

5. SECURITY STUDIES

THE VIEWS ON THE DEVELOPMENT OF THE NATIONAL SECURITY SYSTEM OF THE REPUBLIC OF POLAND BETWEEN 2003 AND 2013

RYSZARD SZYNOWSKI

ABSTRACT

This article, in its first part, presents the views of the employees of the National Defence University (now War Studies University) connected with building the National Security System of the Republic of Poland, while in its further part it shows the doctrinal regulations concerning the national security system and its development, which are contained in the National Security Strategy of the Republic of Poland of 2007 (NSS RP) and the Strategy of Development of the National Security System of the Republic of Poland (SDNSS RP) to the moment of publication of the White Book of National Security in 2013.

In the years 2003-2013, many strategic concepts regarding the tenets of the National Security System of the Republic of Poland appeared. The aim of this article is to present and characterize this process, the conclusion of which was the publication of the White Book of National Security in 2013, in which the entire security system – covering the defensive, protective, social and economic spheres – was presented for the first time.

KEY WORDS

National Security Strategy of the Republic of Poland, Strategy of Development of the National Security System of the Republic of Poland, national security system, state defence system.

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PROF. RYSZARD SZYNOWSKI, PHD

szyryrs@iteria.pl

WSB University

Introduction

From the functional perspective, the national security is the principal national mission of the whole society and its state organisation, consisting in constant fulfilment of two interdependent functions. The first and basic one is to protect and defend

national values against existing and potential threats. In this way it ensures conditions necessary to the fulfilment of the second function connected with the development of internal and external conditions essential for free development and facing up to

challenges of the nation caused by changeability, unpredictability and civilizational progress¹. The right institutions and security structures (structural aspect), i.e. the national security system, are necessary to fulfil the mission of creating national security (functional aspect).

National Security System

The discussion on the theoretical bases of building the national security system has continued in Poland for many years, and has constituted a topic of multiple publications, also among the academics from the University of National Defence in Warsaw. Roman Kulczycki in his publication titled *System bezpieczeństwa Rzeczypospolitej Polskiej* [*Security System of the Republic of Poland*] presents the concept of the security system of the Republic of Poland in the 21st century. The author adopts two basic aspects of system research on the proposed Security System of the Republic of Poland (SS RP): the morphological description (structure and design of the system) and the functional description (behaviour and functioning of the system). According to the author, SS RP is formed by: the management system and the subordinated, eight, relatively isolated sub-executive security subsystems: political, economic, military, social, internal, ecological, cultural, information and other ones.

According to R. Kulczycki, the subsystem of security management of the Republic of Poland consists of relatively isolated subsystems, i.e. defence management (defence of the Republic of Poland), running (coordination) and management of the security of the Republic of Poland in crisis situations, departmental management subsystems of political, economic, social, ecological, cultural and information security. These management subsystems

are subordinated to the chief, state authorities: legislative, judicial and executive ones represented by the President of the Republic of Poland and the Council of Ministers (Prime Minister) of the Republic of Poland.

Depending on the types of threats, R. Kulczycki lists the following executive security subsystems of the Republic of Poland:

- the group of security subsystems which would specialise in preventive activities, counteracting and eliminating the effects of threats caused by forces of nature, technical failures and state public threats. This group of executive subsystems of the Security System of the Republic of Poland should be administered by the Ministry of the Interior and Administration in the person of a deputy prime minister;
- the group of executive security subsystems which should specialise in organisation and undertaking of armed activities on the territory of the Republic of Poland as well as in other states during political-military crises and war. Administration of this group of executive subsystems should be the responsibility of the minister of national defence;
- the group of executive security subsystems meant to engage in preventive activities, counteracting and eliminating the effects of political, economic, social, ecological, cultural, information and other threats. Partial administration of these security subsystems should be entrusted to a relevant minister responsible for these departments in accordance with the Act on Administration Departments and as a whole to the Council of Ministers (Prime Minister).

