pp. 35-36.

The whole course of reasoning so far leads to the belief that a study of a system and, thus, of a national security system should be based on a holistic approach. In such an approach, the conclusions about the essence, missions, functions, and structure should be based on the rules that govern the entire system and not its components, which is appropriate for a reductionist approach. Many features of complex systems, including social ones, cannot in any way be understood and predicted by knowing even the smallest components, as the whole cannot be understood by summing up the knowledge about its individual components. Nevertheless, it should be clearly stated that the reductionist approach has its advantages, provided that awareness of the complexity of the system as a whole is maintained. This is because there are known effects of analyses, work on preparation of strategic documents, and research during which the reductionist approach has led to results that were subject to extensive criticism.

For this reason, among others, in this publication, the presentation of the national security system is based on a demonstration of its identity, significant features, and regularities that determine its essence in its entirety, in order, consequently, to discuss its unique characteristics and demonstrate the identity of its subsystems, without favoring any of them.

### 3.2. The concept and essence of a national security system

The set that we are using to describe any system – which is the basis for building a system, with the state being one such possible set – consists of many separate organizations (and systems), which together do not form a system. This is because, among other things, of the fact that these organizations, subject to state law, act only within the scope of their competences, separately from each other, and even against each other (they compete), and often cooperate. However, they do not produce, according to a uniform intention (objective), any product, which means that together they do not form any purposeful organization of a higher nature. This is because it is difficult to harmonize a large social system, such as a state, in a way that makes it possible to create an organization (system) of national security following the

model of an organization operating in the market (e.g. a company) or even a large hierarchical organization, such as the armed forces, the police, or the border guard. However, it is possible, to distinguish (organize) from the state as a set of different entities a deliberately defined arrangement of elements characterized by the linkages and interconnections between them that express some sort of order and serve to implement the mission and functions of national security.

The contemporary perception of security is characterized by a departure from the historically established beliefs concerning state security as freedom from external threats and a greater focus on the process of building and maintaining (guaranteeing) conditions for development, stability, and prosperity of the state, the society as a whole, and individual citizens alike, together with their tangible and intangible assets.

The change in the understanding of the essence of the contemporary national security system underlines the persistence and importance of all the traditional tasks of the state in this respect, but extends its functional scope to a number of social and economic tasks that are important for the security of individual social groups and each citizen individually.

The awareness of the state's existing security structures and institutions, in relation to the state's interests and objectives, makes it possible to identify their current weaknesses and to formulate the main directions of development from the point of view of the desired synergies in the field of national security.

Development of an efficient and properly organized system of national security remains the fundamental task of every state's security policy. The system consists of all bodies responsible for security under the applicable law and institutions that constitute a part of the legislative, executive, and judicial branches of government, e.g. the parliament, the president, the government, central and territorial government administration bodies, and local government bodies. An important element of the system is the armed forces and government services and institutions obliged to prevent and counteract external threats, to ensure public security, to carry out rescue operations and protect people and property in emergencies, and – to the extent

provided for in relevant laws – other legal entities, including businesses, social organizations, and citizens.

A comprehensive vision of security, which corresponds to the contemporary realities of international and intra-state relations and the nature of challenges and threats, as well as demonstrates the will to ensure cost-effectiveness and maximization of the results of actions for the benefit of national security (security of the state and its citizens), indicates the need to make efforts in every sphere of social life. This gives rise to the need to develop the ability to coordinate and integrate the actions taken by individual public administration bodies, state institutions, businesses, social organizations, and citizens. It is therefore extremely urgent to make the system of national security a fully integrated, coherent, and orderly whole. This should be done by developing mechanisms for comprehensive and long-term planning of the development of the security system, based on the objectives and needs common to all its components and resulting primarily from the overall national interests.

Effective integration of the security system also requires modification of certain legal solutions, which should lead to arrangement of its structure, precise definition of the competences of individual components, including the governing bodies, and increased possibilities of inter-ministerial cooperation. States endeavor to improve the ability of individual components of their security systems to cooperate with the relevant structures of other states and international security structures, with priority given to the ability to operate effectively on their own. A national security system, on the other hand, must be organized and equipped in such a way as to guarantee its rapid and efficient operation in all conditions and in response to all types of threats and crises. This ability should be verified in particular through regular exercises, conducted within the whole or specific parts of the national security system. A national security system should also be subject to periodic reviews aimed to assess its effectiveness, readiness for operation, and suitability for the most important needs and capabilities of the state at any given time. Attention should also be paid to development of the ability of the whole system and its components so as to carry out preventive actions and to respond to challenges and threats at the earliest possible stage. This requires strengthening

the abilities of the relevant state institutions and bodies constituting a part of the system to forecast international and domestic developments and to early detect any negative changes that have a negative impact on security.

A national security system should have certain characteristics. First of all, it should be coherent. At present, there are many specific organizations in different states that perform security tasks. However, they are not interconnected and their activities related to the same object are often not coordinated at all, and sometimes they are mutually contrary. Ensuring security requires cooperation of all organizational structures that perform tasks in this area. It is therefore advisable to strengthen cooperation and coordination of activities performed within the national security system in order to achieve full integration.

Another feature that should characterize a security system is its efficiency. For an action to be described as efficient, it must be effective and economical. An action can be considered as effective only if its objective is achieved. Economy, on the other hand, is about efficiency and savings. In the case of the system in question, the more important term is efficacy, i.e. the relationship between the resources used, both personal and material, including financial ones, and the intended result of the action.

A national security system should also be comprehensive. This means that it should cover all fields of activity related to ensuring national security. Its subject matter should therefore include issues related to political, military, economic, environmental, cultural, social, universal, public, and information security. In other words, it should take into account external and internal, military and non-military security aspects, peace, crisis, and war issues, as well as various levels of its organization (structure), from the central to the local level.

The system should be capable of operating in all conditions and circumstances in which the state functions, while ensuring full continuity of its operation. This means that, first of all, it is necessary to develop procedures and assign roles, competences, and tasks to specific actors so that the system operates in times of peace, crisis, and war.



In addition, the procedures developed as a part of the system should take into account the changes in the environment in which it operates. Therefore, the concept of its operation should take into account the fact that threats may develop or change over time as a result of various factors, since the risk of occurrence of specific threats decreases or increases. Consequently, the optimal model of a national security system should be able to adapt its activities to the developing security environment. It is also important that the transition to the performance of tasks in the different conditions in which the state functions should be smooth, i.e. additional actions would be taken and additional entities would be involved as the threat grows. The same principle should apply when the negative impact of the hazard decreases.

Given the above, it can be assumed that:

**A national security system (NSS)** is a deliberately separated, collective set of authorities and public administration bodies, other state bodies, armed forces, businesses, and other organizational units, non-governmental organizations, and citizens performing activities to ensure national security. It is a set of elements that are internally coordinated and interlinked by means of organizing relations, due to the mission pursued, which is to defend and protect the state as a political, territorial, and social institution, as well as to ensure uninterrupted conditions for existence and development of individuals and the society as a whole, and to protect the life and health of people, their assets (tangible and intangible), and the environment in all conditions in which a state functions (in normal times, including crises, and in emergencies).

The essence of a national security system is to be understood as a deliberately separated and closely linked whole of the entities, means, and resources allocated by the state to carry out tasks in the field of national security, organized (in subsystems) and prepared (maintained and improved) according to those tasks.

The national security system is multi-faceted and multi-dimensional. It takes into account the development of relations within the

state and its relations with external actors, and covers their various spheres and levels: political, legal, military, economic, social, cultural, and scientific relations, etc.

In conclusion, it can be stated that:

- a collective set of entities of the state, local government, market, and non-governmental sectors, as well as citizens, deliberately separated from the “state system,” performing the tasks specified in the laws for the benefit of national security is defined as a national security system;
- the security system of a democratic state can be equated with a national security system, in the narrow sense of the term;
- however, even in a democratic state, the interests of state security may prevail over the interests of social groups and citizens. This usually occurs in situations of special threats to the security of the state as a political, compulsory, and territorial institution, when the state (i.e. public authority) reserves the right to restrict human and civil rights and freedoms in the event of occurrence of such threats;
- the security system takes precedence over the subsystems within it. As a consequence, there are the following relations between the NSS and its subsystems: affiliation – the NSS carries out missions of a general and superior nature, while its subsystems carry out specific missions that cover a part of the superior system’s mission; functionality – the subsystems of a NSS perform a specific function (role) within its framework; coherence – all the subsystems of the NSS jointly pursue its mission, objectives, and tasks, directly or at least indirectly<sup>25</sup> including through participation; limitation – elements of one subsystem should not, as a rule, be elements of another subsystem of the same level; proportionality – the subsystems of a NSS, while performing their tasks, influence every area of its activity.

A system is a set of any elements distinguished in any object due to the relations between them that express some sort of order, which determines the essence of its structure. This is because such arrangement is manifested by the fact that each of the elements is intended

<sup>25</sup> Then they retain the capacity for synergy and substitution.

for a different function, so that the sum of coordinated and mutually linked actions of all the elements gives the result that is the mission (objective or task) of the whole system.

### 3.3. The concept of a national security system

The complex and multi-faceted nature of the functions carried out in the field of national security means that their subjective and objective counterpart should be a uniform and collective and structured set of governance and execution elements, capable of coordinated action in all conditions and circumstances in which the state functions.

Every pursued security objective is an objective of the system (in this case a national security system) always and only when the whole system is directly or indirectly involved (or ready to act), even if only one of its many subsystems is involved. Only such organization of national security has the characteristics of a system (NSS) if, when considered as a whole, it has characteristics that none of its subsystems can (does) have. Therefore, on the basis of this reasoning, we conclude that the source of determination of the systemic nature of the organization of a state in the field of national security is pursuit of an overarching mission of the NSS, which involves ensuring the existence, within inviolable borders, of a sovereign, independent, and democratic nation organized into a state.

This mission determines the overarching objectives, which – as has been mentioned – concern, among other things, pursuit of the *raison d'état* in the internal and external dimension of state security, ensuring continuity of the state, its public authority, national and state identity, protection and defense of the state as a political, territorial, and social institution, ensuring uninterrupted conditions of existence and development of individuals, the whole society, and the state, protection of life and health of people, their assets (tangible and non-tangible), and natural environment, and protection of human and civil rights and freedoms.

The systemic nature of national security also results from the fact that security issues cannot be considered from the point of view of each type of threat and each of the possible fields of security separately. This makes it necessary to create a uniform system of national security, including a uniform system of its governance and an interconnected executive sphere. It is essential to be aware of the many different types of threats, as well as many other non-threatening situations (challenges) that create disruptions to the functioning of the state (or its parts) and that they cannot be counteracted according to the simplified rule that a given type of threat should be linked to the same type of security. It happens that, when dealing with an economic threat, we consider it from the point of view of economic security, while a military threat is considered from the point of view of military security. This is very wrong. The rule applicable to such cases must be different: regardless of the nature of the threat or any situation that causes a disturbance to the functioning of the state, the system in question must be of one nature (one type), i.e. a national security system. Only with such a system can we consider specific systems of functional nature.

A uniform system, with its specific functions to be performed, is such an organization of activities in the field of security where, regardless of the conditions and circumstances in which a state functions, the same functions are performed almost always or often, which include protection of the population (including rescue services), military defense, protection of the state border, protection of state structures, protection of constitutional order, protection of classified information, protection of economic interests, protection of areas, facilities, equipment, and shipments important for defense, economic, and other important interests of the state, general security, ensuring public security and order, as well as protection of human and civil rights and freedoms.

The description of a national security system must fulfill a cognitive need, namely to present its organization in a resultant sense. The idea is therefore to present the structure of the NSS, as in the case of any system, using the appropriate system of concepts. This

can be done using various methods; in this case the most useful is a functional and developmental description, which dynamically presents the functions of the system by answering basic questions: What functions does the system perform and what entities should participate in their performance? What is the behavior of the system in changing circumstances and conditions of its operation? What relations and rules should describe the behavior of the system and its elements, i.e. what is the organization of the performance of the system's functions? What is the direction of changes in the system's structure? How does a change in the system's conditions affect changes in the system's development? How should the system be constructed so that any necessary changes are progressive and evolutionary?

A national security system comprises:

1. A superior governance subsystem, which includes: *a superior decision-making body, a superior advisory body, and a superior staff body*, together with the organizing relations that connect them.
2. A superior executive subsystem, which includes:
  - production elements that specialize in the production of security as a good (these are deliberately created tools for the proper “production” of security);
  - non-productive elements that provide intellectual, moral, and material support for the production elements.
3. A superior subsystem of organizing relations, based on the system of national law, including normative, decision-making, cooperation, information, financial, service, production, and other relations, which determine the principles of operation and the structure of the system. We are therefore aware of the procedure for creating an NSS, which can be illustrated in a short summary as follows. The set on which our system is built is a state, as a special mix (collection) of various elements and relations (formal and informal) that organize their functioning. A state seen in this way also becomes a kind of system. From this set (a state) we separate and create, if necessary, new elements and organizing relations, thus building a deliberately selected and organized arrangement of elements called a national security system. It consists of three superior subsystems: the governance subsystem, the executive subsystem, and the organizing relations subsystem. On the other hand, within the next division, given the

different missions, objectives, functions, and tasks to be performed by an NSS, we distinguish between the relatively constant elements of the superior governance subsystem (decision-making, advisory, and staff) and its subordinate superior executive subsystem, which is simultaneously divided according to the following two criteria:

- *range of operation*: **a central executive subsystem**, with national (and international) range, coordinated by ministers in departments of government administration and by central government bodies that are not a part of departments of government administration; **regional subsystems** (department, province, or region) and **local subsystems** (county, district, municipality, commune) led by regional (prefect, province governor, director, or governor) and local (council, district head, sheriff, prefect, commune head, or mayor) administration bodies respectively;
- *objective criterion*: subsystems that ensure political, economic, military, social, cultural, general, public, environmental, information, cyberspace, and other types of security.

The regional and local levels cause the fewest problems in their construction. This is because there are no ministries there, led by separate ministers, unlike on the central level. However, this is not enough to conclude that the path to building security systems on these levels is very easy. Incomplete decentralization of the state, lack of full integration of the administration, and different regulations in many security areas do not promote integration in terms of organization and functions. Experience shows, however, that this activity leads to the expected result, as all activities related to ensuring security are always concentrated around the regional or local authority. This is regardless of the situation in which the state functions, the nature of the situation, and the legal status.

In anticipation of the proposed structure of the NSS, we take into account that in the field of national security there are many areas that can be distinguished, including those related to the survival of the state as a political, territorial, and coercive institution (systemic, ideological, military, and public security) and those that extend the security of a democratic state where an individual, a social group, and the entire nation becomes the object of security (cultural, environmental, social, and general security). Some types of security lose

their importance, while others (e.g. economic and public) become equally important for both the state and other beneficiaries of security.

The main features of the structure of an NSS should be its coherence – internal consistency (including organizational, functional, and competence), reliability, efficiency, priority, cost-effectiveness, stability, and mobility – flexibility.

In the NSS model, we will take into account three theoretical conditions in which a state functions:

- *a normal state* – a state of constant standby and ad-hoc response;
- *a crisis state* – a collapse of the existing development process, disruption in the functioning of the state in one or more areas. In the legal sphere, such a condition does not exist. Therefore, it is a special case (and part) of the normal state;
- *an emergency state* – a special threat situation, the state fails to eliminate a crisis and return to the normal state (i.e. a constant standby and an ad-hoc response) – the state operates according to emergency rules.

In view of the above, it is important to underline the fact that usually the constitution does not introduce any intermediate state, but only sets out the boundaries between the normal functioning of the state and the emergency states. The Constitution defines a closed catalogue of emergency states, i.e. situations where the security of a state is other than normal, which means that normal functioning of a state can be interrupted by emergency (special) situations, which undermine the values underlying the functioning of public authorities and the security of citizens.

The first of the above-mentioned theoretical conditions in which a state functions – *a normal (ordinary) state* – occurs when a state (or another entity) carries out its missions and functions in accordance with its mission and objectives, when routine actions are taken to ensure that this state of affairs is maintained. In most cases, organizations, institutions, and individuals deal with security issues as a part of their routine activities. It can be said that responding to threats, taking up many challenges, and taking

advantage of opportunities are a matter of security (including national and international security) that does not fall within the scope of problems related to a crisis. Individual authorities and the armed forces, services, guards, and inspectorates under their authority or supervision carry out specific security tasks independently or jointly, in accordance with standard management (governance, command) procedures, all within the normal functioning of the state and other entities. It is defined as *a normal state (a state of normal operation and ad-hoc response)*.

The second one – *a crisis state* – is a situation, states of affairs, or circumstances where the existing development process collapses and where the functioning of a given entity in one or more areas of its activity is disrupted. There are situations when routine actions are not enough, there is a real loss of control over the course of events, the existing decision-making process is disrupted, events are ahead of the response to them, information is lacking, and managers have to focus on short-term planning (including decision-making and action); in such situations, a new unique management – crisis management – emerges.

The third condition in which a state functions – *a state of emergency* – is the state when actions taken have failed to produce a specific result, when the state of affairs that has occurred prevents an entity (a state or part of a state to be exact) from normal functioning – it fails to eliminate the emergency and return to the normal state. Then the situation of the entity definitely changes. Examples of such a situation are *a crash, a fall, a liquidation*, but also *a different organizational status* when a so-called systemic change is taking place. Such situations are tantamount to *a state of emergency*. In the case of a state (or a group of states), an unresolved crisis can turn into an armed conflict (war) of international or non-international nature, in which case the situation is defined as *a state of war* and in extreme cases *a state of occupation* or of *state failure* (also *creation of another state*).

One must keep in mind that the consequence of a state's actions related to organization of national security and to thinking about protection against anticipated or real threats is treating the NSS as an organization for intervention activities (military and non-military) that responds to threats emerging in various areas of state activity and social life. The measures (actions) that are nevertheless implemented to ensure protection of undisturbed existence and national development are omitted. This is because there is a clear difference between interventionist activities (individual systems are created to prevent and mainly to respond to threats) and activities in the social, economic, educational, cultural, and scientific sphere (where, unfortunately, the main effort is focused solely on the development of technology), as well as in legal protection and legislative activities (asymmetry between overregulation of various areas of security and the desire to unify the legislative sphere).

National security is therefore not only about responding to threats and their consequences, and securing human and material resources, but also requires considerations of three other aspects:

- *creating socio-cultural foundations of national security* (e.g. knowledge, science, and technology, coherent law, comprehensively prepared human resources, education, national morale, patriotism, culture of authorities, and leadership skills);
- *creating economic and financial foundations of security* which serve to improve the living conditions and the development of the society and the international position of the state; and
- *use in the pursuit of security policy (security objectives) of all available means and tools* that create conditions in which the emergence of threats and their effects would be unlikely, or less severe, for the state, the society, material assets, and the environment, i.e. activities of a diplomatic, economic, cultural, military, special, ecological, scientific, and technical, normative, organizing, and educational nature, etc.

