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NATIONAL SECURITY GOVERNANCE SYSTEM – A FEW REMARKS AND RESERVATIONS

Abstract

Each state establishes a system of national security, the essence of the functioning of which is to ready the state in accordance with the provisions of doctrinal documents and laws in all circumstances. In the endeavor of the state security, an significant issue is the management of national security. Considering the above, the article presents considerations encouraging the research of the problem. The research assumptions outlined in the article were adapted to the addressed scientific problem, which was to determine the organization of the system of steering the national security. The results of the deliberations presented in this article show unequivocally that the system of guiding state security should be consistent for all conditions of state functioning, both for those defined as normal and those related to crisis situations and war. Any deviation from said rule will have negative consequences for the efficient, effective and successful management and, consequently, also for the state security system. The solutions in force in Polish legislation referring to the organisation of the national security execution model, developed on the basis of the Act on the Universal Duty to Defend, ought to serve the purpose of building a uniform model, definitely exceeding the management in conditions of an external threat to state security and war.

Introduction

Poland's membership of the North Atlantic Treaty Organisation and the European Union means that we can feel safe despite the constantly emerging threats. This does not, however, relieve us of the responsibility for the organisation of the national security management system.

It shall be underscored here that the Poles are primarily responsible for the security of Poland, because it is we who bear responsibility for the unthreatened existence of our country. This thought was, is and always ought to be the foundation of any deliberations on Poland's security and the formulation of its security strategy. Of course, NATO membership creates new conditions and criteria, but national requirements and obligations still take priority[1].

The pace of transformations which occur in the Polish security environment and the clear pressure associated with emerging hazards[2], but also opportunities and challenges[3] renders the issues related to the management of national security particularly important. Is this the only reason? It seems not. That particular significance also remains in relation to the complexity of the process of national security governance. For it resists being rationally perceived through the prism of economy, which is obvious. So it would appear reasonable to say that "the only useful way to analyse organisations and their management is to treat them as (...) phenomena; to look for (...) manifestations of success and failure, growth and decline, contradiction and harmony, and the forces that cause these (...) at the disposal of people concerned with the association as a whole stands little beyond their own experiences, the advice and warnings of their friends, a certain number of published situational descriptions and a few obscure treatises"[4].

The analysis of doctrinal documents concerning security and legal regulations indicates a significant role of the authorities and governmental and self-governmental administration in the management of safety. This is due to the fact that these bodies actively participate in formulating a secure environment in their immediate vicinity[5].

Authorities have a pivotal role in the field. At the same time, it is worth emphasising that in recent years an increasing role in that sphere has also been discerned for public administration bodies[6].

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[1] More: Z. Zalewski, Komunikat naukowy, [in:] Strategiczne koncepcje obrony – implikacje dla bezpieczeństwa RP, Materiał z konferencji zorganizowanej w Wydziale Strategiczno-Obronnym Akademii Obrony Narodowej w dniu 27 stycznia 2000 roku, J. Zubek, M. Drost (eds.), Akademia Obrony Narodowej, Warszawa 2000, p. 77.

[2] More: P. Lubiewski, Zagrożenie – rozważania na gruncie teorii, Zeszyty Naukowe Państwowej Wyższej Szkoły Zawodowej im. Witelona w Legnicy, Legnica 2020, No. 34(1)/2020.

[3] More: Wyzwania, szanse, zagrożenia i ryzyko dla bezpieczeństwa narodowego RP o charakterze wewnętrznym, R. Jakubczak, B. Wiśniewski (eds.), Wyższa Szkoła Policji, Szczytno 2016.

[4] A. Jay, Machiavelli i zarządzanie, PWE, Warszawa 1996, p. 38.

[5] More: P. Lubiewski, Bezpieczeństwo państwa – reminiscencje, Zeszyty Naukowe Państwowej Wyższej Szkoły Zawodowej im. Witelona w Legnicy, Legnica 2020, No. 34(1)/2020; B. Kaczmarczyk, B. Wiśniewski, R. Gwardyński, Security of An Individual, Zeszyty Naukowe Państwowej Wyższej Szkoły Zawodowej im. Witelona w Legnicy, No. 3(28)/2018; B. Wiśniewski, System bezpieczeństwa państwa. Konteksty teoretyczne i praktyczne, Wyższa Szkoła Policji, Szczytno 2013, p. 213.

[6] Ibidem.