Each of these subsystems should encompass all levels of state administration, including the chief and central as well as the territorial ones – voivodeship (Polish: *województwo*), district (Polish: *powiat*) and

¹ Bezpieczeństwo narodowe Polski w XXI wieku. ed. R. Jakubczak, J. Flis, Bellona, Warszawa 2006, p. 21.

commune (Polish: *gmina*). The provincial security system includes subsystems which are legitimized and legally organised on the territory of a voivodeship, i.e. the subsystem of voivodeship security management and subordinated voivodeship executive subsystems: of political, economic, military, social, internal, ecological, cultural and information security, able to oppose possibly all threats to a voivodeship. The district security system is formed by the legitimized, legally organised subsystems on the territory of a district, i.e. the subsystem of district security management as well as organisationally and functionally subordinated executive subsystems designed to confront different types of district threats. The commune security system contains the legitimized and legally organised subsystems on the commune territory, i.e. the subsystem of commune security management as well as organisationally and functionally subordinated executive subsystems designed to confront different types of commune threats².

Waldemar Kitler, in turn, defines “the national security system as a distinguished from the state structure and internally coordinated collection of organisational elements, oriented at the protection of survival and national development, and also at counteracting all threats to the national goals and interests”³. The functional model of the national security system distinguishes:

- the superior management subsystem, including the following superior bodies (elements): decision making, opinion and advice and staff together with order relations which connect them;
- the superior executive subsystem consisting of: the production elements se-

lected for the production of the good in the form of security – purposefully developed tools for the exact “production” of security, and the non-production elements which support the production elements intellectually, morally and materially;

- the subsystem of order relations, based on the system of national law encompassing the normative relations, decision making, cooperation, information, financial relations, service, production and other relations which determine the rules of functioning and the system structure.

Within the framework of another classification, the author lists: the superior management subsystem (decision making, opinion and advice, staff) and the subordinated superior executive subsystem which will simultaneously be divided in accordance with two criteria:

- the range of activity criterion:
 - the central executive subsystem of national (and international) range, coordinated by ministers in the government administration branches and by central bodies of the government administration which are not included in administration departments;
 - voivodeship (regional) subsystems,
 - district and commune subsystems, managed respectively by voivodes (Polish: *wojewoda*), district governors (Polish: *starosta*) and commune heads (Polish: *wójt*) (of equal status).
- the objective criterion – subsystems ensuring political, economic, military, social, cultural, universal, public, ecological and other types of security, e.g. concerning information⁴.

² R. Kulczyki, System bezpieczeństwa RP. Tom IV. Koncepcja systemu bezpieczeństwa RP, AON WSO ZUMS BN, Warszawa 2004, pp. 42, 18, 50, 131, 159.

³ W. Kitler, Bezpieczeństwo narodowe. Podstawowe kategorie. Uwarunkowania. System. AON, Warszawa 2012, p. 251.

⁴ W. Kitler, *Bezpieczeństwo narodowe ...*, op. cit., pp. 324-326.

Cezary Rutkowski is of a different opinion. The author emphasises the fact that contemporary achievements in the field of theory and practice of organisation allow for more and more effective coordination. In the presented concept, all powers, measures, the shared, possessed and possible, military and civilian ones "are lumped together" in an ordered collection called "National Security Resources". From this "loose collection" we take what is necessary at a given moment, forming, as consequences require, shared situational and task oriented functional groups. The management of the national resources is the political management of the state; the management body with the postulated, single, central, strategic body of command and its relevant staff body. The (military and non-military) areas as well as the scope of their organisational freedom are the responsibility of these decision-makers. The functioning of distinguished sub-areas is administered directly by leaders of military and civilian national security forces⁵.

The National Security Strategy of the Republic of Poland of 2007 (NSS RP) presents the structure of the national security system consisting of the management subsystem and the executive subsystems.

The management subsystem is formed by public authority bodies and heads of organisational units performing tasks connected with national security as well as command bodies of the Polish Armed Forces. The national security management subsystem is constituted by all authority and administration bodies responsible for the fulfilment of tasks in the field of state security, informationally connected and maintaining the legally established competence relations, together with their auxiliary apparatus (administrative, staff, organisational)

⁵ C. Rutkowski, *Sieć bezpieczeństwa. Dylematy, relacje, domeny i szanse*. Fabryka Druku, Warszawa 2009, pp. 261-263.

as well as necessary infrastructure⁶. The chief task of the management subsystem is to ensure the continuity of decision making and undertaking activities in order to maintain national security. The national security management subsystem carries out tasks connected with monitoring sources, types, directions and scale of threats; preventing the occurrence of threats to national security on the territory of the Republic of Poland and outside its borders, preventing the effects of these threats and eliminating them as well as managing national defence⁷.