All this requires the national security architecture to take into account:

- national values, needs, objectives, and interests, and the resulting missions, objectives, and tasks of the national security system;

- measures (actions) of a diplomatic, economic, cultural, military, special, environmental, scientific and technical, law-enforcement, normative, and other nature;
- tools of national security that are used in our various activities, i.e. authoritative and executive bodies that operate within and outside the territory of a state, to which powers and duties in the field of national security are entrusted, and specific operating systems that exist and require modification;
- relations between elements of the NSS, as defined by national law and by international law and obligations; and
- ability and readiness to cooperate with other international actors and processes in which they participate.

The main functions of the system should include protection of the international position, sovereignty, and interests of the state, ensuring the integrity and inviolability of borders, protection of the state and its constitutional order; ensuring cultural security, acceptable conditions, and quality of life of citizens, security of people, their assets, and the environment, and public security, protection of human and civil rights and freedoms, economic interests, and the ownership system, participation in the performance of tasks resulting from international obligations of joint defense against aggression, protection of the state border, classified information, and personal data, and performance of other functions.

As a result of the findings made so far, the following can be concluded:

**A National Security System (NSS)** is a collective set of authorities and public administration bodies, other state bodies, armed forces, businesses, and other organizational units, non-governmental organizations, and citizens, deliberately separated from a state system, performing activities to ensure national security. It is a set of elements that are internally coordinated and interlinked by means of ordering relations, pursuing a common mission, which is to defend and protect the state as a political, territorial, and social institution, as well as to ensure uninterrupted conditions for existence and development of individuals and the society as a whole, and to protect the life and health of people, their assets (tangible and intangible), and the environment in all conditions in which a state functions (in normal times, including crises, and in emergencies).



The many functions performed by an NSS, and consequently the actions taken, include ones that are of an interventional nature and ones that serve to produce intellectual and material foundations of security. This makes it possible to distinguish four essential executive subsystems, i.e. the defense subsystem, the protective subsystems, the social subsystems, and the economic subsystems. The entire executive sphere is under the supreme authority of the national security governance subsystem. This is where the actual management of the NSS operation takes place, which determines the behavior, ways, and forms of operation of the entire executive sphere.

### 3.4. National security governance system<sup>26</sup>

The organization of the national security governance system is based on a real structure of public authority. Governance of national security is mainly an attribute of public administration. This is because it has the ability to:

- perform four essential management functions, i.e. planning (formulating an organization's goals and ways of achieving them), organizing (undertaking organizing activities), motivating (encouraging and forcing certain behaviors), and controlling (checking the conformity of facts with the intended state);
- have human, material, energy, and information resources directly at its disposal; and
- use coercion (pressure) in relation to entities that are subject to the standards of the applicable legal system.

The functions of the legislative bodies in the field of governance are limited to passing laws, supervising public administration, and taking binding and final decisions on functioning of the state in a state of emergency and in war. The law of many states provides that the head of state (usually the president) may issue regulations with the force of a statute during martial law, on the terms laid

down in the constitution, which clearly indicates the position of this executive body in terms of national security. It is also sometimes the case that the legislative role in such circumstances is still played by the parliament in the so-called skeleton (reduced) composition.

In order to avoid attributing the characteristics of the whole to one of its parts (in Latin: *totum pro parte*) so as to pay direct attention to the entity that has a given characteristic, one should distinguish *governance of national security*, which is a feature of all public authorities in the state, from its specific case i.e. *managing national security*, which is a feature of the executive branch of government. However, the terminological paradox is that, when talking about management, one can use the expression *governance* interchangeably and more suggestively. In short, every management is governance, but not every governance has the characteristics of management. Governance is a broader concept than management and can take the form of, among other things, guiding, commanding, administration, management, governance, and control. Therefore, generally speaking, a person who exercises governance has the formal right to influence the behavior of others and even sets the rules of their behavior. A person who manages, on the other hand, has the power over and disposes of various resources necessary to achieve an intended purpose, as well as during the execution of a specific task.

Management is a form of governance distinguished by the competence of the manager to have power over resources (including human, material, service, information, and financial resources), which consists in the management structures performing all planning, organizational, motivational, and control activities to achieve a specific objective and to complete a specific task.

Further in this publication we will therefore assume that national security governance or, more precisely, national security management, is carried out primarily by the bodies of the executive branch of government.

<sup>26</sup> As previously explained, individual subsystems, considered separately, retain the characteristics of a system and will be defined as such.

Consequently, the management system should be perceived as an orderly set of organizational elements of the management structure (decision-making, advisory, and staff elements), distinguished by the functions performed in the administration, as well as the relations between the elements of this set in its internal structure and with the external (political and socio-economic) environment.

This order has its origin in the legal system of each state, which includes sources of universally applicable law and local law.

Management is not only about locating administrative bodies and offices and defining their competences, but also about defining the organizing relations. However, mutual interactions (relations) take place between the elements of each governing body, between individual governing bodies – inside the management structure, and between them and the environment alike. For a system of management in administration, the environment includes elements of the public authority system that are not a part of the public administration; other state bodies; administration of international organizations; the media; the society; non-governmental organizations and political parties; administration bodies of other states; businesses; unions of manufacturers and employers; churches and religious associations; as well as individuals and political elites. These relations may take, among others, the form of normative, decision-making, informational, collaborative, and material and energy links.

*Normative relations* establish the hierarchy of authorities and the executive (administrative) structure, as well as their competences understood as the scope of powers and authorizations to carry out a specific action. They can take the form of *higher-order normative relations* and *executive normative relations*. The former concern the supervisor-subordinate relationships between the legislature and the executive branches of government. There are no decision-making relations between the legislature and the executive branch of government, the legislative authorities do not give to the executive branch orders to act, but by establishing legal norms they force their respective behaviors (actions) or establish relations between different subjects of state law. The effect of the legislature's activities is the highest-ranking state law (statutes), by virtue of and within which all activities in the state are undertaken.

Due to the importance of ratified international agreements, normative relations also connect public administration with the external environment of the state. Normative executive relations are implemented by issuing implementing regulations, generally applicable law (except for statutes and ratified international agreements), or local law.

*Decision-making relations* arise from issuance, on the basis of legal delegations (constitutions, statutes, regulations, and orders), of administrative decisions, orders, and guidelines concerning the whole executive sphere of administration. They result from the superior-subordinate relationship which establishes a hierarchy in the administration and thus in the whole matter of management. This type of relation, which is generally stable during normal functioning of the state, is transformed in emergency states. This is done either by authorizing certain executive bodies to exercise general governance in a specific area of security or by subordinating an organization to a particular body for the duration of a specific set of tasks.

*Information relations* are interactions used for the communication of elements of the management structure within this specific organization and with its environment. Information situations that arise through communication are transformed into decision-making situations, while at the same time serving the success of the interaction and material – and energy-related relations. Information relations are a type of interactions of special importance. Without them it is not possible to perform public administration functions. The scope of these functions is extensive, as it includes ordering and regulating, providing, regulating, organizing, executive, controlling and supervising, and forecasting and planning functions.

*Cooperation relations* are interactions of individual elements of a management structure that together pursue common objectives. From the theoretical point of view, cooperation can be positive and negative.<sup>27</sup> Both take place in the practice of the management structure and, consequently, a necessary condition for the coordination activity of the governing bodies is agreement and combination of the actions of individual parts into one complex act. Coordination

<sup>27</sup> "Two entities cooperate if at least one of them helps or disturbs the other". Vide: T. Kotarbiński, op.cit., p. 86.

of cooperation is about ensuring that the joint performers support each other or at least do not interfere with each other.

Material – and energy-related relations are *financial, production, and service* interactions that enable any administrative action. *Financial interactions* as a part of material – and energy-related relations include the issue of budgeting of administrative tasks, as well as application of other specific methods of their financing, especially in times of external threat and war. *Production interactions* (manufacturing) entail the provision of access to material products (raw materials and processed products) to enable the various elements of the management system to fulfill their missions and tasks. *Service interactions* relate to the whole sphere of tangible and intangible services, including services related to education, telecommunications, transport, health care, logistics, and media support.

Given the specific nature of the legal system of a state, the core, permanent missions of the National Security Governance System (NSGS) in the field of national security include promoting the interests of state security in the international arena, protecting state security and constitutional order, ensuring territorial integrity and inviolability of borders, creating secure conditions for socioeconomic development, protecting the economic interests of the state, ensuring cultural security (protection of national heritage and national and state identity), protecting national and private property, ensuring the possibility of free functioning of authorities and administration bodies and other state institutions in conditions of peace, crisis, or war, ensuring public security and order,<sup>28</sup> protecting human life and health, protecting assets and the environment from negative effects of human activities and forces of nature, ensuring material and spiritual basis for survival of the population in conditions of threats to the state, crisis, and war, protecting human and civil rights and freedoms, ensuring inviolability of borders, providing education in security (including shaping patriotic and pro-social attitudes, and environmental education), and ensuring fulfillment of obligations as an ally.

<sup>28</sup> This means maintaining peace and normal behavior in interpersonal relations, protecting public rights of citizens, and protecting life, health, and property from unlawful attacks.

The organizational tasks of the executive branch of government, mainly of central government and local government administration, include: leading the preparation of the national security system, monitoring, analysis and evaluation of the sources, types, directions, and scale of threats, preventing and counteracting emergence of threats to national security in the territory of the state and beyond its borders, as well as eliminating their sources, leading the crisis response, and managing the defense response – the defense of the state.

Governance of national security is a specific case, distinguished by its functions and content, of governing the state in general. Given the complexity of the system of the executive branch of government, the interdisciplinary nature of national security, and the legal system in force in a state, it is necessary to clarify the basic general principles without whose application it would not be possible to achieve the desired results in the area of interest.

These principles include one-person management on each level of governance (management); hierarchical nature of coordination of activities in the field of security; continuity of responsibility of public authorities in all states and conditions in which the state functions; adequacy of the level of competence related to countering and responsibility to the nature and extent of the threat; uniform (except in justified cases) scope of competence of authorities and administration in all states and circumstances in which a state functions, and uniform organization of the security management structure, on all levels of responsibility.

The primary function of the proposed national security governance system is to ensure continuity of decision-making and coordination of actions to maintain and restore national security, in all possible states and circumstances in which the state functions, i.e. during normal functioning of the state, at times of threats and crises (crises that may occur in various areas of the functioning of the state, e.g. economic, social, political, military, environmental, public and general security, etc.), and during war.

From the subjective point of view, a national security governance system (NSGS) consists of bodies of the executive branch of government (on the central and local government levels), managers of various types of organizational units carrying out tasks in the field of national

security (businesses, social organizations), and command bodies of armed forces, including the chief commander of the armed forces (if the law of a given state provides for such a body).

In hierarchical terms, the NSGS should be seen through the lens of the overriding role of political decisions in leading of national security (**superior governance – decision-making subsystem**); this role is usually performed by a president, a prime minister or a chancellor, and a council of ministers (cabinet). Individual ministries, subordinate bodies of ministers, and the whole local administration form the executive sphere of national security with a **central, regional, and local level of governance**, acting as coordinating and decision-making subsystems (Figure 5).

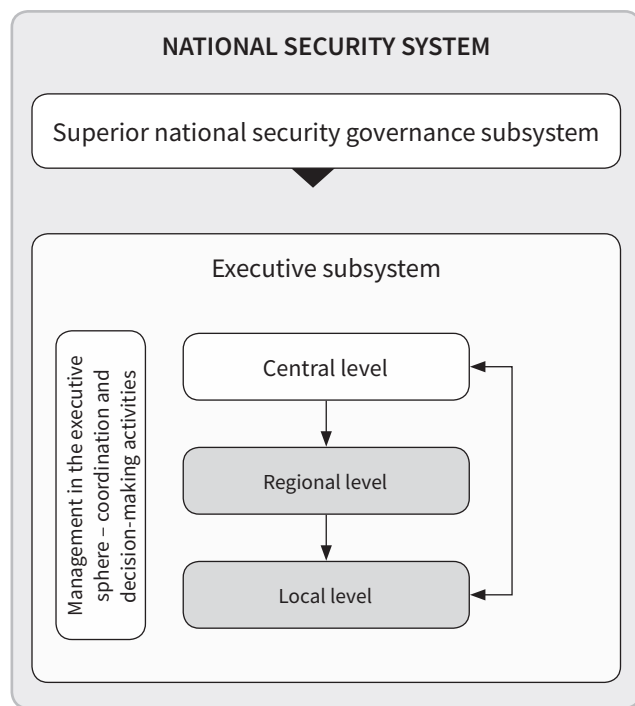


Fig. 5. The national security system, with the overriding and executive level governance distinguished

Source: Prepared by the author.

The essence of the function of management is determined by the right to plan, organize, lead (motivate), and control specific actions. This is made possible by application of a universal management model, the essence of which is determined by the structure of the managing body (Figure 6).

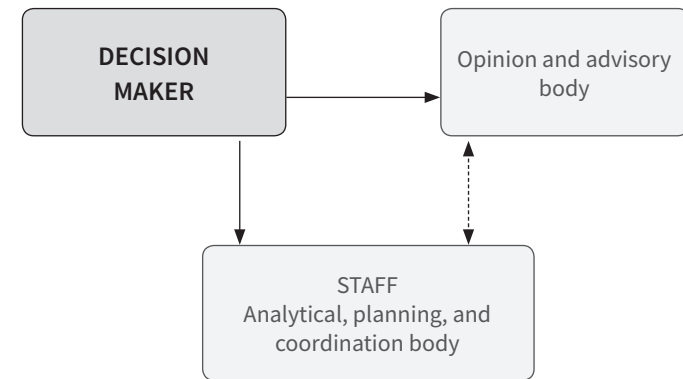


Fig. 6. Model of a managing body

Source: Prepared by the author.

**A managing body** is an arrangement of three elements, ordered according to the roles being performed, the first of which is the *decision-making body*, the second is the *opinion and advisory body*, and the third is the *staff body* (analytical, planning, and coordination body).

The *decision-making body* is an entity that shapes authoritative decisions that affect the entire organizational system under its control. It exercises its decision-making powers in the field of national security by virtue of law established by the state (the president and the government administration), or by virtue of law established by the state and on the basis of and within the limits of local law (local government administration bodies and local government executive bodies).

The *opinion and advisory body* has a threefold function in terms of security management needs:

- 1) it provides support in decision-making – moral and factual support of decisions;
- 2) it ensures communication (flow of information) between individual members of the multi-level management structure; and
- 3) it fulfills the information needs of the environment and its executive elements.

This body should be composed, depending on the level of management, of administrative leaders, persons holding managerial positions in offices that support public authorities, and other persons (experts) whose presence is necessary.

In addition to decision-making and advisory functions, the managing body also performs planning and coordination (staff) functions. It also comprises a *staff body*.

The *staff body* (*analytical, planning and coordination body*) acquires, collects, and processes information, as well as evaluates it and prepares decisions in the form of options for action or possible solutions to problems. Its role in the field of security consists, in most general terms, in generalizing the results of threat monitoring; providing analysis, evaluation, and flow of information; planning activities; preparing options for various decisions and proposals for best practices; facilitating implementation of decisions; launching procedures for response to threats; ensuring operation of leading bodies at command posts; ensuring coordination of the actions of different actors in the executive sphere; stimulating and motivating action; controlling, on behalf of the authorities, the activities of subordinate and supervised structures, etc.

All managing bodies in a state, from the central to the commune level, the commanding authorities of the armed forces, as well as those representing businesses and social organizations performing security tasks, together constitute the national security

management structure. If one takes into account the relations between individual parts of the management structure and the relationships between them in the field of national security, one has to do with a national security governance system (or, more precisely, management system) (NSGS).

In this system, the most important role is played by decision-making bodies of public administration at the superior level and decision-making and coordinating bodies at the executive level, as well as opinion and advisory elements and staff elements that support them in the management process. The bodies that lead entities operating in the market (businesses) and social organizations, and that perform tasks in the field of national security, do not perform a creative function in the decision-making sphere, but only perform the tasks assigned to them in this area. For this reason, they are often not included in the core structure of national security governance (management).

The concept of the leading body presented above indicates the need to ensure functioning, on all levels of management, of appropriate opinion and advisory and staff bodies; however, such bodies must provide support for the decision-making body in all aspects of national security management, combining, where necessary, dispersed or improving under-represented parts of the organization.

When defining the hierarchical structure of the NSGS, we have distinguished **a superior national security governance subsystem**, as well as a central, regional, and **local governance subsystems**. The key role in leading national security is played by the **Superior (or chief) national security governance subsystem** which forms authoritative decisions that affect the entire national security system under its control. It consists of a *Superior decision-making body*, a *Superior opinion and advisory body*, and a *Superior staff body*.

The *Superior decision-making body* is usually a one-person body (president, chancellor, or prime minister), less often a collegiate body (council of state, council of ministers, government) or, as in Poland, an executive body (president and council of ministers). The competences of this body concern conduct of internal and foreign



policy and management of the entire state administration in the field of security. Its mission covers ensuring the external and internal security of the state, including ensuring sovereignty and security of the state and integrity and indivisibility of its territory; exercising general governance in the field of national defense; establishing the main lines of security policy, including the defense policy of the state; deciding on the use of the armed forces and other armed formations outside the country; deciding on introduction and lifting of states of emergency; deciding on the use of the armed forces to support civilian authorities in order to safeguard the constitutional order, ensure public security, and security of citizens; maintaining, increasing, and reducing the state's defense preparedness level, including that of the armed forces; declaring mobilization of the state; analyzing, assessing, and triggering actions to counteract threats to the state; deciding on the use of the armed forces to defend the state or its ally; leading the defense of the state in the event of an external threat to it, as well as leading all activities of the public administration in the event of large-scale internal threats or if the seriousness of the crisis situation so requires; planning and implementing the state's defense preparations, including planning of economic and defense undertakings and tasks performed for the benefit of its own armed forces and allied forces; preparing the national security governance system, including defense of the state and public authorities, to function at command posts; publishing a national security strategy; supervising and coordinating the activities of secret services and other state services; and issuing, in situations provided for by national law, decrees or regulations with the force of a statute.

The main purpose of the *Superior opinion and advisory body* is to advise the *Superior decision-making body* in setting goals and coordinating the external and internal security policy of the state, considering and submitting concepts of solutions to national security problems of a nationwide nature.