However, let us return to the ground of fundamental considerations. To begin with, all scientific theories are partial theories correctly representing phenomena (e.g. social) only in a narrow range[7]. "Most mathematical equations used to describe physical (economic) phenomena have a so-called horizon, i.e. a range within which they can be applied. Beyond this horizon, equations (equations not phenomena!) "behave" incorrectly"[8]. This means no less than that these theories correctly describe phenomena only to a certain extent, thus allowing for "the application of these formulas (equations) to make optimal decisions in certain strictly defined conditions of the organisation's functioning. On the other hand, in critical conditions, these theories do not allow to forecast the course of phenomena, and thus are not useful for optimising decisions"[9]. All these factors affect the construction of a universal system of governing national security.

Methodological and methodical assumptions

The development of the article was connected with the desire to enhance the knowledge of the issues reflected in its title while avoiding mistakes[10]. In the aspect of the problem situation outlined in the introduction, it was necessary to define the aim of the research, which was to diagnose the contemporary determinants of national security management.

In the context of the above purpose, the research problem was adopted in the form of the question: how is the national security management system organised?

Due to such fundamental assumptions, it was decided that the work related to the development of the article should be carried out in two stages, including, respectively, the recognition of the object of research and the development of the results of this recognition.

In the course of the research process, a systemic approach was applied, understood as the perception of systemic solutions related to the management of national security.

In the midst of the research accompanying the development of this article, the main sources used were:
- inductive inference[11] as an empirical research method, which served to derive statements resulting from the analysis of individual factors affecting the management of national security;
- deductive reasoning[12], as one of the cognitive results of the process of recognition national security management;
- analysis[13] as a result of which the facts covered by the research were subjected

[7] Kierowanie ogniwami ochrony państwa w sytuacjach kryzysowych, J. Pawłowski (ed.), Akademia Obrony Narodowej, Warszawa 1996, p. 177.

[8] M. Radny, Dotyk Midasa, Wiedza i Życie, No. 12/2001, pp. 28–30.

[9] Kierowanie ogniwami ochrony państwa …, op. cit., p. 177.

[10] B. Wiśniewski, Fundamental Problems of Security Research in The Context of Forecasts and Foresight. Part II: Organisation and Errors, „Security Forum", No 2/2022, WSB University in Dąbrowa Górnicza, p. 28.

[11] M. Cieślarczyk, Teoretyczne i metodologiczne podstawy badania problemów bezpieczeństwa i obronności państwa, Akademia Podlaska, Siedlce 2009, p. 46.

[12] Ibidem.

[13] R. Podgórski, Metodologia badań socjologicznych. Kompendium wiedzy metodologicznej dla studentów, Bydgoszcz-Olsztyn 2007, p. 74.

to a detailed assessment in order to detect cause-effect relations existing between the components of the national security management system.

The essence of the national security management system

Taking into account the subject of consideration, in the context of the views presented so far, it is necessary to address the question: what is the system of directing national security of the Republic of Poland?

The basis for replying to such a question shall be the words of Waldemar Kitler, who emphasizes that the guidelines for the management system can be sought in the Constitution of the Republic of Poland, which regulates the systemic basis of power in Poland and at the same time defines it in dynamic terms, but only in relation to possible changes in the legal regulations of the state[14]. "The mentioned dynamic approach, however, does not fully meet the needs of the state in this respect, resulting from the almost spontaneous pace of changes in the sphere of hazards. The normal model of directing state defence and managing in a crisis situation makes an impression of clarity at first glance. Legal regulation escapes (or is difficult to grasp) dynamic phenomena. The momentum of natural processes means that assigning competences to rigid structures is not sufficient to solve the prob-

lem. The Constitution of the Republic of Poland has not solved all the problems in this respect, and this is hardly to be expected, while other acts of statutory rank are far behind[15] the actual needs"[16].

A slightly different standpoint is held by Stanisław Koziej, who believes that the system of directing national security is nothing else than "supreme governing bodies functionally and informatively linked with other governing organs at all levels of the state structure (ministries, voivodships, local government units and management of other entities, as well as command authorities of the armed forces) – in whose competencies are directly or by order the issues of individual security of citizens, collective security of local communities and security of the state as a whole"[17]. Furthermore, S. Koziej notes that this system functions on the basis of and in accordance with the law passed by the Sejm and Senate, which is guarded by courts and tribunals[18].