The executive subsystems are formed by powers and measures remaining within competence of ministers managing the government administration departments, central bodies of government administration, province governors, territorial self-government bodies and other entities responsible for the fulfilment of tasks defined by law in the scope of national security. The basic task of executive subsystems is early recognition of challenges and preventing threats to state security, and if they occur - counteracting their negative effects⁸. Jan Wojnarowski enumerates the following among essential tasks of executive subsystems: ensuring territorial integrity of Poland, ensuring continuity of decision-making, executing competence in times of peace, crisis situations and war, ensuring protection and meeting the basic livelihood needs of the population, and also creating conditions for their survival in times of threats against the state and during war, ensuring effective functioning and protection of state

⁶ S. Koziej, *Współczesne bezpieczeństwo międzynarodowe i narodowe*. Wydawnictwo PWSBiA, Warszawa 2003, p.113.

⁷ S. Koziej, *Zintegrowane kierowanie bezpieczeństwem*. Wyższa Szkoła Zarządzania Personalem, p. 230. http://www.sgsp.edu.pl/studia/wibc/konferencja_bc/referaty/cz_4.pdf/02.01.2017/

⁸ *Strategia Bezpieczeństwa Narodowego Rzeczypospolitej Polskiej*, Warszawa 2007. Source: http://www.bbn.gov.pl/pl/publikacje-i-dokumenty/dokumenty/1144_dok.html

structures, legislative, executive and judicial bodies in the situation a threat to state security and war, contributing human and material resources to the armed forces and militarised units from the national economy resources⁹.

Assurance of national security is provided at all levels of the state. Within the current three-level division of the state, the following systems (levels) of security management may be distinguished: central, voivodeship, district and commune¹⁰. This division of the state introduces the relevant separation in the scope of responsibility and competence in the field of activities undertaken for the benefit of state security. Some tasks are performed at the central level while others at the local level. Therefore, ensuring state security will be connected with the use of many types of tools subject to public administration (government and local), non-governmental organisations and also particular citizens. These activities are performed with the use of many tools which include: public authority bodies, diplomatic and consular bodies, the armed forces, the economy, guard (services), services, inspections, non-governmental organisations, technology as well as culture objects and centres. The second group includes: state and social organisations, culture and authority quality (diplomacy inclusive), national morale, culture and national heritage, strategies and policies of the state authorities, state law, science and education¹¹.

As it may be concluded from the above-presented deliberations and definitions of national security, the development and maintenance of the national security sys-

tem refers to appropriate organisation, and especially to the collection of many factors, including organisational factors of multiple character. On the one hand, they are connected with the organisation of the state as a whole, the structure of the authority and administration (and executive apparatus) bodies, market sphere and a non-governmental sector. On the other hand, they are connected with the perception of the organisation in the functional perspective, that is organisational activity or organising¹².

However, the national security system, presented in such a way in the National Security Strategy of 2007, is a great generalisation and as it is noticed by many authors, it does not exist in this form in reality, although other detailed systems function and fulfil the tasks in the field of national security.

The assumptions connected with building of the national security system of the Republic of Poland are elaborated on in the Strategy of Development of the National Security System of the Republic of Poland (SDNSS RP). In accordance with SDNSS RP, the national security system is constituted by all powers, measures and resources destined by the state to fulfil tasks in the field of security, organised, maintained and prepared in accordance with those tasks, in which there may be distinguished the management subsystem and a number of executive subsystems which enable simultaneous usage of the elements of the state defences system and the crisis management system. The aim of NSS is to prepare appropriately and use powers and measures being at the disposal of the state to counteract the threats to the survival of the nation and the state, the threats to territorial integrity, to political independence and sovereignty, to the effective functioning of

⁹ J. Wojnarowski, *Gotowość systemu bezpieczeństwa narodowego*. AON, Warszawa 2010, s. 46-47.

¹⁰ *Słownik samorządu terytorialnego*. ed. B. Kumorek, Zachodnie Centrum Organizacji, Zielona Góra 2003, p. 84.

¹¹ *System reagowania kryzysowego RP*. ed. J. Gryz, W. Kitler, AON, Warszawa 2007, p. 43.

¹² *Bezpieczeństwo narodowe Polski*, cz.1. Kryptonim „Bezpieczeństwo RP”. Scientific supervision T. Jemioło, AON, Warszawa 2006, pp. 33-34.

state institutions as well as social and economic development.