The presented body should, in principle, be equivalent to a council of ministers (cabinet) in a reduced composition. This body should comprise, depending on the level of management, the president of the state and key leaders of the government administration (prime

minister, deputy prime ministers, ministers, e.g. of defense, interior affairs, foreign affairs, and finance, secret services coordinator, and others as required), persons holding managerial positions in central government offices and other persons in an advisory capacity (heads of the secret services, chief of the general staff) whose presence is essential. Usually, the opinion and advisory bodies are national security councils (committees), defense and national security committees, or national defense (state defense) committees.

On the other hand, the *Superior staff body* should be able to perform, among others, the following tasks:

- providing the *Superior decision-making body* with substantive support with regard to its competences in the field of national security: preparing draft concepts, plans, and strategic programs in the field of national security, including defense;
- analyzing and assessing the conditions of state security and the threats to national interests;
- testing the government's plans and assessing the state's ability to effectively deal with risks and threats, including those of a terrorist nature;
- supporting the work of the *Superior opinion and advisory body* (the head of the staff body would act as the secretary of this committee, without voting rights);
- ensuring (in organizational, technical, and functional terms) for the *Superior decision-making body* and the *Superior opinion and advisory* the conditions necessary for work in crisis situations and during armed conflict;
- overseeing the interests of the state in the sphere of the arms industry and modern defense technologies;
- coordinating nation-wide planning (e.g. defense response plan and other plans and reports);
- coordinating exercises and games on a national scale;
- coordinating work on organization and development of state defense command posts to the extent required;
- coordinating inter-ministerial security activities that require the activity of the council of ministers and/or the prime minister;
- coordinating the tasks of the secret services, international agreements, and legislative work in this area;

- coordinating preparation of strategic documents on national security, including in the field of defense;
- coordinating efforts aimed to protect national security secrets;
- coordinating security and defense research and technology projects, with particular focus on protection of national strategic interests in this field;
- coordinating the security policy in cyberspace;
- participating in and coordinating preparation of drafts (assumptions) of international agreements and legislative work on security; and
- closely cooperating with relevant organizational units in ministries and offices subordinate to or supervised by the prime minister and ministers.

The superior (chief) national security governance subsystem, in providing comprehensive coordination of the internal and external security issues, coordinates, initiates, and supervises activities on other levels of the national, central, regional, and local security governance system.

The **central, regional, and local levels of governance** are represented by:

#### 1. **Central level:**

- ministers who lead government administration departments (ministries) or department secretaries (e.g. in the USA) as coordination and decision-making bodies, together with opinion and advisory bodies and staff bodies which support implementation of their competences in the field of national security within the closed catalogue of matters handled by these departments (ministries);<sup>29</sup>

<sup>29</sup> Ministers and department secretaries are the monocratic, chief administrative bodies that are superior to the other bodies within the government administration structure with territorial jurisdiction over the whole country. Depending on the organization of the administration in a given state, usually the higher bodies in the hierarchy of state (public) administration than the aforementioned are the prime minister, the chancellor, the council of ministers, and the president of the state.

- central bodies of government administration,<sup>30</sup> as coordinating and decision-making bodies, together with opinion and advisory bodies and staff bodies that support the implementation of their competences in the field of national security in a given specialty of an operational nature (e.g.: intelligence, counterintelligence, rescue, public order, environmental protection, building supervision, and sanitary inspection), with a nationwide scope.

#### 2. **Regional level:**

- a prefect, province governor, director, or governor as a coordinating and decision-making body, together with opinion and advisory bodies and staff bodies that support implementation of their overall national security competences within a department, province, or region.

#### 3. **Local level:**

- a district head, sheriff, prefect, president of a city, commune head, or mayor as a coordinating and decision-making body, together with the opinion and advisory body and the staff body that support implementation of their overall national security competence within the county, district, county, city, town, or commune.

The model of organization of security management bodies on the central, regional, and local level should, in principle, follow the model of the managing body discussed earlier. Therefore, it includes a decision-making body (decision maker), an opinion and advisory body, and a staff body (analytical, planning, and coordinating body). However, given the specific characteristics of the administrative system in each state, the specific solutions may differ. However, there should be no doubt that decision-making, opinion and advisory, and staff functions should, in any case, be carried out on every level of national security governance.<sup>31</sup>

<sup>30</sup> Central government administration bodies are not a part of the government (council of ministers, cabinet), their competence covers the whole country, and they are supervised by the prime minister or are subordinate to ministers. A large number of these bodies, usually monocratic, are established specifically to perform security tasks.

<sup>31</sup> More information on this topic can be found in: W. Kitler, *Organizacja bezpieczeństwa narodowego Rzeczypospolitej Polskiej. Aspekty ustrojowe, prawno-administracyjne i systemowe* [Organization of the national security of the Republic of Poland. Political, legal and administrative, and systemic aspects], Toruń 2018.

### 3.5. Executive subsystems

The superior national security governance subsystem performs a function that is superior to that of the entire executive sphere. The executive subsystems include operational subsystems (including the defense and protection subsystems), social subsystems, and economic subsystems (Figure 7).

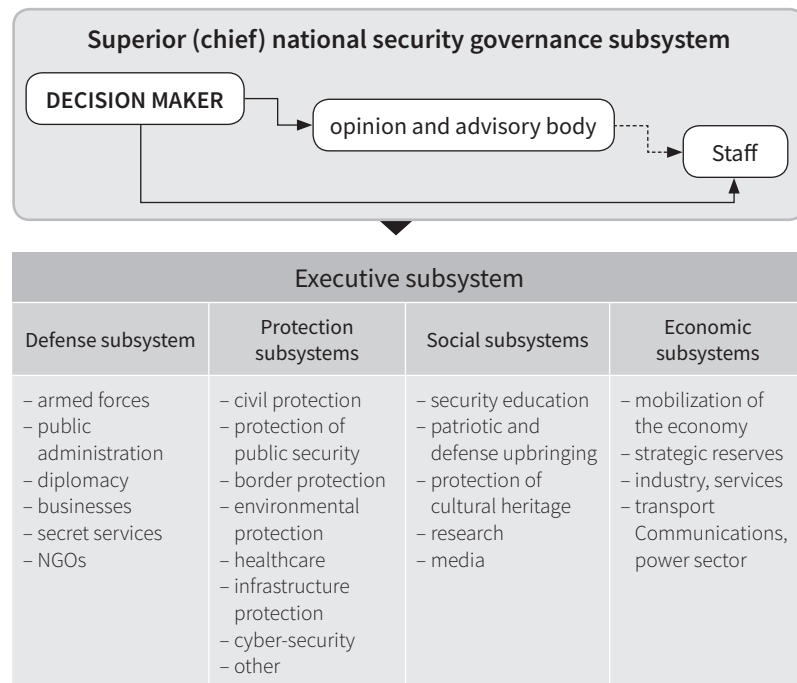


Fig. 7. Model of the national security system – subject-objective approach

*Source: prepared by the author.*

#### 3.5.1. State defense system (SDS)

Ensuring military security is one of the key missions of a state, understood as protection of its territory and counteracting external threats that may lead to aggression in the sense according to international

customs and law, and in case of its occurrence, opposing it by all available means, including diplomatic, economic, special, information, and above all military.

In this regard, a defense policy objectives include maintaining the security and territorial integrity of the country; consolidating international peace and stability; being prepared to address external threats that involve the threat of the use of force; being prepared to use the military force of the state internally in view of the possibility of disruption of its internal order; maintaining response readiness, effecting defense response, and restoring the normal state (in this case, restoring the peace). This entire activity is referred to as national defense.

In many states, entities performing tasks in the field of defense include all authorities and government administration bodies and other state bodies and institutions, local government bodies, businesses, and other organizational units, social organizations, as well as citizens, to the extent specified in the relevant laws. One should also keep in mind that the entity responsible for safeguarding the independence of a state and the integrity of its territory and for ensuring the security and integrity of its borders is the armed forces, which are entrusted with the task of upholding the sovereignty and independence of the state and its security and peace.

A special form of state activity in the area of national security which determines the sustainability and survival of a state (its territory, sovereign power, and society) and its undisturbed development in the face of various (external and internal) challenges and threats to its security is national defense. National defense is an internally coordinated set of elements that perform governance (political and administrative) and executive (military and non-military – civilian) functions, defined by the relations (linkages) and connected by the common mission of protecting and defending vital (life-related) national security interests.

The defense activity of a state (national defense), as an area of national security, is the sum of all civil and military undertakings, including the direct and indirect use of military force, aimed at opposing a threat or actual use of armed violence (aggression) by another actor in international relations. It includes such undertakings as diplomatic, military, and non-military defense, which covers undertakings that

are necessary to secure the needs of armed struggle (defense in the economic, financial, infrastructure, construction, health, agriculture, communication, transport, cyberspace and other fields).

The defense system carries out national defense missions that have a dual face. Firstly, by influencing the environment from where the cause of the political and military threats comes from, i.e. all challenges and threats to vital national security interests. This involves influencing the behavior of other actors in international relations, individual people, and various organizations and groups of people, and shaping favorable conditions in the material world (natural environment, national infrastructure). This, to say it briefly, is shaping the preferred state of affairs in the state and its environment that enables achieving a high level of protection and defense of the state and the society. This sphere of activity can be described as an offensive national defense strategy which shapes an offensive but not aggressive form of this system.

The offensive nature of national defense cannot be perceived as a tendency to act in an aggressive manner. It is a defensive behavior (preventive, constructive, or destructive) aimed at preventing changes that are intended by any entity acting in relation the state (or any part thereof). Secondly, by preparing and taking care of (protecting) the greatest values of national defense, i.e. vital interests of national security. This is the defensive and different face of national defense, and a strategy of action of the same nature. In this case, it is a matter of counteracting the realized (emerging) threats to security by combating them and protecting the most valuable national assets against their effects.

The source of activity in the field of defense is occurrence of armed violence in international relations, which is referred to as aggression. An act of aggression is an act described in Resolution 3314 of 1974, namely the use of force against the sovereignty, territorial integrity, or political independence of another state or its use in any other manner inconsistent with the Charter of the United Nations.<sup>32</sup>

Under international law, aggression is:<sup>33</sup>

1. an assault or attack by the armed forces of one state on the territory of another, or a military occupation, even temporary, resulting from such an assault or attack, or any annexation by force of the territory of a state or parts thereof by another state,
2. a bombardment by the armed forces of a state or use by a state of any other weapons against the territory of another state;
3. blocking of ports or coasts of a state by the armed forces of another state;
4. an attack by the armed forces of a state against the land, naval, or air forces of another state;
5. use of the armed forces of a state staying in the territory of another state with the consent of the host state, in a manner contrary to the terms of the agreement, or any extension of their stay after termination of the agreement;
6. an act of a state that consists in allowing the use of its territory which has been made available to another state for aggression by that other state against a third state; and
7. sending, by or on behalf of a State, of armed gangs, groups, irregular units, or mercenaries who are perpetrating acts of armed violence against another state that are equivalent to or significantly contribute to the acts referred to above.

The defense system, as an operational system, is an orderly and internally coordinated set of elements of governance at the superior level of executive elements, as well as the defense missions, objectives, and tasks for protection of the independence and sovereignty of a state, its territorial integrity, and inviolability of its borders, protection of a state and its constitutional order, to the extent specified in the constitution and laws, and opposition to aggression against a state or its ally.

In other words, the defense system is designed to protect and defend the state as a political and territorial institution against threats that undermine vital national interests and protected goods, such as sovereignty, integrity, inviolability of borders, and constitutional order.

<sup>32</sup> Rome Statute of the International Criminal Court, done at Rome on 17 July 1998..., Article 8 bis (1).

<sup>33</sup> Ibidem, Article 8 bis (2).

A state's defense system maintains constant defensive preparedness when no significant external threats to the state are found, i.e. in normal conditions, which we described earlier as a state of permanent vigilance and ad-hoc response. Then the actions of its individual elements consist in influencing other participants in international relations in order to ensure that the state has a strong international standing and is able to promote its interests effectively in the international arena; promoting democracy and respect for human rights; ensuring non-proliferation of weapons of mass destruction, dual-use materials, and technologies, and arms control; maintaining the forces and means required to participate in crisis response, humanitarian, and search and rescue operations; and influencing potential sources of threats.

Apart from taking measures in the international arena, a state's defense policy also involves internal actions intended to maintain and improve the SDS. This consists in, among others, conducting analyses and assessments of challenges and threats that may lead to political and military crises and the outbreak of an armed conflict; detecting and neutralizing hostile activities against state security; planning future actions, so-called defense planning; improving joint (national and allied) procedures for action in crisis situations and during war; enhancing the ability of the armed forces to respond rapidly to immediate threats to the state; maintaining and improving the integrated national security governance system, including the defense of the state; maintaining the capacity to introduce higher states of defense preparedness appropriate to the scale and nature of the threat; ensuring conditions for the implementation of tasks arising from the obligations of the host state (HNS); maintaining the necessary level of reserves for the defense of the state; developing and maintaining defense infrastructure; and defense education and formation of patriotic attitudes in the society.

In the event of threats to the host states, in the form of a political and military crisis, the SDS takes action to eliminate the sources of conflict and its effects. In addition to international activities (diplomatic, economic, special, ideological, and other means), the core activities of the system include launching selected elements of the SDS; responding to threats; eliminating the effects of threats; enhancing

defense preparedness; mobilization undertakings; strengthening the protection of national security infrastructure, including cultural assets; preparing for deployment of command posts; preparing for militarization; information policy; intelligence and counter-intelligence; mobilization and operational deployment of the armed forces; activation of reserves; and verifying and updating defense plans, including plans for the use of the armed forces.

An armed assault on a state is a challenge of the highest level for the whole state and its defense system, not comparable to any other situation or condition in which the state functions. The transition of a state to a state of war (martial law) has enormous costs and involves numerous human, cultural, and material losses. For this reason, the SDS must have a high degree of readiness to immediately switch to the war fighting mode. In order to defend against armed aggression, in addition to participating in international efforts to reduce sources of threat (including international security, diplomatic, military, and special operations), tasks are performed that result from operational plans, which include developing a wartime state defense governance system; launching mobilization of the armed forces and other components of the SDS, mobilization of the economy; regrouping the armed forces and other formations to areas of operational use; demonstrating the determination of the society and the political will of the state to resist the armed aggression; conducting the defense operation; taking action to ensure survival of civilians in the conditions of the armed conflict; combating psychological diversion; counter-acting disinformation and cyber-attacks; undertaking production and services for combat and survival of the population; imposing restrictions on transport, communication, medicinal products, medical devices, and food; supplying the population with food, water, energy media, medicines and protective equipment, hygiene products, and basic household goods; and providing medical and other services.

The defense system comprises a state defense governance subsystem, diplomacy (defense in the diplomatic field), the military subsystem (armed forces), and the non-military subsystem (non-military defense).



### ***State defense governance subsystem (SDLS)***

The essential, coordinating role in the defense system is played by the state defense governance subsystem. The leading function in this subsystem is performed by the chief executive bodies (president of the state, prime minister, chancellor, council of ministers/cabinet), as well as individual ministers, central and local government administration bodies, and local government bodies.

The state defense governance subsystem is a set of authorities and public administration bodies, managers of organizational units which perform defense-related tasks, and command bodies of the armed forces, coordinated internally in terms of organization and information, according to their hierarchical subordination and legally defined competences, within which decision-making and information functions are performed in relation to the system and its environment. It is designed to make decisions and to continuously and permanently coordinate actions aimed to prepare the state for a political and military crisis and a war, and to act in those conditions.

This subsystem has at its disposal an arsenal of means and tools which allow it ensure achievement of national defense missions, objectives, and functions, as defined by the legislative authorities. This subsystem operates on the principle that missions, objectives, and functions of national defense are transformed into administrative decisions, which allow it to distribute tasks among central and local government administration bodies, businesses, and the non-governmental sector, to the extent provided for by law.

The state defense governance subsystem is also an element of the national security governance system and its modification for the purpose of making decisions and taking actions aimed at launching the state's defense potential through introduction of higher states of defense preparedness and implementation of operational tasks, in order to counteract the existing political and military threats.

From the subjective point of view, the state defense governance subsystem is almost identical to the national security governance system. The main difference between them is that the SDLS functions

on the basis of the norms of the defense law, which is a set of legal acts that concern strengthening the defense of the state, defense competences and tasks, types of defense duties unrelated to military service, military service, functioning of a state's armed forces, as well as preparing the population and national property in the event of a war. The functioning of the NSGS is governed by a much more extensive legal system that establishes the competences and tasks of many entities, including administrative bodies, state services, armed forces, businesses, NGOs, and citizens, in order to counter all possible threats to national security and their effects. Thus, this applies not only to political and military threats, but also to economic, social, cultural, natural, ideological, cyberspace, and information threats, as well as technical disasters and many other threats.

All state defense matters are primarily the responsibility of the leader of the administration (president of the state, prime minister, chancellor, or two bodies at the same time: president and cabinet), while individual ministers act as coordinators in specific areas of national defense. Therefore, almost all ministries are responsible for implementation and coordination of defense activities in their respective ministries. Military defense is the domain of the minister of defense, defense in the field of diplomacy – of the minister of foreign affairs, in the field of economy it is coordinated by the minister of economy, in the field of agriculture and food – by the minister of agriculture, in the field of transport – by the minister of transport, in the field of communication – by the minister of communication, in the field of health – by the minister of health, etc.

### ***Defense in the field of diplomacy***

It follows from the essence of diplomacy that the defense subsystem in the field of diplomacy comprises of all state authorities with its executive structure and its activities in the international arena aimed to pursue the state's interests in the field of defense. Diplomatic defense is one of the spheres of activity of diplomacy and achievement of national defense objectives in international relations is one of its fundamental missions.

The role of contemporary diplomacy and its activities in the field of national defense is conditioned by the increasing complexity of

interactions taking place in international relations. The complexity of the international system causes states to face many complex conditions and the need to choose a careful foreign policy strategy. According to Henry Kissinger, formulation of foreign policy should begin by trying to define what constitutes a vital interest – to counteract any changes in the international environment that may threaten national security, regardless of the form and legitimacy.<sup>34</sup>

All diplomatic measures in the field of defense should be treated as specific actions of state authorities to shape desired attitudes of other objects of interests and to gain desirable states of social phenomena and processes inside and outside the country, in order to achieve military security objectives, using all tools available to the state. Diplomatic tasks are aimed at minimizing the risk of threats to fundamental national interests and diplomatic support during armed conflict and its extinction.

Defense in the field of diplomacy is the entirety of the activities of state authorities, including diplomatic authorities, in relations with external entities, for the benefit of the state's interests in the field of defense, i.e. maintaining peaceful relations between states and protecting and developing the rights and interests of the state and its sovereign existence. The undertakings performed in this area include actions in the international arena aimed to secure the interests of the state (e.g. statements of support, seeking support, diplomatic isolation, debates, resolutions, recalling/expelling ambassadors, and warnings), conducting analyses and making assessments of the political situation and the possibility to counteract it by diplomatic means, informing the international opinion about the situation, and initiating actions to avert threats.

### ***Military defense***

The military defense subsystem is the most important executive element of national defense. As historical experience shows, military

force is usually the ultimate means of achieving an objective in a state's security policy, both externally and internally.

Military defense is a way to use the military factor in international relations, which has a dual form: effective – through use of force, or potential – through a threat of force. In ensuring the internal security of a state, military force is seen as an organized and often ultimate force for maintaining constitutional order and ensuring public order and security of citizens in the state.

In terms of preparation of military defense, the leader is usually the minister of defense (of national defense). The duties of this body include leading in time of peace all activities of the armed forces; preparing the defense assumptions of the state; implementing the assumptions, decisions, and guidelines of the head of state in the field of defense, and coordinating the implementation of tasks resulting from them; exercising general supervision over implementation of defense tasks by public administration bodies, state institutions, businesses, and other entities; exercising general governance in matters related to performance of the general duty of defense; managing the administration of personnel reserves; managing the performance of military service; managing matters related to meeting the material, technical, and financial needs of the armed forces; managing local executive bodies in operational and defense matters; cooperating with other state bodies, local government bodies, and social organizations.

The armed forces are mainly intended for the defense mission, i.e. to protect the independence and integrity of the state territory and to ensure security and inviolability of its borders. This means that a state that has established this particular military formation is responsible for ensuring that its strength (mainly in times of peace, in times of war, and long afterwards) is used to protect and defend the territory of the state and the national interests and assets, without turning its destructive action against the entire nation. At the same time, however, the state (public authority) must ensure that the armed forces are sufficiently protected from jeopardizing their specific nature and position in the society.

<sup>34</sup> H. Kissinger, *Dyplomacja* [Diplomacy], Warsaw 1996, p. 893.

### ***Non-military defense***

The non-military subsystem is designed to perform non-military tasks, i.e. so-called non-military defense.

Non-military defense constitutes a complex of preparatory activities of the civilian (non-military) sector for threats to state security, armed aggression, and war, as well as undertakings carried out in those conditions, and for the purpose of restoration of the state's normal functioning. They are performed by the authorities and government administration bodies, other state bodies and institutions, local government bodies, businesses, and other organizational units, and social (non-governmental) organizations, as well as citizens within the scope set forth in national law.

The scope of activities in non-military defense is extremely extensive, because even in peacetime it involves performance of numerous preparatory projects aimed to strengthen the defense potential of the state, prepare the population and the national property for a war, and perform other tasks for the benefit of defense.

Strengthening the defense of a state involves conducting foreign policy and shaping the international environment, maintaining the ability to participate in allied crisis response operations, humanitarian, and search and rescue operations, maintaining the efficiency of and improving the state defense system, defense planning, and improving procedures in the event of political and military crisis, and war, improving the national security governance system, implementing tasks within the framework of defense preparations in the non-military subsystem, maintaining the ability to introduce higher states of state defense readiness, maintaining readiness to perform tasks within the framework of mobilization of the economy, maintaining strategic reserves, and developing defense infrastructure.

On the other hand, preparation of the population and national property for a war involves defense education of the society, creating conditions to ensure fulfillment of the livelihood needs of the population, preparation to secure the needs of spiritual, psychological, and legal nature, access to libraries and other institutions for dissemination of culture, access to learning in the educational system and education

in universities, dignified burial of people who died of natural causes and as a result of warfare, as well as protection of monuments and cultural heritage, and preparation for implementation of tasks in the field of protection of the population (civil defense during war).

The key non-military defense missions in times of crisis and armed conflict include protecting the population and state structures in conditions of external threat to the state and in times of war, providing the material, information, and spiritual basis for existence of the population, supplying the armed forces with human and material resources, providing non-military support to own and allied forces, and ensuring the continuity of the national economy in these conditions.

Non-military defense includes defense in the economic field, defense in the field of agriculture and food, defense in the field of transport, defense in the field of communication, defense in the field of construction, securing the functioning of civilians in conditions of external threat to the state and during war, defense in the field of health, defense in the field of information, security education, and defense in the field of national culture.

### ***Defense in the economic field***

One of the most important specific subsystems of non-military defense is the economic defense subsystem. It is important to see two areas of economic conditions of national security and thus national defense. First of all, the economy serves the purposes of national defense by creating the material foundations for survival of the population, ensuring undisturbed functioning of the sphere of production and services in situations of threat, and functioning of the national defense system (material bases for the system to function). Secondly, the economy is a tool for influencing other actors in international relations and consequently, together with diplomacy and the military factor, it is one of the most important tools of state policy.

The first, traditional reason for importance of the economy in national defense is a natural consequence of this area of state life, whose role boils down to satisfying all the state's needs related to material goods and services, which becomes a very important issue in the event of threats. Another reason results from the existence of international economic relations and, consequently, from the interdependence of

states (groups of states) in terms of flow of goods, services, technology, money, and labor<sup>35</sup>. The existence of economic interdependence of states means that a given state (group of states) not only can use economic coercive measures, but also can take other actions aimed at inducing rational behavior of other states in accordance with its interests, including those related to national security.

Defense in the field of economy is all the state's activities related to the creation and use of the state's economic capability in order to ensure fulfillment of the mission and objectives of national defense. Thus, it is a way to use the economic factor in international relations, as well as to ensure the material needs of the state (society, economy, and bodies and institutions of the state) in the event of threats to its security.

The use of the economic factor in international relations can be negative or positive. Negative influences may include application of prohibitions or restrictions on exports and imports, boycotts or bans on trade in goods of another state in the internal market, application of certain restrictions in this matter; purchase of goods and raw materials of strategic importance in order to cause price increases, sales for dumping prices, seizure or confiscation and nationalization of foreign assets of the state concerned, restriction of freedom of deep-sea fishing, restriction of transit through the state concerned, use of propaganda and economic disinformation measures to cause panic, use economic warnings that may affect the exchange of goods and services, imposing new quantitative services and other conditions on trade in goods, cancelling trade visits and missions, withholding loan guarantees and technological and economic aid, strict control of trade, corrupting politicians and economic leaders, support by special forces (intelligence) for activities that disrupt functioning of the state's economy, and conducting military and special operations against the objectives of the hostile state.

<sup>35</sup> Vide: J. Płaczek, *Stosunki ekonomiczne jako fundament bezpieczeństwa Europy Środkowej – rola Niemiec i Polski* [Economic relations as the foundation of the security of Central Europe – the role of Germany and Poland], "Materiały i Studia" 1997, no. 1 (42), pp. 6-7.

Positive economic influences are to have positive effects on the economies of other states and thus contribute to their development and achievement of the expected (friendly) attitudes towards the state exerting the influence. This is the basic course of action for economically developed states, which assume that providing broad support to states in a difficult (mainly economic) situation will bring more benefits than damage to international relations. This group of influences includes development aid, preferential customs duties, loan facilities and guarantees, technology transfer, trade and scientific and technical cooperation agreements, support for economic processes in young democracies, combating economic crime, supporting exports, building free trade zones, supporting social programs, promoting environmental protection projects, etc.

A special sphere of economic defense is ensuring fulfillment of material and service needs of the state in the event of threats to national security. The related tasks lead to providing material and service bases for performance of national defense tasks; providing material and service bases for ensuring the livelihoods of the population in times of threat and securing the basic sectors of the national economy in the event of disruption in the supply of strategic raw and other materials.

### ***Defense in the field of agriculture and food***

A field that can be defined as a relatively separate sphere in economic defense is defense in the field of agriculture and nutrition. Just as in the broadly defined economic defense, the role of defense in the field of agriculture and food is dual. On the one hand, a state that is rich in agricultural products can face challenges in the wider context of security and, on the other hand, can handle the problem of feeding the nation in states of emergency.

One of the tasks of civil planning (civil readiness) in this area is to provide support and protection for the population in times of crisis and war.<sup>36</sup> This task is defined as ensuring acceptable conditions for survival of the civilian population in times of crisis and war. Thus, it is one of the functions of non-military defense understood

<sup>36</sup> *Ministerial Guidance for Civil Emergency Planning 2000 and 2001*, Annex to AC/98-WP/381 (Revised).

as providing material, information, and spiritual bases for existence of the population in conditions of an external threat to state security (crisis) and war. Another area that carries out missions in this regard is agriculture and the agri-food processing sector.

Defense in the field of agriculture and food in the broad sense includes activities of the state that are aimed at ensuring independence and a high position in the production, processing, and distribution (including in international trade) of agricultural products and processed goods, free access to agri-food products specific to other climatic zones, as well as, in a narrower sense, ensuring survival, literally feeding the population and protecting the entire sphere of agri-food production in situations of external threats to the state, armed aggression, and war.

Defense in the field of agriculture and food in a narrower sense, which is becoming important, includes undertakings associated with determination of thresholds for food needs and nutritional standards for emergencies; determination of the resources of food, transport, equipment, and storage and distribution capacities in relation to the number of people in need of food support, their location, the need for mass catering in places of permanent and temporary residence; determination of geographic availability of resources and in relation to losses in the country's transport infrastructure; determination of the ways and procedures of obtaining food resources on the domestic and foreign markets with possible substitutes; shaping agricultural production in accordance with the needs arising during natural disasters, various crises, and armed conflicts; protection of agricultural and industrial infrastructure related to processing in the most important spheres of production; establishing and creating reserves<sup>37</sup>, their storage or acquisition on an ad hoc basis, transport, and restoration; sanitary protection of animals and plants, control of the quality of water and food of animal and plant origin during emergencies; evacuation animals, equipment, materials, pharmaceuticals and medical products for

<sup>37</sup> When discussing reserves, we consider not only crops and food, but also plant and animal products, feed, fertilizers, vaccines, plant protection products, etc.

animals, and professional staff outside danger zones; and ensuring legal and organizational conditions for performance of tasks in this field.

### ***Defense in the field of transport***

The group of important undertakings in non-military defense includes all activities related to support in the field of securing transport in the event of threats that may require additional transport support for public administration, humanitarian organizations, and other entities carrying out tasks in the field of defense.

Defense in the field of transport comprises not only the sphere of transport services, but also tasks related to maintenance of transport infrastructure at the desired level of sufficiency, as well as care for "sovereignty" of the state in this field that can ensure the appropriate level of transport infrastructure, the entire transport fleet, appropriate fuel and lubricant stocks, and a number of other issues.

The scope of defense in the field of inland, air, and maritime transport in a narrower scope (transport support) includes coordination of support for central, regional, and local authorities, non-governmental organizations, and other entities in need of transport facilities for the purpose of performance of projects resulting from their statutory activities for the benefit of national security; securing transport facilities for own armed forces and, if necessary, allied armed forces; securing transport facilities for non-military entities (emergency services, police, border guard, and other services) and economic operators; managing the use of all means during a threat; identifying transport needs for mobilization in the event of emergencies; training of personnel; development of transport plans; and conducting consultations in an international context (NATO, EU).

This main scope of tasks requires recognition of a wide range of transport resources, which include specific services (institutions) established to manage (administer) transport infrastructure; elements of road, air, river, rail, and maritime infrastructure (port installations and facilities); motor vehicles and means of transport for railways, river vessels, merchant ships, and aircraft; workshops, warehouses, garages, and other infrastructure facilities necessary to secure



transport, including communication; means and measures to secure the efficiency of road, rail, air, and waterways, as well as repair and other equipment; containers, means of loading and unloading, cranes, and forklifts; and other.

### ***Defense in the field of communication***

One of the areas that determine the vitality of a state, the efficiency of its governance, and the cohesion of all its structures is communication. During political and military crises and armed conflicts, there are situations that are difficult for people to predict and conditions that make response activities complicated, and the need for transmission of information increases, with the negative impact of natural and human factors on performance of the communication system.

Communication in a country can be divided into, among others, public communication and communication for national security, including for defense purposes. Although in the first case, it can be assumed that public communication is subject to market rules with certain elements of state interference, communication for national security purposes should be treated as a matter of special state concern. This communication is, to some extent, an autonomous part of certain specialized state institutions (communication of the government, the armed forces, the emergency services, the police, the border guards, etc.). However, this does not mean that at any point in time the communication system for national security purposes relies only on these resources. During armed conflicts, there is a growing demand for communication support on the part of public communication operators and a growing demand of private businesses for telecommunications and postal services.

Defense in the field of communication involves issues of state security in the field of communication and its independence from others, as well as, in a narrower sense, fulfillment of the increased needs of certain users, especially those who participate in national security tasks (and in the area of interest to us, in national defense tasks). The communication system in the field of defense is a kind of nervous tissue of the national defense system. All, even the smallest, components of national defense are accompanied by elements of communication, even in its most primitive form.

The aim of defense in the field of communication, in the narrower sense, is primarily to provide support for central, regional, and local authorities in emergency situations, especially in the event of serious disruptions to the functioning of the state or its essential elements, in the event of a crisis or a war. Communication support may also be provided to economic operators or non-governmental organizations that carry out national defense tasks.

The most important defensive tasks in the field of communication include ensuring the legal and organizational conditions for operation of government communication on all levels of government; defining the rules for operation of the national communication system related to telecommunication and post in emergency situations; defining the rules of and coordinating communication support for entities performing tasks in emergency situations; maintaining and protecting the communication system infrastructure and ensuring its restoration, including ensuring emergency methods of operation; ensuring a defined reserve of communications resources, equipment, and infrastructure; preparing and ensuring provision of personal and in-kind communication services; creating conditions for operation of diplomatic communications and for the work of the president and members of the government outside the country (e.g. during their stay at meetings of NATO bodies), as well as for international communications; and ensuring confidentiality of communications.

### ***Defense in the field of construction***

Issues related to the construction industry are included in the scope of undertakings that constitute a part of the complete problem of a country's economic infrastructure, i.e. fixed equipment, businesses, and service institutions mainly in the field of transport, communication, energy, and construction, which are necessary for proper functioning of the national economy.

The purpose of defense in the field of construction is to create conditions for the rational use of works related to design, construction, and maintenance of construction facilities and equipment, and the activities of institutions involved in works related construction infrastructure for purposes related to national defense.

Defense in the field of construction concerns taking account of national defense needs in all types of construction work, including spatial development, and, where necessary, using the capabilities of different institutions for response activities, including debris removal in damaged areas, emergency construction of roads, bridges, crossings, streets, railway ramps, port wharves, etc., reconstruction of equipment and facilities that are important for operation of the economy and the society (so-called public utility facilities, such as water intakes, water supply and sewage systems, and sewage), estimating damage and destruction, demolition or reconstruction of damaged structures and facilities, and a number of other undertakings.

***Securing the functioning of civilian population in conditions of external threats to the state and during a war***

Suffering of defenseless civilians, both physical and mental, is an integral part of the tragedy of war and occupation. For centuries, there have been efforts to ensure that civilians have the right to life, freedom from torture, degrading treatment, and punishment (e.g. corporal punishment), freedom from slavery and servitude, freedom of thought, conscience, and religion, prohibition of punishment for an act that did not constitute a crime at the time when it was committed and, to the extent necessary, the right to property and security of basic living needs, and to saving endangered life, health, and cultural heritage. The norms of international law oblige, not always effectively, the states that attack, control, or occupy territories of other states to guarantee those rights.

All authorities, government administration bodies, other state bodies and institutions, local government bodies, businesses, and other organizational units, social organizations, as well as all citizens are required to fulfill their obligations related to securing the functioning of the population in conditions of warfare, to the extent specified in international and national law. This involves much more than just carrying out civil protection tasks and includes planning and organizational work; warning and alarming; rescuing (people, animals, property); evacuation; medical and religious care; fighting fires,

floods, and other threats; restoring and maintaining order in disaster, catastrophe, and accident zones; providing shelter and supplies for victims; emergency restoration of public services; decontamination, elimination of contamination and infections; organization of hiding places and shelters; and emergency burial of the dead.

Securing functioning of the population in conditions of war is a very broad concept and does not have an equivalent in the language of many countries' laws. Undertakings in this respect, as shown by research based also on experience, are the following:

- providing the population with the knowledge, skills, and habits necessary to survive in conditions of warfare. This is a complex process that covers all activities that lead to formation of abilities, interests, attitudes, beliefs, and views, and to acquisition of specific skills and habits to survive and act in conditions of armed conflict and to actively participate in armed combat;
- securing the material and service needs of civilians, including provision of temporary shelter, means of payment; food; drinking water; industrial convenience goods; clothing; fuel; electricity; heat; personal protective equipment; hospital facilities; reserves of blood and blood derivatives; medicinal products and medical devices; means of communication; transport services; substitute teaching facilities; wastewater and waste disposal and treatment; and laundry, repair, and construction services;
- securing the needs of spiritual, psychological, and legal nature, i.e.: providing psychological, psychiatric, and educational care; legal care; opportunities to participate in religious rituals and cultural and educational events (including access to libraries and other cultural facilities); access to teaching in the educational system and education in higher education institutions; dignified burial of people who died of natural and other causes, as well as care of valuable family memorabilia; and protection of monuments and cultural heritage;
- fulfilling information-related needs: access of civilians to reliable information about the current situation in the country and its environment, maintaining constant contact with leaders of administration, whom people treat as leaders, and from whom they seek support at the time of the greatest misery;

- implementing general security tasks – civil protection (civil defense) in times of war – in this respect, this concerns performance of all or almost all humanitarian tasks to protect civilians from dangers arising from warfare or natural disasters, and to overcome their immediate consequences, as well as ensuring the conditions necessary for survival, which include the following tasks: alerting service; evacuation; preparation and organization of shelters; operation of blackout facilities; rescue services; medical services, including first aid and religious care; firefighting; detection and marking of danger zones; decontamination and other similar protective activities; provision of emergency rooms and supplies; emergency assistance to restore and maintain order in areas affected by disasters; temporary restoration of essential public services; emergency burial of the deceased; assistance in saving goods necessary for survival; and additional activities necessary for performance of any of the tasks listed above, including planning and organizational work;<sup>38</sup>
- ensuring public security, understood as protection of the legal order against unlawful conduct that harms protected goods, i.e. life, health, property, public order, and social norms and customs. Ensuring it requires coordinated actions on the state level, especially as regards regulation of the justice system and professional and effective functioning of public administration. Although it is an element of national internal security, it is affected by various external factors.

### ***Defense in the field of health***

The level of health of the society is one of the key elements of national strength and, consequently, the essence of functioning of institutions that perform healthcare tasks consists in ensuring a long life of people and a good health of the society.<sup>39</sup> Healthcare – an important element

<sup>38</sup> Vide: Protocol Additional... (Protocol I), Article 61(a), Journal of Laws of 1992, no. 41, item 175.