SDNSS RP, like the Strategy of 2007, adopts the national security system consisting of the national security management subsystem and executive subsystems. The organisational structure of the national security management subsystem, created as a result of combining the functional view of management with the real structure of the executive power, constitutes the model of security management. In this model, the function of the superior, political, decision making body is fulfilled by the President of the Republic of Poland and the Council of Ministers, for whom the Cabinet Council is the forum of political agreement¹³. The role of the advisory body for the President of the Republic of Poland is fulfilled by the National Security Council, and the role of the staff body by the National Security Bureau. Analogical functions for the benefit of the Council of Ministers are played by the Government Centre for Security.

National security management is organised at all levels of public administration: central, voivodeship, district and commune. The national security management subsystem consists of command bodies of the Polish Armed Forces with the Commander-in Chief, if one is nominated. One of the elements of national security management is crisis management understood as the activity of public administration bodies consisting in preventing crisis situations, preparing to take control over them by planned activities, reacting in case of crisis situations, eliminating their effects and recreating critical resources and infrastructure.

The national security executive subsystem is formed by state powers and measures specialised in the field of security: diplomacy, armed forces, secret services, formations subordinated to the Ministry of the Interior and back-up security resources. Among them the leading role in the fulfilment of strategy goals is played by diplomacy and the Polish Armed Forces.

The classic executive subsystems are complemented by the state security support systems which, among others, include critical infrastructure protection and the strategic reserves system as well as a number of supplementary, detailed operational systems (e.g. the system of state border protection, flood system, personal data and classified information protection system). Their development allows to obtain resistance to threats to national security, including emergency situations and unpredictable events. The state security support systems complement the executive subsystems formed by powers and measures at the disposal of relevant ministers at the head of government administration departments, government administration central bodies, provincial governors, territorial government bodies and other entities responsible for the fulfilment of tasks prescribed by law in the scope of national security.

The above presented structure of NSS defined in SDNSS RP of 2012 corresponds with the proposals contained in the publications of the employees of the National Defence University.

Summing up, it needs to be stated that in order to safeguard national interests and strategic goals in the field of security, the Republic of Poland has been organising and developing the integrated National Security System¹⁴. An element of this system

¹³ S. Koziej, Zintegrowane kierowanie bezpieczeństwem, Wyższa Szkoła Zarządzania Personalem, p. 231. Source: http://www.sgsp.edu.pl/studia/wibc/konferencja_bc/referaty/cz_4.pdf/02.10.2017/

¹⁴ Strategia rozwoju systemu Bezpieczeństwa Narodowego RP 2022, pp. 17-18, 19, 32-33. Source: http://www.mon.gov.pl/pi/strona/349/LG_46_278.

is the state defences system (SDS) whose mission is to counteract any threats to vital national interests. The system is integrated with the allied security system by shared procedures of activity in crisis situations and in times of war as well as by the participation in the allied defence planning.

In accordance with the regulations of the Defence Strategy of the Republic of Poland of 2009¹⁵, the state defences system constitutes a coordinated group of management elements and executive elements, as well as functions and processes implemented by them together with the relations existing between them. SDS is formed by all powers and measures destined for the defence tasks, which are organised, maintained and prepared appropriately for these tasks. Organisation and functioning of SDS is based on the regulations of the generally applicable law and also on the provisions resulting from international agreements and treaties which Poland is a party, too.

The state defences system consists of three subsystems:

- the state defence management subsystem – formed by the authority and public administration bodies together with the supporting offices and necessary infrastructure as well as command bodies of the Polish Armed Forces;
- two executive subsystems: the military subsystem – consisting of the Polish Armed Forces, and the non-military subsystem – consisting of the executive structures of public administration, entrepreneurs and other organisational units.

The state defence management subsystem is formed by organisationally and informationally interconnected authority and public administration bodies (together

with supporting offices and necessary infrastructure) as well as the heads of organisational units performing tasks connected with defence and the command bodies of the Polish Armed Forces, in accordance with their hierarchical subordination and legally prescribed competence. Its aim is to ensure optimal conditions for efficient decision making and also continuous and sustainable coordination of activities by the authority and public administration bodies at all levels as well as the command bodies of the Polish Armed Forces in times of peace, crisis and, above all, war. Temporary and permanent crisis management structures (teams and centres) will be used to develop the state defence management subsystem.

The non-military subsystem – non-military defence structures include: government administration, territorial government and other entities and state institutions as well as entrepreneurs obligated to fulfil tasks in the field of state defence. This subsystem fulfils the tasks including: ensuring efficient and secure functioning of the state, contributing human and material resources to the Polish Armed Forces as well as organisational units responsible for state internal security, and also the tasks resulting from the host nation obligations, ensuring the protection and meeting basic livelihood needs of the population and creating conditions for their survival.