<sup>39</sup> "Health is a state of complete physical, mental and social well-being and not merely the absence of disease or infirmity." Vide: Constitution of the World Health Organization, an agreement adopted by the Governments represented at the International Health Conference and the Protocol concerning the International Office of Public Health, signed in New York on 22 July 1946, Journal of Laws of 1978, no. 7, item 26.

of a state's activity in normal conditions – involves the need to make an increased effort in the face of extraordinary threats, leading to numerous general losses, which in the military terminology are divided into irreversible and sanitary.<sup>40</sup> Provision of healthcare should therefore be treated as one of the vital determinants of national security and, consequently, of national defense.

In the context of national defense, the perception of operation of rescue units and other healthcare units through the lens of emergency threats, including war, when their normal day-to-day operation becomes insufficient to meet specific needs, is becoming increasingly important.

For this reason, defense in the field of healthcare can be treated as an activity of public administration bodies and specialized medical entities and other organizational units of the healthcare system that is aimed at providing the best possible conditions for healthcare, through therapeutic and evacuation, and sanitary and anti-epidemic activities, and by providing material resources for emergency situations in time of peace, crisis, and war.

Another extremely important element of activity in this field is ensuring a good physical and mental condition of the society, giving it a chance to face the difficulties resulting from threats to national security and their consequences. It follows from this definition of defense in the field of health that the health defense subsystem, as a specific functional element of national defense, is a structured set of governance and executive elements designed to perform healthcare tasks in connection with emergencies, including war.

The above definitions indicate the need for a systemic perception of healthcare in emergency situations, regardless of the nature of the organizational units performing tasks in this respect. This justifies, in

<sup>40</sup> Irreversible losses include those who are killed, lost, and taken prisoner, while sanitary losses include those who are slightly, moderately, and severely wounded and sick. Sanitary losses include people who are mentally ill or suffer from various types of depressions and symptoms of social anxiety (panic), often requiring medical assistance of varying degrees of sophistication and specialization.

particular, the need to ensure continuity of the functions of the state in this regard, whatever the state and circumstances of its operation, the comparability of the resulting losses in emergency situations, and the need to ensure cost-effectiveness of the actions taken in this regard.

The health defense subsystem has an important role to play in ensuring independence of the state in dealing with the tasks set out above. However, due to many objective reasons, cooperation with international actors, mainly within NATO, the European Union, and the World Health Organisation, is also becoming an essential issue.

### ***Defense in the field of information***

Extremely intensive socio-economic development is closely linked to progress in the ability to acquire, process, and transmit information. As a result, especially the second half of the 20th century, known as the “information age,” was a time when information is one of the key factors in the efficiency of many complex organizations, especially states and their essential elements, and international organizations.<sup>41</sup>

The information sphere can be defined as the activity related to communication of people with each other, learning about the real and abstract world, as well as a set of subjects that transmit and receive information and technical carriers and converters used for this activity. Development of communication (information transfer) tools has led to deeper international cooperation and a close interdependence between states, which has not only positive effects. Thus, the informational sphere has a double face: one time it concerns the positive or negative cooperation between people, while another time it concerns the technical and organizational side that enables such cooperation.<sup>42</sup>

The level of development of technical carriers and information converters has a direct impact on the state’s level of development (science, economy, culture, environment, and social awareness) and its security, as well as on the quality of its governance as a whole and the organizations operating on its territory. The higher the dependence on the technical sphere of information, the greater the sensitivity

to all potential disruptions and threats, which can have different causes and different forms. These can be all kinds of natural and man-made events that result in physical destruction of information systems (e.g. fires, floods, and technical disasters) or interference with the technical parameters of such systems (e.g. lightning, magnetic interferences of the earth and outer space, electromagnetic and sensor disturbances, as well as data changes not foreseen in computer software), or changes in data that determines reliability of transmitted information transmitted (e.g. computer disturbances: “viruses,” “trojans,” “logic bombs,” “rabbits/bacteria”; introduction of false information in a non-IT mode, e.g. by press, radio, and television broadcasting, interference with information transmission modes, blocking, and deception).<sup>43</sup>

The widespread availability of information, apart from its positive results, also results in a number of new conditions that are alien to the industrial age. Only those will count who can afford unlimited impact on information, who will have the ability to control social opinion and thus control social behavior not always in line with commonly accepted social norms.<sup>44</sup>

In theory and practice, the term “information defense” is used, which is usually defined in the context of armed combat. As L. Ciburowski stated, “The essence of this defense boils down to creating conditions that make it impossible for the opponent to intercept data, especially those forms of data that contain the most important information about important real situations.”<sup>45</sup> However, reality shows that the problem of information must be looked at even more broadly. That is why we are introducing the term “defense in the field of information.”

<sup>41</sup> Vide: L. Ciburowski, *Walka informacyjna* [Information fight], Toruń 1999, p. 7.

<sup>42</sup> The expression “informational” should not be confused with “informatics.”

<sup>43</sup> This topic is discussed in an interesting manner by: G. Nowacki, *Współczesne poglądy na prowadzenie walki informacyjnej* [Contemporary views of the conduct of information fight], Warsaw 2001, pp. 55-66.

<sup>44</sup> This is taken advantage of by mass media, which successfully control human behavior, influence human minds, and consequently change people’s habits and behaviors, all in the name of free flow of information. This is also appreciated by strong states, which use media for public diplomacy, i.e. impact of information on other states and the international community.

<sup>45</sup> L. Ciburowski, op.cit., p. 80.

Defense in the field of information is any activity related to pursuit of national defense objectives through the impact of information on the behavior and attitudes of international and national entities, protection of national interests from the negative effects of the influence of these entities,<sup>46</sup> as well as protection of technical information equipment from the influence of natural and human forces and, if necessary, impact on the technical information equipment of another entity (social group or state).

### **Security education**

Security education is one of the components of national defense. It comprises a certain process carried out by many educational entities, as well as the result of this process. However, it is a process of a special nature, which leads to formation of social awareness and development of knowledge, skills, and habits, thanks to which every inhabitant is ready, individually and in a group, to deal with problems of threats that endanger his or her safety, as well as to make efforts connected with the fulfillment of his or her duty to the homeland – the duty to defend it.

Security education involves upbringing, education, all education and upbringing activities and processes aimed at transferring knowledge, and shaping someone's characteristics and skills in the field of state security. It is a specific system of teaching and educational activities of families, schools, the military and other formations, churches and religious associations, non-governmental organizations, and the mass media that serves dissemination of ideas, values, knowledge, and skills that are directly relevant to national security.

Due to the forms and legal basis for the implementation of the educational process in this field, it can be assumed that it includes the following entities: all citizens (population); elementary and secondary

<sup>46</sup> This includes such interests as state security, public order, universal security, human and civil rights and freedoms, and state sovereignty.

schools; higher education institutions; workplaces; authorities and administration; members of non-governmental organizations; commanders and soldiers, including reserve soldiers; staff and officers of services, guards, and inspectorates; educational, higher education, and other employees.

Due to its size (multitude and different legal status of the subjects of education) and the scope of its content, security education is one of the most difficult to coordinate detailed functional elements of national defense.

### **Defense in the field of national culture**

National culture, both material and spiritual,<sup>47</sup> is one of the most valuable elements of national heritage.<sup>48</sup> It is usually perceived in terms of its identification, preservation, and valorization, as well as protection against looting, damage, or destruction in the event of an emergency.<sup>49</sup> However, this is one of the areas where national culture is perceived in terms of the mission of national defense.

<sup>47</sup> Material culture is defined as all transformations of the external world (nature) and products that serve to preserve and make human life more pleasant, while spiritual culture is defined as products that transform the internal world of man into permanent spirituality (e.g. literature, music, theater, scientific theories, philosophical concepts, and religious systems).

<sup>48</sup> The national heritage also includes "natural heritage," i.e. natural monuments, geological and physiographic formations, landscape sites, natural zones, and other physical and biological formations of particular value to science or to human aesthetic experience. Vide: Convention of 16 November 1972 *concerning the Protection of the World Cultural and Natural Heritage*, Journal of Laws of 1976, no. 32, item 190, annex.

<sup>49</sup> International and national law has taken special care to protect cultural assets in the event of armed conflicts and other situations requiring their protection. It is estimated that the average destruction of the historical stock in Poland during World War II was over 50% in historic cities and districts and 43% of the total number of cultural assets. Vide: G. Leszczyński, *Ochrona dóbr kultury na wypadek szczególnych zagrożeń czasu wojny i pokoju* [Protection of cultural values in the event of special threats in time of war and peace], in: R. Bzinkowski, ed., *Rola i zadania sił zbrojnych w zakresie ochrony dóbr kultury wobec zagrożeń czasu wojny i pokoju* [The role and tasks of military forces with regard to protection of cultural values against threats in time of war and peace], Warsaw 2001, pp. 14-19; K. Sałaciński, *Ochrona dóbr kultury na wypadek szczególnych zagrożeń* [Protection of cultural values in the event of special threats], "Zeszyt Problemowy TWO" 1998, no. 5 (14).



National culture is an important factor of national strength and should therefore be seen as a kind of national defense tool. It is a powerful weapon of every nation, which allows the nation can continue and develop, as well as use it to promote its values in the world and to shape its international position.

This understanding of the relationship between national culture and national defense indicates that defense in the field of national culture means undertaking all actions aimed to protect national cultural assets (care and respect for them), as well as using the nation's cultural heritage to shape desirable attitudes in the international environment and to increase national strength in accordance with the objectives of national defense.

The broadest objective of protection of cultural assets involves their preservation, proper maintenance, and socially targeted use and making them available for scientific, teaching, and educational purposes, so that they serve science and popularization of knowledge and art, constitute a durable element of cultural development, and are an active component of the life of the contemporary society. This involves protecting them from destruction, damage, devastation, loss, or export, providing them with conditions for permanent preservation, developing scientific documentation, records and registration, and preserving, restoring, or rebuilding them, based on scientific principles. Protection of national cultural assets is a continuous process, which results not only from existence of various threats, but also from the need to properly preserve, restore (reconstruct, retrovert), and recover assets lost as a result of looting and criminal activity in the territory of a state that has taken place for many centuries.

Due to the vastness of the issue of defense in the field of national culture, its relations with other specific functional spheres of national defense are particularly complex. This includes defense in the fields of diplomacy, military defense, civil protection, and all others. This is because if the issues related to protection of national cultural assets can be included in a clearly defined, formalized system of action, then issues related to treatment of national culture as a tool of national

defense constitute an element of the state's activity in a broader area, connected with a broader context of national defense.

### 3.5.2. Protective systems

The term “protective systems,” like “social systems” and “economic systems,” has its origins in the nomenclature of the elements of a state's defense system. In Polish theoretical thought and practical activity, the so-called “non-military subsystem” is distinguished within the defense system, in addition to the to the governance subsystem and the military subsystem (armed forces). The subsystem comprises “state and civil protection links,” “economic and defense links,” and “political and social links.” However, all of them fulfill their tasks in case of a threat to the state and a war, and in peace prepared themselves for the tasks called “defense tasks.” In the “White Paper of National Security of the Republic of Poland”<sup>50</sup> published in 2013, the expression “protective subsystems of the state and the population (civil, non-military security)”<sup>51</sup> was used to define protective systems, similarly to the defense system. It was also assumed, which the author of this monograph cannot agree with, that the state and population protective subsystems are designed to “take advantage of opportunities, take challenges, reduce risks, and counteract (prevent and oppose) external and internal non-military (civilian) threats.”<sup>52</sup>

Such a purpose of protective subsystems cannot be accepted, as many of them, as well as other executive subsystems of the national security system, carry out missions related not only to counteracting external and internal non-military threats, but also work for security in the military dimension, by counteracting the sources of armed violence in relations between states and between states and non-state actors. To indicate sufficient grounds for questioning the validity of this proposition, it is enough to mention the intelligence-related secret

<sup>50</sup> *Biała księga bezpieczeństwa narodowego Rzeczypospolitej Polskiej* [White paper on the national security of the Republic of Poland], National Security Bureau, Warsaw 2013.

<sup>51</sup> *Ibidem*, p. 37.

<sup>52</sup> *Ibidem*.

services, which are considered to be protective subsystems of the state and population, and their use to protect the external security of the state or to protect against external threats to the defense of the state.

The essence of protective subsystems is that they are deliberately separate, relatively orderly sets of governance and execution elements that take non-armed (non-military) actions of a conservative, preventive (prophylactic), and constructive nature<sup>53</sup> for the purpose of safeguarding uninterrupted living conditions and national development, in all conditions in which a state operates.

Protective systems constitute a relatively separate set of related, detailed operational (intervention) elements intended for protection of the state as a political (sovereign), territorial, legal, coercive, and most importantly, social institution, including protection of the state and the constitutional order, protection of state structures, individuals, and the entire society, assets and infrastructure, and the environment against threats that significantly limit the operation of the state and the society, or harm the protected national assets, in all conditions in which the state operates.

The leading role among them is played, among others, by the following systems: the state and constitutional order protection system; the national security infrastructure protection system; the civil protection system; the public security system; and the information security system.

These systems consist primarily of public administration bodies, organizational units of the ministry of justice, state control and law protection bodies, prosecutor's office, barrister's office, secret services, guards, services, and inspectorates specialized in protection of public order and state border, civil protection entities, including rescue services, commercial protection formations, and pro-defense, rescue, and humanitarian non-governmental organizations. In certain situations, organizational units of the armed forces are also an

important protective tool, as long as this does not weaken their combat readiness and civilian actors are incapable of providing adequate protection or are insufficient.

The main missions in this area are maintaining constitutional order and internal stability of the state, protection of state structures, ensuring universal security, public security and order, protecting the state border, protecting tangible and intangible assets, as well as national security infrastructure. A special matter of the functioning of a democratic state, including the quality of its constitutional order, is *protection of human and civil freedoms and rights* (freedom of conscience and religion, personal freedoms and rights, political freedoms and rights; economic, and social and cultural freedoms and rights) and enforcement of people's obligations to the state (constitutional obligations of citizens).

### ***State and constitutional order protection system***

There is ample evidence that, despite similarly-sounding provisions, the intentions expressed in laws, even on the constitutional level, do not guarantee completion of missions in the field of security. It is therefore necessary to establish rules, legal procedures, and organizational forms for their completion, together with a system of democratic control and enforcement.

Protection of external and internal security, including sovereignty of the state and conditions for an uninterrupted functioning of the actors of the political system, which consists in protection of the institutions of political power and the constitutional legal order, as well as protection of the rights and fundamental freedoms of a human beings and citizens against the activities of other states and the criminal activities of individuals or social groups, is the main mission of the state and the constitutional order protection system. It also involves identifying, preventing, detecting, and countering threats to security, defense, independence, and continuity of the state, and to human and civil rights and freedoms.

<sup>53</sup> Vide: T. Kotarbiński, op.cit., pp. 33-47.

This is, as shown in one of the previous chapters, the first of the specific missions of the national security system. Its specific missions are to protect the state as a political and legal organization, to protect the sovereignty of the state, to guarantee survival of its sovereign power, its internal order, and its independence, and indisputability of its territorial identity, to ensure continuity of its constitutional system through a system of legal rules and the activities of state bodies and institutions, to ensure recognition of the state in the international arena and its ability to pursue its own national interests, to counteract extremism of social groups, to combat and limit the influence of hostile ideologies, to recognize and protect against threats to state security, to ensure security of citizens against unlawful violations of their political rights, to protect human rights and fundamental freedoms, to strengthen the democratic legal order, and to promote democracy.

The objects of protection are the following: external security of the state, internal security of the state, continuity of state authority, cyberspace, democratic law-abiding state, classified information, territorial integrity, economic interests, internal order, international standing of the state, international trade in arms, ammunition, and explosives, narcotic drugs, and psychotropic substances and goods, technologies and services of strategic importance to state security, as well as international trade in weapons of mass destruction, inviolability of borders, inviolability of state territory, independence, defense, representations, citizens or property of the state outside its borders, interests of the state treasury, separation of the judiciary and independence of courts and tribunals, political pluralism, separation of and balance among branches of government, public order, economic and defense potential, respect for the constitution and laws, implementation of the budget, republican form of the law-abiding state, social market economy, national sovereignty, system of government in the state, private property, freedoms, human and civil rights, economic freedom, freedom of speech, right to information and to public interest in radio and television, mutual independence and cooperation between the state and churches and religious associations, and parliamentary form of government.

The tasks of this system include identifying, preventing, and combating threats to the state and its constitutional order, and in particular to the sovereignty, international standing, independence, and inviolability of its territory, as well as to the defense of the state; identifying, preventing, detecting, and prosecuting perpetrators of espionage, terrorism, violation of state secrecy, and other crimes affecting state security, and corruption of persons serving in public posts, where this is detrimental to state security; recognizing international terrorism, extremism, and international organized crime groups, combating activities detrimental to the state's economic interests, protecting classified information in the field of security, defense, and economic interests of the state, obtaining, analyzing, processing, and transmitting to the competent authorities information that may be of significant importance for the protection of the state's internal security and constitutional order, for the security and international position of the state, and its economic and defense potential, protecting diplomatic posts of the state abroad and their employees from foreign intelligence and other activities that may harm the interests of the state; recognizing and analyzing threats occurring in areas of tensions, conflicts, and international crises that affect state security, and taking action to eliminate these threats, recognizing, preventing, and detecting crimes against the activities of state institutions and local government, administration of justice, elections, referendums, and public order where they are connected with corruption or activities that are detrimental to the economic interests of the state, identifying, preventing, and detecting crimes against peace, mankind, and war crimes, crimes against the state, and such acts against foreign countries that ensure reciprocity, and protecting persons important for the welfare of the state.

### ***National security infrastructure protection system***

In the scientific terminology and in practice, there are many terms for infrastructure, such as state, national, NATO (allied), strategic, defense, military, critical, economic, transport (road, rail, sea, and air), communication, industrial, energy (electricity, combined heat and power, and gas, solid and liquid fuel, generation, and transmission),

command (command posts and centers consisting of technical facilities and equipment necessary to ensure effective and safe operation of governance bodies in the performance of their security tasks), and network (cyberspace) infrastructure, as well as civil defense infrastructure.

The criteria for distinguishing individual categories of infrastructure are different, but given the different solutions, a single term can be adopted for protected infrastructure due to its importance for national security: this name is “national security infrastructure.” This single name and the related detailed solutions help avoid multiple legal entities and planning solutions, duplication of solutions, and uneconomic protective measures in this matter.

Therefore, protection of national security infrastructure can be defined as all elements (facilities, equipment, areas, and systems) deliberately separated from the state’s infrastructure, which, due to their usefulness for national existence and development and the threats that their functioning causes, affect the security and defense of the state, the life and health of people, the property, the environment, the national economy, the economic development, and the historical and cultural heritage.

The mission of the national security infrastructure protection system is to ensure conditions for the undisturbed functioning of all elements deliberately separated from the state infrastructure (facilities, equipment, areas, and systems), through their mandatory protection affecting an undisturbed functioning of public authority and other state institutions, institutions performing social and economic functions, citizens, as well as businesses and other organizational units, in all conditions in which the state operates.

The specific objectives include continuous improvement of the resilience of this infrastructure to threats, increasing interoperability and coherence with other protective systems, ensuring continuity, timeliness, efficiency of governance, and command of protection, achieving the expected level of cooperation of entities that are elements of the protection system and using all available protection resources, technologies, and properties of terrain to multiply the

effectiveness of protection forces in states other than the normal state of the state’s operation.

The tasks of this system include:

- monitoring, recognition, and assessment of threats to protected facilities, equipment, areas and systems;
- preventing threats to the protected infrastructure from affecting the protected infrastructure, which may cause loss of life, breakdowns, destruction, and other adverse effects on the infrastructure; and
- remedying the effects of dysfunction, disruption, or destruction of infrastructure.

The infrastructure to be protected includes:

1. Social infrastructure – facilities and institutions that provide services in the fields of law enforcement, security, education, healthcare, etc., including:
  - 1.1. infrastructure of legislative bodies and offices of state bodies that are not public administration;
  - 1.2. public administration infrastructure, including permanent, substitute, and back-up locations (command posts) of public administration bodies;
  - 1.3. facilities of organizational units subordinate to the minister of defense or supervised by him or her;
  - 1.4. facilities of organizational units of secret services;
  - 1.5. facilities of the police, the border guard, rescue services, VIP security services, and other uniformed services;
  - 1.6. infrastructure of the ministry of justice, including court-houses and prison service facilities;
  - 1.7. museums and other facilities where national cultural assets and state archives are collected;
  - 1.8. research and development facilities, including those related to special technologies, unique economic production, and defense industry;
  - 1.9. sports facilities, the destruction of which may cause sanitary and fatal losses of people and the environment and which are intended to be used for civil protection or other tasks in conditions of threat and war;
  - 1.10. healthcare infrastructure;

- 1.11. facilities, premises, and equipment essential for the functioning of urban agglomerations, the destruction or damage of which may pose a threat to human life and health, and to the environment, in particular power plants, heating plants, water intakes, water supply systems, and wastewater treatment plants;
- 1.12. infrastructure of state registers and records;
- 1.13. surveying and cartographic documentation centers;
- 1.14. border protection infrastructure;
2. Economic infrastructure – facilities providing services in the field of transport, communication, energy, irrigation, drainage, etc.:
  - 2.1. plants with unique economic production;
  - 2.2. transmission infrastructure, fuel and natural gas installations, and power lines;
  - 2.3. telecommunication facilities intended for public radio and public television broadcasting;
  - 2.4. ICT and telecommunications networks;
  - 2.5. facilities of postal operators and postal equipment;
  - 2.6. plants that manufacture, repair, and store weapons, military equipment, and munitions;
  - 2.7. plants where research and development or construction work is carried out in the field of production for state security and defense purposes;
  - 2.8. dams and other hydrotechnical equipment;
  - 2.9. transport and communication infrastructure facilities, bridges, flyover bridges and tunnels, located along roads and railway lines important for the defense or economic interests of the state;
  - 2.10. seaports, water crossings, locks, and dams;
  - 2.11. banks and companies that produce, store, or transport cash in significant quantities;
  - 2.12. power plants and other power facilities;
  - 2.13. plants directly related to extraction of mineral resources of strategic importance for the state;
  - 2.14. warehouses for strategic reserves, including depots and storages of oil and fuel, natural gas, food, medicinal products, medical devices, and materials for pharmaceutical production;

- 2.15. facilities where materials that present a particular explosive or fire hazard are produced, used, or stored;
- 2.16. facilities where activities are carried out using toxic chemicals and their precursors, including facilities that use significant quantities of nuclear material, radioactive sources and waste, toxic, narcotic, explosive, or chemical materials constituting a high fire or explosion hazard, as well as biological and microbiological products, microorganisms, toxins and other substances that cause diseases in humans or animals;
- 2.17. facilities where nuclear material, radioactive sources and waste, toxic, intoxicating, explosive, or chemical materials that constitute a high fire or explosion hazard are produced, used, or stored, including facilities where significant quantities of nuclear material, radioactive sources and waste, toxic, intoxicating, explosive, or chemical materials that constitute a high fire or explosion hazard are stored;
- 2.18. facilities the destruction of or damage of which may pose a threat to life and health of persons, property, and the environment of considerable size or may cause serious material loss, as well as disrupt the functioning of the state.

This large number of security objects (facilities) may be expanded or supplemented at any time and, consequently, given the need to establish the competence for their protection, it would be advisable to introduce certain categories, the key (criterion) to the determination of which could be:

- 1) the impact range criterion: national, regional, and local;
- 2) the purpose criterion: defensive (used to perform defensive tasks), civilian (used to perform tasks in the field of civil security and to provide material and spiritual basis for existence of the population), economic (for economic purposes) and other important purposes;
- 3) the criterion of significance:
  - areas, facilities, equipment, transports, systems, etc., that are **particularly important** for defense, economic interests of the state, public security, and other state interests;
  - areas, facilities, equipment, transports, systems, etc., that are **important** for defense, economic interests of the state, public security, and other state interests;



- **other** areas, facilities, equipment, transports, systems, etc., that are **less important** for defense, economic interests of the state, public security, and other state interests.

As a consequence of the findings made so far, the national security infrastructure will be divided into the following categories:

- **category I** – critical infrastructure for secure national existence and development, of nation-wide importance and impact, under the responsibility of central government<sup>54</sup>;
- **category II** – particularly important for secure national existence and development, with regional significance and impact, which is the responsibility of regional authorities;
- **category III** – important for secure national existence and development, with local significance and impact, which is the responsibility of local authorities;

### **Civil protection system**

One area of national security is universal security. Universal security is a process that involves a number of different activities (e.g. in the health, environmental, education, social, economic, legal, psychological, veterinary, and sanitary fields), whose primary objective is to ensure the security of the life and health of people and, at the same time, it is a state achieved as a result of an organized protection (saving) of human life and health, as well as material and cultural assets and the natural environment, to the extent necessary for the survival of people, against the effects of human actions against man (including war) or of the laws of nature and the consequences of forces of nature, in all conditions in which a state functions.

The organizational form of the provision of universal security is the civil protection system (CPS), whose main area of activity is rescue operations. Civil protection is a key executive area in the field of universal security and one of the most important areas of national security.

<sup>54</sup> This category should include the European Critical Infrastructure.

Civil protection is one of the main protective missions carried out as a part of national security by public administration bodies, other state bodies and institutions, businesses and other organizational units, social organizations, and individual citizens, and in justified cases also by the military,<sup>55</sup> and consists in implementation of a number of preventive, preparatory, intervention, and recovery actions aimed at protecting human life and health, valuable property, cultural heritage, and the environment, to the extent necessary for survival of people, and at providing humanitarian aid and legal assistance during and immediately after catastrophes, natural disasters, armed conflicts, and occupation.<sup>56</sup>

Civil protection objectives include:

- 1) to prevent sources of threat to protected values and to prepare conditions for their protection;
- 2) to ensure (prepare) conditions necessary for survival;
- 3) to save human life and health, valuable property, the cultural heritage, and the environment to the extent necessary for survival, from dangers caused by natural forces or human activity;
- 4) to provide humanitarian, psychological, spiritual, and legal assistance in the event of imminent threats and their effects; and
- 5) to overcome the consequences of threats to people, values, and the environment – reconstruction.

Civil protection should cover specific groups of undertakings, namely:

- Group I comprises *security measures* aimed to anticipate and prevent causes of dangerous situations, to thwart or reduce the risk of occurrence of their consequences, and to reduce their impact on protected values;

<sup>55</sup> Participation of designated military units in civil protection is governed by law of the Republic of Poland, as well as international humanitarian law. Vide: Protocol Additional... (Protocol I), Article 67.

<sup>56</sup> Cf.: W. Kitler, *Ochrona ludności* [Civil protection], in: W. Kitler, A. Skrabacz, *Bezpieczeństwo ludności cywilnej. Pojęcie, organizacja i zadania w czasie pokoju, kryzysu i wojny* [Security of civilian population. Concept, organization, and tasks during peace, crisis, and war], Warsaw 2010, p. 67-68.

- Group II comprises *preparatory measures* aimed to verify planned intervention measures and to increase the organizational capacity so as to achieve readiness to effectively respond to specific planning situations and to ensure the conditions necessary for human survival;
- Group III comprises *intervention measures* aimed to save life and health of people, valuable property, the cultural heritage, and the environment, take in the event of specific situations that are dangerous to protected values, in order to help the victims, to hinder the development of existing threats, and to limit losses and damage;
- Group IV comprises *reconstruction measures* aimed to eliminate the effects of threats, to restore human and material resources, to restore the normal state in all areas that provide favorable conditions for protected values, and above all to human life and health.

Civil protection is implemented in all states and conditions in which a state operates and takes two forms as a consequence of the applicable international law, i.e. **civil protection** – in a state of permanent vigilance and emergency response, in a crisis situation caused by natural forces or people, in a state of natural disaster and a state of emergency – and **civil defense** – in times of an armed conflict (war), martial law, and an occupation.

This system performs the following tasks:

1. The first group, the so-called **protective measures**, comprises:
  - *investment measures*: creating reserves and inventories, land use, construction works, including in the industrial, residential, and hydrotechnical spheres, and in the sphere of construction and maintenance of protective structures and adaptation of other structures to perform such function, creating conditions for protection of agricultural produce, water and food, medical devices and medicinal products, and other necessities, preparing transport, post, and communication infrastructure (including the nation-wide emergency number 112), as well as energy infrastructure for protection of population, ensuring the smallest harm of any investment projects, and creating structural funds and financial mechanisms to cover the costs of civil protection tasks;

- *organizational measures*, which comprise comprehensive organizational and physical preparation of the civil protection system, including the governance subsystem and the entire executive area, with the national rescue system at the forefront;
- *planning measures*, which comprise development and implementation of operational civil protection programs and plans. The latter should include not only rescue plans, but also a number of other functional plans, such as a plan to ensure functioning of the governance bodies at the command posts, evacuation of the population and material goods, activities of law enforcement (ensuring public security and order), alarm and notification, social assistance and humanitarian aid, medical, sanitary, and veterinary services, environmental protection,<sup>57</sup> agricultural crops, food, and water, logistic services, information policy, communication and postal services, a transport plan, a plan of support provided by organizational units of the armed forces, a financial plan, a plan for emergency burial of the deceased, etc.
- *educational measures*, which are intended to provide children, youth, and adults with skills and habits related to proper behavior in difficult situations, carried out by various curricula in the educational system and higher education institutions, training of the population in companies, educational programs in electronic media, initiatives of non-governmental organizations, as well as programs of the central and local government administration;
- *training measures*, which cover professional training of guards, services, inspectorates, separated units of the armed forces, social organizations, and employees of various companies that either use hazardous materials or operate hazardous equipment and vehicles in the technological process. Undertakings of this type may be academic courses (in universities that prepare professional services) and improvement training courses in organizational units of state services, armed forces, and social organizations, in the form of lectures, information, seminars, and exercises;

<sup>57</sup> To the extent necessary to carry out civil protection tasks.

- *legislative measures*, including preparation of new and amendment of existing sources of universally applicable laws, as well as local law, preparation of a package of “dormant” acts that are ready to be implemented in case of emergencies. Laws should form the basis for investment, planning, and organizational activities, should define the properties and competences of individual entities of the civil protection system, limitations of rights, and other burdens on citizens and businesses, as well as should provide grounds (by virtue of a statute) for public authorities to adopt laws in emergency situations;
  - *research and development measures*, financed from the state budget and by private capital (motivated by an appropriate incentive system or a statutory obligation), aimed at improving theoretical and technical knowledge and implementing modern technological solutions;
  - *operational measures*, i.e. all activities aimed at forecasting, monitoring, recognizing, and analyzing threats to life and health resulting from factors that directly and indirectly influence the protected values, including, epidemics of human diseases, epidemics and invasions of animal and plant pests, natural disasters, contamination, radiological threats, demonstrations, riots, disturbances in functioning of economic infrastructure, breakdowns, catastrophes, criminal acts, especially acts of terror, and armed conflicts.
2. The second group – **preparatory measures** – contain mainly:
- *investment measures*: restoring and replenishing reserves and stocks, accelerating implementation of key civil protection investments, halting various types of investments, and raising funds for intervention activities and social assistance;
  - *planning measures*: verifying operational plans, inventorying resources, creating conditions for possible actions within the scope of civil protection;
  - *educational measures*: ad-hoc training of the population, propaganda and information campaigns;
  - *training measures*: ad-hoc training of rescue force reserves and those performing other civil protection tasks, coordination exercises and training;

- *legislative measures*: lawmaking according to the needs resulting from the specific situation (especially local law);
  - *operational measures*: forecasting risks, deployment of command posts, warning, alerting, and informing the population at risk, informing the public, improving the preparedness of the response forces, achieving readiness to introduce organizational rules and regulations for emergencies, shift work and workplace organization, organizing conferences and briefings, ad hoc prevention activities, e.g. evacuation of people and property from the expected danger zones, carrying out construction works, temporarily stopping operation of endangered technical equipment, the failure of which may also be the cause of danger to people, property, and the environment, preparing the goods for evacuation that people need to survive, organizing shelter places for the population, collecting material aid, possible emergency evacuation of reserves and supplies, deploying of organizational units of the Civil Defense, implementing tasks related to construction of shelters for the population.
3. The third group – **intervention and response measures** – include mainly:
- *operational measures*, including development of management and coordination centers, constant monitoring and forecasting of the situation, mobilization of rescue services and volunteers, rescue operations, counteracting the spread of threats and their effects, isolating areas at risk, alerting the population at risk, including early warning of threats, ensuring order in the area covered by civil protection operations, securing the property left behind against theft and vandalism, informing the authorities, the media, and the public, evacuating the population and valuable goods, deployment and ensuring the functioning of temporary shelter centers, providing assistance to victims (social, psychological, medical, and religious assistance), supplying the population with necessities, supplying electricity, gas and heat, providing support by the armed forces if necessary, elimination of contamination and infections, introduction of restrictions on transport, communications, and access to medical devices and medicinal products, ensuring continuity of operation of

public institutions and facilities, ad hoc restoration of infrastructure, protection of farm animals and agricultural crops, general self-protection and coordination of activities of social organizations and volunteers, burial of the dead, disposal of fallen animals, as well as investment, organizational, planning, and legislative activities carried out to complete the preparatory stage or on an ad hoc basis according to the needs arising from the current situation.

4. The fourth group – **reconstruction measures** – includes:<sup>58</sup>

- *short-term (ad hoc) reconstruction measures*, which consist in restoring the necessary minimum standards of universal security, including the necessary actions in the field of healthcare in public and non-public medical facilities and psychological assistance, repair of facilities and institutions that are necessary for survival that constitute a part of social infrastructure (residential buildings, hospitals, sanatoriums, social welfare homes, schools, kindergartens, courts, prisons, and public administration facilities) and economic infrastructure (transport, communication, energy, and municipal utilities infrastructure), including protection against further damage;
- *long-term reconstruction measures*, which continue until the effects of a dangerous situation on the protected values are completely eliminated and the full ability to continue to operate is restored, and which include detection and investigation of the causes of threats, analysis of socio-economic consequences of disasters, improvement of means and methods of forecasting, restoration of reserves and resources, amendment of law, improvement of the civil protection system and operating procedures, and elimination of causes of hazardous situations, etc.

Civil protection tasks are carried out by:

- public administration bodies (central and local government) and offices serving these bodies;
- services, inspectorates, and guards within their competences (police, border guard, and services competent for sanitary, veterinary,

<sup>58</sup> Reconstruction starts basically as early as in the response phase, especially when it comes to ad hoc projects.

environmental, labor, chemical substances and preparations, road transport, construction supervision, and plant protection and seeds matters, as well as technical supervision, meteorological, road and rail transport authorities, atomic energy agencies, forest services, rescue and firefighting entities, medical entities, and local government organizational units);

- Civil Defense Formations;
- social organizations, including non-governmental organizations, voluntary fire brigades, and other commercial entities providing rescue services, foundations, and humanitarian organizations;
- businesses, especially those that may be required to perform civil protection tasks (or civil defense tasks during a war), which represent various production and service sectors, such as media, press, radio and television, post and telecommunications, communication, transport, energy, health, construction, and others, as well as those that, given their business profile, pose a threat to people and the environment, and are thus obliged to organize a company rescue system (and Civil Defense formations);
- organizational units of the armed forces, within the framework of military support to civilian authorities in times of peace or non-military crisis; in justified cases, the armed forces may carry out civil protection (civil defense) tasks also in times of war, including replacing civil administration in direct combat operations; and
- citizens providing specific mandatory and voluntary services.

### **Public security system**

Protecting the operations of public institutions and facilities, internal order, and public order, and ensuring compliance with applicable legal, moral, and customary norms are the main challenges that public security faces.

Security of citizens, public order, and internal order are values that are close to the state, to individual citizens, and to social groups alike. At the same time, it is one of the basic tasks of the state within the broadly defined national security. The process related to protection of the above-mentioned values includes a variety of activities (measures) whose primary objective is to protect the legal order of the state against prohibited activities and against activities that cause harm to public

institutions<sup>59</sup> and facilities,<sup>60</sup> human life and health, or public order, as well as social norms and customs and, importantly, the interests of the state protected by statutes. It involves ensuring undisturbed functioning of the institutions of the state and its citizens in spite of threats to their “normal” functioning, according to the prevailing social and administrative system and legal order.

In the literature on this subject and legal acts, two related terms are often combined under a common term: “security” and “public order.” European Union law indicates that public security and public order are terms of legal language that occur jointly or separately in the administrative and legal system. These terms are most often associated with regulations that define the functions, public tasks, and legal forms of operation of bodies, institutions, and other entities that form the administration of public security and order.”<sup>61</sup>

The legislators of many countries avoid defining and, with the help of their designata, try to explain the scope of application of the terms “public security” and “public order” and their related terms, such as “security of citizens,” “social peace,” “legal order,” and “internal order.” Often these concepts become so close to each other that their meanings largely overlap. Moreover, the concepts of public security and public order do not have a single, universally accepted definition in the theory on this matter, despite many attempts to elaborate it. This at least gives us the right to apply a certain simplification and to include all these issues in a single concept of “public security.”

<sup>59</sup> Public institutions comprise all social infrastructure, i.e.: hospitals, ambulances, sanatoriums, nursing homes; schools, kindergartens; cultural and sports facilities; courts, prisons; and public administration facilities.