The military subsystem is formed by the Polish Armed Forces. They perform tasks resulting from the Constitution, the National Security Strategy and the Defence Strategy of the Republic of Poland, elaborated on in the Political and Strategic Defences Doctrine of the Republic of Poland as well as applied, national and allied, operational plans. The Polish Armed Forces are apolitical and subject to civilian and democratic control.

¹⁵ Strategia Obronności Rzeczypospolitej Polskiej z 2009 roku. Strategia sektorowa do Strategii Bezpieczeństwa Narodowego Rzeczypospolitej Polskiej. Warszawa 2009 r. Source: <http://www.wp.mil.pl/pl/index/>.

The Strategic National Security Review was carried out upon the recommendation of the President of the Republic of Poland. It started in November 2010, lasted almost two years, until September 2012. Over 200 experts were involved in the work on it, from independent analytical centres, universities and government structures. The head of the Committee was the head of the National Security Bureau. The main results of the Review were included in the classified Report, on basis of which the White Book on National Security was established (White Book). For the first time in a single document, the entire state security system - consistently defensive, protective, social and economic - has been consistently presented and evaluated. It also shows the mutual relations and dependencies between these elements.

In the White Book, the national security system (state security) is presented as "the completeness of forces (entities), measures and resources designated by the state to implement tasks in the field of security, organized and organized (in subsystems and cells), maintained and prepared accordingly. It consists of a subsystem (system) of management and a number of executive subsystems, including operational subsystems (defence and protection) and subsystems of support (social and economic)"¹⁶. The national security system of the Republic of Poland also has a territorial structure. In this sense, it is possible to distinguish communal, district and voivodship territorial security subsystems in it. Due to the functional structure of the state, it also enables to discuss departmental security systems. This system is multi-faceted and multidimensional.

Thus, a certain stage in defining the structure of the national security system has been completed, nevertheless new views are still emerging, concerning the essence of the national security and the national security system being created. Certainly an important role in this process is played by the scientific community addressing the issues of national security.

Conclusion

To conclude the deliberations concerning the national security system it needs to be stated that so far the most perfect form of fulfilling people's needs and the needs of a social group in the field of security has been the state. In the context of security, the state is forced to deal with the protection of important values, not only concerning survival, territorial integrity and state independence on the international arena, but also connected with ensuring well-being of its citizens, eliminating threats to the quality of life connected with economic and natural environment factors as well as crime. In the above context, the issue of national (state) security is connected with preparing (creating) and maintaining of the national security system. The development of this system refers to appropriate organisation and especially to the collection of many factors, including organisational ones of various character. On the one hand, they are connected with the organisation of the state as a whole, the structure of the authority and administration bodies (and executive apparatus), and on the other hand, they are linked to the perception of organisation in the functional perspective, that is to organisational activity or organising¹⁷.

Stanisław Koziej particularly strongly emphasises the necessity of an integrated, civilian and military approach to the development of the national security manage-

¹⁶ White Book of National Security of the Republic of Poland, Warsaw 2013, p. 36.

¹⁷ Bezpieczeństwo narodowe Polski ..., op. cit., s. 33-34.

ment system in times of peace, crisis and war. The era of the specialist, departmental approach is long gone. Thinking in the categories of state administration branches may be appropriate in other areas of state activity, but not with reference to the national security. For the needs of the national security management at the national level it is high time to build an inter-departmental, integrated (civilian and military) structure, working for the benefit of state decision-makers which would strategically link in one, coherent whole the efforts of all specialist powers and measures of the state.

The presented theories and concepts of developing the National Security System of the Republic of Poland indicate that the main elements of these security systems are, on the one hand, organisations of public administration, and on the other hand, the armed forces as a professional defence tool. Hence, what becomes a field of interest is the activity of the state bodies for the benefit and in the interest of the state as well as in the interest and for the benefit of citizens.

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Dr hab. RYSZARD SZYNOWSKI is a professor of WSB University. His main academic research interests are security studies. In his articles he undertakes the issues of the theory of safety, the development of national safety systems, the place and the role of armed forces in a democratic country as well as the advancement of armed forces. In terms of international matters, he draws a particular attention to the security and defence issues of Eastern Europe.