<sup>60</sup> Public facilities include: public roads, railway and water networks; airports; ports; power installations and networks; water, gas, and steam transmission facilities, water intakes; treatment plants; cemeteries; communication and information technologies (telecommunications, post, Internet, radio, TV); municipal utilities (electricity, water, wastewater, heating, gas, sewage, waste disposal). In this case the term *economic infrastructure* is used interchangeably.

<sup>61</sup> Directive of the European Parliament and of the Council of 30 April 2006, *on the rights of citizens in the territory of the Member States*, OJ EU L158, pp. 77–123.

The mission of the public security system is to ensure legal and organizational conditions and institutions that protect the state and citizens from threats and challenges that are adverse to the legal order, caused by people, as well as to protect the activities of public institutions and facilities, internal order, and public order, and to ensure compliance with applicable legal, moral, and customary norms against unlawful activities.

The objectives of a public security system include ensuring social order, legitimacy of the activities of institutions of state authorities, protection of legal order, norms, and customs, protection of civic rights and freedoms, protection of citizens and national property against illegal activities, creation of conditions for social activity for public security, identification, prevention, detection and prosecution of perpetrators of crimes related to production of and trade in goods, technologies, and services of strategic importance to national security, crimes related to illegal production and possession of, and trade in, weapons, ammunition, and explosives, weapons of mass destruction, and their international trade, implementation of tasks related to execution of temporary detention and imprisonment, and coercive measures resulting in deprivation of freedom, organization of protection of people’s lives and property from illegal attacks that violate these values, as well as protection of public security and order, including ensuring peace in public places and in means of public transport, in road traffic and on waters intended for general use, implementation of undertakings related to initiation and organization of activities aimed to prevent committing crimes, misdemeanors, and criminogenic phenomena, as well as cooperation in this respect with state and local government bodies, and social organizations, control of observance of regulations concerning order and administration that are connected with public activity or are binding in public, semi-public, and private space made available for public use.

Public security tasks can be made specified according to a subjective criterion. Considering their object, the tasks are implemented mainly in the following areas:

1. *Protection of safety and public order in road traffic*: road traffic management and supervision, enforcement of traffic law, supervision



of traffic conditions for special vehicles, vehicles used for special purposes, and vehicles used in connection with transport of special military forces, police, and border guards, and firefighting vehicles involved in rescue operations, as well as conditions of passenger transport in vehicles of the armed forces, police, border guard, prison service, and fire brigade, imposition of fines if vehicles are found to exceed the permissible total weight, axle load, or dimensions, or if the vehicle is used without the permission required by the road traffic regulations, control of correct electronic toll payments, keeping records of statistical data concerning checks on driving time and rest periods, compulsory breaks and rest periods for drivers engaged in road transport operations, transmission of data and information to a central register of infringements detected as a result of checks, imposition of a financial penalties on operators performing road transport operations or other activities connected with that transport, by administrative decision, and control of carriage of dangerous goods by road and compliance with the requirements associated with such carriage.

2. *Protection of public security and order on waters intended for use by the general public*, including prevention and prosecution of crimes against maritime safety, criminal jurisdiction in the maritime areas of the state, dealing with cases on the rules and ways of operation of commanders of vessels of the navy, the border guard, and the police in case of collisions with other vessels, conducting search and rescue operations at sea, procedures concerning pollution from ships, combating threats and pollution at sea, control of persons, baggage, and activities of port or port facility security units and their surveillance, procedures concerning serious injuries or death of a person, explosion or fire on board ships, sinking of ships, or damage to property of significant value.
3. *Protection of public security and order in railway sites*, including monitoring of railway stations and other facilities that are important to the functioning of railway transport, counteracting negative acts that are harmful to people and property in sites intended for operation of railway transport, observation of railway routes and lines that are important to the safety of railway traffic or places with a high number negative phenomena, preventive, implementing,

and operational activities in relation to manifestations of organized crime, acts of terror, as well as attempted acts of sabotage, suppression of acts of hooliganism, and other manifestations of violations of law.

4. *Protection of public security and order, including peace in public places*, which covers holding gatherings in the vicinity of diplomatic representations, consular posts, special missions, and international organizations that enjoy diplomatic immunities and privileges, police protection of the gathered persons, and assistance in removing persons whose conduct violates the provisions of a law or who prevent or attempt to prevent the gatherings, maintaining public security and order within the premises of higher education institutions, protecting mass events, mandatory recording of the course of mass events, and applying to the province governor for listing a stadium, facility, or area where recording of the course of mass events by means of video and sound recording equipment is mandatory, as well as forwarding to the court and the prosecutor's office the materials collected during recording of mass events, ensuring coordination of activities carried out in connection with ensuring the safety of football matches and monitoring and recording of the behavior of persons participating in a football match in and around the stadium, providing assistance to the security services, issuing opinions on permits to conduct mass events, and request interruption of mass events.
5. *Initiating and organizing actions to prevent perpetration of crimes and misdemeanors and criminogenic phenomena*: recognition, prevention, and detection of offenses and criminogenic phenomena, detection and prosecution of offenders, compulsory appearance, compulsory appearance at a medical facility, detention of a person, compulsory appearance at a sobering-up station, a healthcare facility, or other appropriate facility established or indicated by a local government unit, or to the place of residence or stay, testing for the body's alcohol content, prevention of drug abuse, prevention of domestic violence, examination of whether the entry and stay of a foreigner in the territory of the state constitutes a threat to the defense or security of the state or to protection of public safety and order, applying for a decision on expulsion of a foreigner, placing a foreigner

in a guarded center or in an arrest for the purpose of expulsion, issuing permits for firearms, issuing permits for incapacitating gas throwers and for tools and devices the use of which poses a threat to life or health, issuing registration cards for pneumatic weapons, issuing the European firearms pass, registration of weapons, running a depository, control of weapons and ammunition storage, application of the necessary security measures and actions in the event of a construction disasters, securing property in parks, reserves, and protected areas, acting in the event of a threat or breach of security at an organizational unit of the prison service or a convoy, forced appearance at a military qualification, transfer of personal data from military records, delivery of draft cards and compulsory appearance of the drafter person, control of employment of foreigners, transfer of information about monuments stolen or unlawfully exported abroad and providing assistance in controlling the observance and application of regulations on monument protection and care, combating corruption in state institutions and local government, and in public and economic life, as well as combating activities detrimental to the state's economic interests.

6. *Protection of public order in municipalities by the uniformed formations of local government – municipal guards:* protection of peace and order in public places, supervision of order and traffic control, protection of the places where crimes, catastrophes, or other similar events took place, or places at risk of such events from access by outsiders or destruction of traces and evidence, until the arrival of the relevant services, as well as identification, if possible, of witnesses to the event, protection of municipal facilities and public utilities, compulsory appearance of drunken people at sobering-up stations or to their places of residence if their behavior in a public place is scandalous, if they find themselves in circumstances that pose a threat to their life or health or if they pose a threat to the life and health of other people, informing the local community about the status and types of threats, initiation and participation in activities aimed at preventing perpetration of crimes and offenses and criminogenic phenomena, and cooperation in this respect with state and local government bodies and social organizations, and escorting documents, valuables, or cash for the needs of the municipality.

The entities performing tasks in this area are:

1. Public administration, including:
  - public administration bodies (central and local government) and offices supporting these bodies, mainly the prime minister, ministers responsible for internal affairs, defense, transport, environment, and finance, territorial government administration bodies, and local government bodies;
  - organizational units subordinate to and supervised by those bodies (including services, inspectorates, and guards within their jurisdiction, organizational units of the local government – municipal (commune) guards.
2. Other state bodies and institutions charged with performance of public security tasks.
3. Civil Defense Formations in time of armed conflicts to the extent provided for in the Protocol Additional (Protocol I) to the Geneva Conventions.
4. Businesses providing commercial services in the field of personal and property protection.
5. Organizational units of the armed forces within the framework of military support to civilian authorities in normal times, including during non-military crises, as well as during emergency states.

### ***Information security system***

Intensive socio-economic development is closely linked to progress in the ability to acquire, process, and transmit information. As a result, especially the second half of the 20th century, known as the “information age,” was a time when information is one of the key factors in the efficiency of many complex organizations, especially states and their essential components, and international organizations.

The information sphere can be defined as the activity related to communication of different subjects (people and organizations) with each other, learning about the real and abstract world, as well as a set of subjects that transmit and receive information and tools (devices, networks, systems, bases, and sets) for its collection, gathering, and storage, and of signal carriers and converters used for this activity. Development of communication (information transfer) tools has led to deeper international cooperation and a close interdependence

between states, which has not only positive effects. Thus, the informational sphere has a double face: one time it concerns the positive or negative cooperation between people, while another time it concerns the technical and organizational side that enables such cooperation.<sup>62</sup>

Access to information at the right time, place, and circumstances is an important factor for success of activities undertaken in various areas of human activity. It also determines success in ensuring security, including national security. It is also not difficult to see that the main purpose of acquisition of information is to equip people and organizations they establish for effective action aimed to ensure uninterrupted living and development conditions and to counter possible threats caused by people or forces of nature. For centuries, the acquisition, processing, sharing, and falsification of information has been an important element of the armed struggle and rivalry of states, their intelligence agencies, and other competing entities. The history of wars is a race of strategic thought and tools of war. In the past, information was needed to surprise the opponent, to gain knowledge about his plans, and to mislead him. Today, information plays one of the main roles, it is a tool, it has been and still is, and it is estimated that in the near future it may continue to be the leading factor of success on the battlefield, often replacing the classic armed struggle in achieving success.

Despite the significant, even galloping, development of information carriers, and ways of obtaining, processing and using it, when we relate it to the security of individuals, social groups, organizations, states, and other entities, the struggle for power, advantage, and rivalry between different entities, we find that information can be perceived in two ways. Once as a factor of strength, development, and success, another time as a factor of weakness, destruction, and failure.

An analysis of views concerning the concept of information security and of source documents, normative acts, and strategic documents of the state makes it possible to conclude that in the world of science and practice there are narrower and broader, negative and positive concepts of information security, which define it as:

<sup>62</sup> Vide: W. Kitler, *Obrona narodowa III RP...* [National defense of the 3<sup>rd</sup> Republic...], pp. 332–333.

- protection of classified information from unwanted disclosure, modification, destruction, or prevention of its processing and use;
- protection of classified information (as above), combined with an unhindered possibility of free access to and processing and use of, classified information;
- protection of information resources against unwanted, unauthorized disclosure, modification, or destruction;
- a trans-sectoral area of security, the content of which refers to the information environment of the state and, consequently, a process aimed at ensuring secure functioning of the state in the information space by ruling in its own national infosphere and effective protection of national interests in the external (foreign) infosphere;
- securing information resources, ICT systems (networks), and cyberspace against unwanted, unauthorized disclosure, modification, and destruction, military and non-military information security area related to the activities of the administration, businesses, citizens, and other entities using new technologies to secure information systems [IT, telecommunications, ICT networks, information resources (databases, knowledge bases, and other information collections, individual technical devices and IT systems, and critical infrastructure elements)].

Information security of a state is a trans-sectoral field of national security (more narrowly: state security), which is a process that consists in striving to ensure the disruption-free functioning and development of the state, including the public authority and the society, and market and non-governmental entities in the information space, including cyberspace, through free access to information, with simultaneous protection against its negative effects (material<sup>63</sup> and non-material<sup>64</sup>), protection of information resources and systems against hostile actions of other entities or the effects of forces of nature and technical breakdowns, while maintaining the ability to informally influence the behavior

<sup>63</sup> Consequently, material and financial losses, health consequences (e.g. addiction to the Internet), damages, transport disasters, and technical failures;

<sup>64</sup> Cultural, ideological, social, psychological, moral, etc.

and attitudes of international and domestic entities. The issue of information security increasingly affects issues related to the relations between the state (public authority) and the individual (citizen) in connection with the processes of computerization and digitization of public administration resources.

Typically, information security consists in securing legally protected information (classified information, state or official secrets) from unwanted (both accidental and intentional) disclosure, modification, destruction, or inability of further processing, and security measures are taken to ensure undisturbed confidentiality, integrity, and availability of that information, or a state free from transmission to unauthorized parties, espionage, diversion, or sabotage.<sup>65</sup>

Information is not only a tool for achievement of various security purposes, but it must be protected together with all means of recording and storing it. Therefore, the purposes of information security include safeguarding information and, more specifically, the information resources which, in the opinion of their owners, should be protected. Given the technological progress, the globalization, as well as the transformation and brutalization of threats, the perpetrators of which take every opportunity to obtain information on the objects of their interest, the number of information resources that need to be protected is rapidly increasing. This concerns not only information that is important for the state, its security systems, public administration, and businesses, but also information that is seemingly insignificant and concerns individual people, families, and social groups.

The information security system performs, among others, the following task groups:

- acquiring, processing, storing, and distributing information in various areas of state activity;
- risk assessment and forecasting of threats to national security, including information and other security areas;
- monitoring of threats and counteracting the identified threats;
- ensuring distribution of information in the civilian and military areas;
- legal, technical, ICT, and physical protection of information, and all technical and technological systems and equipment for managing its resources;
- ensuring undisturbed use of information in the activities of citizens, public authorities, and non-governmental entities;
- reigning in one's own national infosphere and effectively protecting national interests in the external (foreign) infosphere, including supporting activities aimed at strengthening national identity;
- acquisition, processing, and distribution of information necessary to protect people, property, and the environment from natural and technological disasters and their consequences, terrorist activities, and other threats to public security, public order, and safety of citizens;
- protection against negative effects of access to information, taking the form of Internet addiction, crisis of values (moral, aesthetic, religious, political, and cultural) and identity (cultural and state), as well as public morality;
- counteracting disinformation and propaganda activities of foreign state and non-state actors;
- information protection of businesses that carry out tasks important for state security, its defense, and its economic interests;
- information protection of information resources, databases, and legally protected secrets within the scope of activities of public authorities, including a system for managing the national security of the state;
- informative influence on the behavior and attitudes of other actors of international relations to shape and protect the image of the state;
- participation in international activities that serve the achievement of national and allied interests in the sphere of information security.

<sup>65</sup> Vide: K. Liedel, *Bezpieczeństwo informacyjne w dobie terrorystycznych i innych zagrożeń bezpieczeństwa narodowego* [Information security in time of terrorism and other threats to national security], Toruń 2005, p. 19; P. Bączek, *Zagrożenia informacyjne a bezpieczeństwo Państwa Polskiego* [Information threats and the security of the Polish state], Toruń 2006, p. 19.

The executive entities (implementers) of the information security system include:

1. Public administration, including:
  - public administration bodies (central and local government) and offices supporting these bodies, mainly the prime minister, ministers responsible for internal affairs, administration, digitization, telecommunications, national treasury, defense, transport, environment, and finance, territorial government administration bodies, and local government bodies;
  - organizational units subordinate to and supervised by those bodies (including central offices, secret services, and other services, inspectorates, and guards within their jurisdiction, organizational units of the state, organizational units of the local government, including municipal (commune) guards.
2. Organizational units of the armed forces.
3. Other state bodies and institutions which, due to the scope of their activity, are obliged to perform tasks in the field of information security, including the administration of the president of the state, legislative and judicial bodies, state banks, and others.
4. Businesses engaged in manufacturing and services related to activities in the information space (including digital services<sup>66</sup> and key services<sup>67</sup>), as well as those that process personal data and classified information, whose business profile includes financial, banking, human and goods transport activities, press activities, radio and television broadcasting, production, repair, or upgrade of weapons and military equipment, execution of special trading, postal services, and telecommunications services.
5. Non-governmental organizations that carry out commissioned tasks in the field of national security or that carry out statutory activities related to national security objectives.

<sup>66</sup> Digital service – a service provided electronically.

<sup>67</sup> Key services may be provided by designated businesses that operate in the energy, transport, banking and financial market infrastructure, health care, drinking water supply and distribution, and digital infrastructure sectors.

### 3.5.3. Social systems

The Polish “White Paper on National Security” states that “The social potential of security is conditioned by national identity and cultural heritage. It is also a result of social security, demographic potential, and intellectual, scientific, and technological potential. Education, training, and research and development in the field of security, healthcare, and media have a significant impact on its development.”<sup>68</sup>

Social security comprises various activities whose primary objective is survival, prosperity, and sustainable development of the society, by ensuring a high quality of life for citizens, families, and persons requiring special care, their living conditions, work, leisure, and access to convenience goods, as well as countering unemployment, social stratification, and social conflicts.

A number of measures are being taken internationally and nationally, the objectives of which are related to the understanding and the scope of social security assumed in this work. International law addresses the following issues in this area: the right to life, freedom of thought, conscience, and religion, the right to recognition of the legal personality of a human being; the prohibition of torture, inhuman, or degrading treatment or punishment; the prohibition to enslave people, to convict a person for an act which was not a criminal offense at the time when it was committed; the prohibition to deprive someone of liberty for inability to fulfill contractual obligations; the right to health care, education, adequate remuneration, social assistance, and entertainment; the right to work, to property, and to inheritance, as well as cultural rights.

Organization of social life by a state provides guarantees of social security in two types of areas: material and cultural, and political. The first covers all manifestations of fulfillment of needs in the economic, social, and cultural areas. The area of political needs is related to civil rights and freedoms (administration of justice and political rights).

<sup>68</sup> *Biała księga...* [White paper...], p. 73.



By using a teleological approach, we will distinguish between specific groups of activities, performed by the state and social organizations, with the support of the private sector, which are aimed at implementing the missions of the national security system that in this publication are referred to as systems. This is because we remember that national security in its broad sense means, most importantly, sovereignty, inviolability of borders, territorial integrity, and internal order, but also successful existence and development of individuals and social groups, protection of values that are important to individuals and social groups, quality of life, social solidarity, human and civil rights, culture, customs, national identity, respect for minorities, social rights, care for the “weak,” etc.

Social systems (as a part of support subsystems) are a collection of various types of entities (government, local government, non-governmental, and market – businesses) that create distinguishable systems, involved in creating social and cultural foundations of national security, such as national identity and cultural heritage, comprehensively prepared human resources, knowledge, science and technology, intellectual and technological potential, legal system, education, national morale, social capital and civil society, patriotism, culture of authorities, leadership skills, etc.

In social security, the main focus is on the issues of social assistance, family benefits, care for the disabled, labor law, promotion of employment and alleviation of unemployment, working conditions, social insurance, and care for and protection of the family and children. These systems include: a system of national heritage protection; a security education system, a system of science and higher education, research and development institutions, mass media in the national security system, a social security system, a social insurance system, a system of care of and protection of the family and children (family benefits), a system of promotion of employment and alleviation of the effects of unemployment, and a system of care for the disabled. A brief description of two of those systems is presented below.

### ***National heritage protection system***

National identity and cultural heritage (national heritage), as the material and intellectual heritage of many generations, influence the

identity of modern nations, which as “[...] a community connected by ethnic and cultural-civilizational ties, are characterized by a sense of separate identity and are able to show it to future generations.”<sup>69</sup>

The term heritage protection system can be understood in two ways. In a narrower sense, it is identified with activities of the conservation service, financing of conservation activities, and provisions of law that govern protection of heritage, in order to preserve the existing material and intellectual heritage of a nation. A national heritage protection system can also be seen much more broadly. It is shaped not only by the factors mentioned above, but also by politics, economy, social life, culture, education, and media.

Protection of national heritage, which comprises not only material cultural assets but also values that are important from the point of view of national identity, such as language, freedom of opinion, tradition, freedom of religion, protection of scientific achievements, and customs, is an important element of the legislation of individual democratic states. Traditions and customs, rights and liberties, and all the above-mentioned values that bind nations are the basis of national strength (state power) and make individual nations strive with such persistence for self-determination and for the right to live in their own territory and according to their own legal principles. In the hour of trepidation, when the rights and freedoms of individuals and social groups are threatened, when someone wants to deprive a nation of its sovereign rights, almost everyone stands up for them. It is a value that cannot be converted into tanks and fighter planes and a force without which national security could not be guaranteed.

For many centuries, the strength of national identity and cultural heritage of nations has played a fundamental role in the field of defense, forming the basis for patriotic and defense, and pro-state attitudes of societies. However, for some time now, challenges and threats have been emerging that are very harmful to secure living conditions and national development. In such a situation, national (and state) identity and cultural heritage play an important role in countering their symptoms and negative effects.

<sup>69</sup> Ibidem, p. 132.

The national heritage protection system involves undertaking all activities for the development and care of the material and intellectual national heritage, protection of monuments (care and respect for them), maintaining and promoting national and state traditions, as well as using national identity and cultural heritage of the nation for shaping desirable attitudes in the international environment and enhancing national strength, in accordance with the objectives of national security. Its mission is also to perpetuate and nurture the values that determine national identity and to draw on the experiences and achievements of other nations, to counteract foreign influences that undermine internal cohesion, and to create favorable external conditions for achievement of national security objectives.

The tasks of public authorities, non-governmental organizations, certain businesses, and citizens include protecting the values of spiritual culture that are important to national identity (e.g. language, religion, customs, historical traditions, literature, philosophy, and ideology), promoting the cultural heritage on the international arena, ensuring free flow of ideas and values between nations, developing a system of management of national heritage resources, building new and coherent institutional and structural solutions, supporting civil society initiatives in the process of protection of national heritage, ensuring legal, organizational, and financial conditions that enable sustainable conservation, management, and maintenance of monuments, preventing threats that may cause damage to the value of monuments, preventing destruction and misuse of monuments, preventing theft, loss, or illegal export of monuments abroad, controlling the state of preservation and the destination of monuments, and taking into account protective tasks in spatial planning and development and in shaping of the environment.<sup>70</sup>

<sup>70</sup> Vide: T. Kośmider, *System ochrony dziedzictwa narodowego* [System of protection of national heritage], in: W. Kitler, sc. superv., *Struktura organizacyjna systemu bezpieczeństwa narodowego RP* [The organizational structure of the national security system of the Republic of Poland], National Defense Academy, Warsaw 2013, pp. 370-385. *National Security System of the Republic of Poland*, a project in the field of national defense and security financed by the National Centre for Research and Development, principal investigator Professor Waldemar Kitler.

### **Security education system**

Security education, similarly to national heritage protection, plays a special role in shaping the right attitudes, skills, and habits, and in gaining knowledge and skills to deal with various security challenges and threats. It is an important part of the teaching and upbringing process and of prevention activities, which are focused mainly on civic and communication, and health and environmental education. It is also considered to be an essential element of upbringing and preparation for work and life in contemporary conditions.

Education in this field starts with family upbringing and then undergoes constant modification under the influence of the mass media, school education, peer group, professional work, and self-education. General living conditions and awareness of the various threats arising from crisis situations are not without significance.

Security education in a formalized form uses the experience of military preparatory training, military education, and defense education. In the past, it was a matter of defensive preparation of society, but today it is primarily a matter of shaping the capacity of states and societies to deal with many other threats affecting the level (state, quality) of personal and structural security.

The basic missions of security education include shaping social awareness and responsibility for the level, effects, and quality of security of individuals, social groups, and the entire nation, providing people with the knowledge, skills, and habits necessary in emergency situations, as well as promoting security, including creation of a model of safe living and being through extensive cooperation with the environment.

The main areas of security education include pro-defensive education and formation of patriotic attitudes in the society, general education of the society for security, implementation of programs in the education system and higher education institutions in the field of security, and training of managers and employees of public administration and companies in this area.

Tasks in this area are performed by families, social groups, public administration, including services, guards, and inspectorates, the education and higher education system, companies, non-governmental organizations, and the armed forces. These tasks include identification of general objectives and tasks of security education, diagnosing the state of this education, conducting scientific research in this area, determining the principles of functioning of the security education system, raising social awareness in the area of understanding of contemporary phenomena and processes that are the source of threats to security, providing citizens with knowledge and skills that will allow them to consciously, purposefully, effectively, and rationally respond to emerging threats, and systematic improvement of qualifications of the staff of public administration in security matters.<sup>71</sup>

#### 3.5.4. Economic systems

Economic security of a state involves a state of development of the national economic system that ensures high efficiency of its functioning and the ability to effectively oppose external pressures that may lead to disturbances to its development.<sup>72</sup>

The purposes of economic systems are to ensure the material and energy, scientific and technical, service, and financial conditions necessary for survival, prosperity, and sustainable development of the society, as well as efficient operation of the state and its institutions, and to effectively oppose destructive external and internal factors that may lead to disorders in development.

<sup>71</sup> Vide: A. Pieczywok, *System edukacji dla bezpieczeństwa* [A security education system], in: W. Kitler, sc. superv., *Struktura organizacyjna systemu bezpieczeństwa narodowego RP* [The organizational structure of the national security system of the Republic of Poland], National Defense Academy, Warsaw 2013, pp. 386-402. *National Security System of the Republic of Poland*, a project in the field of national defense and security financed by the National Centre for Research and Development, principal investigator Professor Waldemar Kitler.

<sup>72</sup> Z. Stachowiak, S. Kurek, S. Kurek, *Bezpieczeństwo ekonomiczne Rzeczypospolitej Polskiej* [Economic security of the Republic of Poland], Warsaw 2004, p. 25.

There is no longer any doubt as to the importance of the development of a state, including its economy, for national security. The modern national security system, seen not only from through the lens of military threats, should anticipate other threats (e.g. political, economic, social, cultural, environmental, or caused by natural forces), be prepared for them, and respond effectively if they occur. The role of the national economy, as the most important element of the economic system, is not insignificant in this respect, and apart from material support, it should focus on creating economic and financial foundations of state security.

Operation of economic systems creates conditions for a state's invincibility and is a guarantee for independent actions for its defense and protection. This is where their core mission comes from. It is to create a specific capacity to implement the state's security policy and strategy in conditions of peace, crisis, and war. It is possible to list further specific missions that constitute its part. These missions are: to ensure conditions for a state's invincibility by providing the possibility to thwart the actions of potential aggressors, to weaken their effectiveness, to increase the effectiveness of inflicted losses and to reduce own losses; to prepare and maintain the state's defense preparedness and its actions in crisis conditions by having the best possible forces and resources, and the ability to restore them; to support and strengthen the capacity to defend own territory, and to protect and defend the territory of allied countries.

Economic systems (as a part of support systems) are, first of all, a set of various types of related elements that comprise market players that constitute the industrial (material), energy, financial, infrastructure, and service base of the national security system. These are also practical "producers" of security that create the economic and financial basis for security, which serve to improve the living conditions and development of the society and the international position of the state. They include the strategic reserve system; the state financial security system; the energy security system and others.

#### *Strategic reserve system*

The national security system is influenced by the strategic reserve system which operates within the economic system. Therefore, the

security of the state depends on its readiness to function in the event of a threat to state security and defense, and to public security, order and health, and in the event of occurrence of natural disasters or crisis situations. An efficient, transparent, and rational strategic reserve system secures the functioning of the state in broadly defined situations associated with extraordinary events. It should dynamically respond to changes in international conditions, in particular to threats to national security.

Strategic reserves are established in the event of a threat to national security and defense, public security, order, and health, and the occurrence of natural disaster or crisis situations, in order to support performance of national security and defense tasks, to restore the infrastructure, to mitigate disruptions to continuity of supplies needed for the economy to function, to satisfy the basic needs of citizens, to save their lives and health, and to fulfill the international obligations of the state.

Strategic reserves may include raw materials, materials, equipment, machinery, folding overpass and road and rail bridge structures, critical infrastructure elements, petroleum products, agricultural and agri-food products, foodstuffs and their ingredients, medical devices, medicinal products, veterinary medicinal products, and active substances, as well as biocides necessary to achieve the aforementioned objectives.

The tasks of state institutions in the field of strategic reserves include maintaining strategic reserves, including their storage, replacement, or exchange, and maintaining stored strategic reserves; executing decisions concerning creation, making available, and liquidating strategic reserves; making investments related to construction or modernization of technical infrastructure for maintaining strategic reserves; purchasing and maintaining state reserves of oil and petroleum products; carrying out inspections at the premises of entities commissioned to store strategic reserves on the basis of a storage contract; preparing draft information on the assortment

of strategic reserves, their quantity and value, and their financing, use, and deployment; drawing up plans, information, procedures, reports, and other documents; purchasing specific quantities of the assortment of strategic reserves, organizing the release of available strategic reserves, ensuring processing of strategic reserves maintained in the form of raw materials and semi-finished products before their release, sale of liquidated strategic reserves or transferring unsold strategic reserves free of charge to organizational units of the state, local government units, or organizational units established by them, in the event of a natural disasters or emergencies, in order to meet social or economic needs, having the liquidated reserves recovered or transferring them for disposal, in accordance with the rules on waste management.<sup>73</sup>

### ***State financial security system***

The financial security of a state is a specific area of national security, which includes activities focused on ensuring acceptable conditions for production of goods and their consumption to the extent necessary for survival, prosperity, and sustainable development of the society, as well as its efficient operation. The financial security system covers the financial sector, including the banking sector.

It plays an important role in the economic development of the country. The state's financial security and the institutions responsible

<sup>73</sup> Vide: M. Olszewski, *System rezerw strategicznych* [A strategic reserve system], in: W. Kitler, sc. superv., *Diagnoza organizacji państwa w kontekście jego sprawności i efektywności działania w sferze kierowniczej i wykonawczej, w aspekcie bezpieczeństwa narodowego RP* [Diagnosis of the organization of the state in the context of its efficiency and effectiveness of operation in the sphere of governance and the executive sphere, from the standpoint of the national security of the Republic of Poland], Warsaw 2013, p. 22; J. Gryz, *System bezpieczeństwa energetycznego* [Energy security system], in: W. Kitler, sc. superv., *Struktura organizacyjna systemu bezpieczeństwa narodowego RP* [The organizational structure of the national security system of the Republic of Poland], Warsaw 2013, pp. 465–470. *National Security System of the Republic of Poland*, a project in the field of national defense and security financed by the National Centre for Research and Development, principal investigator Professor Waldemar Kitler.

for it are a part of the state's economic security system. It is regulated and supervised by various public institutions that form a financial security net. Together they form the most important elements of the state's financial security. These are stability of the financial sector, the size of the public debt, and the size and structure of the country's foreign exchange reserves.<sup>74</sup>

The objectives pursued in this respect include reducing the budget deficit and stopping the process of accumulation of public debt; extending financial supervision to all institutions that provide banking services, thereby enhancing the stability of the financial system; accelerating structural changes in the economy that allowing for new competitive advantages and sources of growth; creating a new system for financing research that will bring scientific, research, and academic institutes closer to the business world; ensuring stability of public finances; developing economic links with other European Union countries; developing links with international financial institutions (World Bank Group and European Bank for Reconstruction and Development); participating in shaping of financial markets; ensuring raw materials security; ensuring technological security; ensuring food security; ensuring energy security; and protecting industry and trade.

In the financial security system, security policy measures are applied, which include ensuring a high position of the national economy in relation to external capital; increasing expenditures on national security; investing in infrastructure; economic assistance, economic blockade; imposing benefits in trade; applying a system of incentives for capital investment in security-related areas; implementing and sponsoring modern technologies; prohibiting or restricting export/importation of goods and services; boycotts, prohibition of sale of foreign goods in the domestic market; customs facilitation or

<sup>74</sup> Vide: J. Gryz, *System bezpieczeństwa finansowego państwa* [Financial security system of a state], in: W. Kitler, sc. superv., *Struktura organizacyjna systemu bezpieczeństwa narodowego RP* [The organizational structure of the national security system of the Republic of Poland], Warsaw 2013, pp. 457-464. *National Security System of the Republic of Poland*, a project in the field of national defense and security financed by the National Centre for Research and Development, principal investigator Professor Waldemar Kitler.

restriction; granting or withdrawal of governmental credit guarantees; concluding or terminating trade agreements between states; using financial incentives for performance of tasks in the field of security by companies, local governments, and individual citizens; supporting operation of companies in times of threats; separating, protecting, and supporting operation of companies that are of particular importance for security, defense, and economic interests of the state; using incentives in the tax area, etc.

### ***Energy security system***

The state's energy security is one of the pillars of national security, determines the efficiency of the national economy, and provides a wide range of services and products based on energy, energy resources, and fuels. It is assumed that energy security is "a state of the economy that makes it possible to cover the current and prospective demand of consumers for fuels and energy, in a technically and economically justified manner, while minimizing the negative impact of the energy sector on the environment and the living conditions of the society."<sup>75</sup>

Another document adopts a broader definition: "Security of fuel and energy supply – ensuring a stable supply of fuels and energy at a level that guarantees fulfillment of national needs and at economically and socially acceptable prices, with the assumption of optimal use of domestic energy resources and by diversifying the sources and directions of supply of crude oil, and liquid and gaseous fuels."<sup>76</sup>

These and other definitions take into account the following aspects: reliability and certainty of supply of crude oil, liquid and gaseous fuels, electricity (in other words: stable fuel and energy supplies), acceptable prices, rational use of own resources; meeting environmental protection requirements; balanced and diversified structure of energy carriers that forming the so-called national fuel balance;

<sup>75</sup> *Poland's Energy Security until 2025*, Warsaw 2005, p. 5. Cf.: Act of 10 April 1997 – *Energy Law*, Article 3, Journal of Laws of 1997, no. 54, item 348, as amended.

<sup>76</sup> *Poland's Energy Security until 2030*, Warsaw 2009.



optimal level of the so-called energy mix, i.e. diversification of raw material sources, at an acceptable level of costs and of anticipated needs related to the projected development of the country; efficiency of the extraction and production system, and the transmission, distribution, and transport systems for fuels and energy; preparation of fuel stocks, defined in days and volumes, in quantities ensuring continuity of supplies; preparation of parametrized, accurate plans for supply of electricity, heat, gas, and water to local communities; economic competitiveness of the energy sector, allowing for a stable, innovative, and long-term development; and creating adequate reserves and stocks in the event of disruptions in supply of fuels and energy, as well as serious threats to national security.

## Conclusion

Efforts to ensure conditions of existence and national development that are free from any disturbances never come to an end and require even more work, cost, and sacrifice. The dynamics, frequency, and number of threats are increasing at a high rate and new ones, previously unknown in the history of mankind, are appearing. Moreover, the set of security needs, which until recently comprised solely the interests of the state as a political, social, coercive, and territorial institution, is increasing. These needs mainly concerned pursuit of sovereign existence of the political authorities and protection of the state's territory and its borders, internal order, and position in the international arena.

Today, individuals, social groups (formal and informal), entire nations, and the international community express their aspirations, thus adding elements to the set of security needs that have not been a problem for centuries. In addition, organization of states for performance of security missions and tasks is still lagging behind in view of the pace of development of threats to personal, national, and international security, and the needs of individual entities.

In view of the above, it is becoming extremely important to work for a “good” organization of the state in order to perform national security missions and tasks. There is no perfect system and it will never be possible to build one, but the desire to use the strength of the state organization is undisputed. In fact, with many years of research and practice in public administration, the author has

reached the conclusion that subjective models do not always reflect the nature of the immensely complex real organization of states in this area. Our individual and collective feelings and experiences are not always able to describe to an adequate extent the nature of the world of real facts and states of affairs.

The role of science, therefore, is to strive to prove, by making bold hypotheses, what the existing state of affairs is and what it consists in. Explaining it, getting insight into emerging problems, and anticipating can lead to a better understanding of the object of the research.

Therefore, the main objectives of this monograph are to systematize the knowledge about the concept and organization of national security, to determine the directions of its development, and to present a model that corresponds to the contemporary conditions of security in its most important area, namely in ensuring conditions for national existence and development that are free from any interferences (challenges and threats), including countering these interferences and their consequences.

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Professor Waldemar Kitler's latest book is certainly his opus vitae. Perhaps out of many magnificent academic monographs he has written, this one sums up his great academic achievements within the Polish thought on Security Sciences. The structure of the monograph reflects very organised nature of the Author's systemic thinking about the security. At the peak of his scientific career, Waldemar Kitler's attention was diverted to the academia and studies of security in the times of great changes in Poland. Leaving the Warsaw Pact and joining the NATO was the time when the very concept of the national security was reshaped. Waldemar Kitler was there to be a part of this change, and he devoted his whole academic career to study the theory and practice of national security. During all these times, he has taught, influenced and inspired many students, thinkers, leaders and creators of national security. It has been a titanic work of over a quarter of century, and this book is the fruit of this immense effort and hard work. With this splendid volume, Waldemar Kitler crowns his achievements in the Polish Security Studies. Were it not for his relatively young age, we could name the Author the Nestor of Polish thinking in the domain of Security Sciences. Hopefully, it can only mean that we can yet expect more from him in years to come!

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*National Security Faculty*  
*of National Defence University*

Professor Waldemar Kitler is one of the most prominent Polish scientists, who for many years have tackled the issues of national security, including state security. This publication is the result of many years of research and synthesis of his previous achievements concerning system-wide issues of the state organisation in the field of national security. The author systematized knowledge about the concept and organisation of national security, determined the direction of its development and presented a model, which meets modern determinants of security in its key areas. This model was developed, based on Polish theoretic views and Polish organisational solutions. The experience of other countries was also used in creating the model. This is an exceptionally important piece. I recommend it especially to eastern country scientists and as Polish contribution in development of European studies on security.

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