It seems that a comprehensive reply to the question formulated earlier can be found in "(Mini)Dictionary of the National Security Bureau: Suggestions for new terms in the field of security". In this study, the system of directing national security is presented as "a part of the national security system intended to direct its operations, covering public authorities and managers of organizational units that perform tasks related to national security (including command authorities of the

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[14] W. Kitler, Funkcje i organizacja administracji publicznej na rzecz realizacji misji i celów bezpieczeństwa narodowego, [in:] Resort spraw wewnętrznych i administracji w systemie obronnym państwa, ed. R. Kulczycki, B. Wiśniewski, Ministerstwo Spraw Wewnętrznych i Administracji, Warszawa 2004, p. 113.

[15] S. Koziej, Improwizacja nie wystarczy, „Polska Zbrojna" październik 2001, No. 44, p. 3.

[16] W. Kitler, op. cit., p. 113.

[17] S. Koziej, System bezpieczeństwa Rzeczypospolitej Polskiej, Tom II, Polityka i strategia bezpieczeństwa państwa w XXI w., Akademia Obrony Narodowej, Warszawa 2004, p. 75.

[18] Ibidem.

Polish Armed Forces), together with advisory bodies and administrative (staff) apparatus, as well as operating procedures and infrastructure (positions and centres of direction and management, communication system)"[19].

Previously presented attempts to identify the national security management system focus on the issue of its organisational structure. A proponent of a broader approach to understanding the system in question is Waldemar Kitler, who believes that the national security management process should be viewed through the prism of the management mechanism, which includes "a sequence of specific type (character) of changes, dependent or independent of the components of the homeland security management structure, occurring within this system or resulting from the relations linking it with the environment"[20]. It is also important that leadership is characterised by exerting influence on hierarchies and systems of values, interests and aspirations, attitudes and organisational behaviour of those managed, which has its origin in the disposition by the leader of material and energy resources or nominal and informational resources of particular importance for the functioning and development of the organisation, or the very conviction of those managed that the leader has the possibility to acquire these resources[21]. However one may perceive this

kind of management, it must be remembered that it is bound with full authority and presumption of competence[22].

Considering the issue of command from a systemic point of view, it should be stated that in the structure of the system of national security command are strictly interrelated[23]:

– the decision subsystem, in which the decision-making processes related to management take place, that is, the transformation and analysis of information about the executive subsystem and the environment, as well as the conversion processes of the decisions received from the superior management system into decisions necessary to achieve the objectives pursued;

– the management subsystem, in which processes take place that organise action of an informational nature and influence the efficiency of the tasks performed;

– the executive subsystem, which is directly involved in the execution of tasks; – the information subsystem, the main purpose of which is to collect, transmit, store and process information in accordance with the needs of the decision-making subsystem and the superior management command system.

These subsystems "have the advantage that their essence is determined by the goal and function to be achieved and the tasks to be performed, rather than by the tools used for that purpose. Thus, the principle applies that on any given set of

[19] https://www.bbn.gov.pl/pl/bezpieczenstwo-narodowe/minislownik-bbn-propozy/6035,MINISLOWNIK-BBN-Propozycje-nowych-terminow-z-dziedziny-bezpieczenstwa.html [14.01.2022].

[20] W. Kitler, Bezpieczeństwo narodowe RP. Podstawowe kategorie. Uwarunkowania. System, Akademia Obrony Narodowej, Warszawa 2011, pp. 232-233.

[21] L. Krzyżanowski, Podstawy nauk o organizacji i zarządzaniu, PWN, Warszawa 1994, p. 207.

[22] A. F. Stoner, Kierowanie, PWE, Warszawa 1996, p. 23.

[23] J. Haschka, Tworzenie systemu informatycznego, „Myśl Wojskowa" 1994, No. 4, pp. 122–125.

elements, different systems can be built, each depending on the target and the relations ordering that set. Each of these subsystems, in turn, can be seen as a separate functional scheme with directing and executing elements (...). Each of the detailed subsystems is composed of directing and executing elements. The directing elements ensure the coordination and execution of national security tasks in support of a specific function. A specific body of administration (...) coordinates the activities of various, interdisciplinary subjects of state law in the realisation of a given function"[24].

The nature of the national security management system – directions for further research

In the system of national security management, as well as in all its subsystems, levels of control are distinguished, corresponding to the hierarchical organisation of operational structures. Their advantage is the arrangement of management issues, both during planned actions and conducted in anticipated situations, as well as in other conditions[25].

This structuring allows the following levels of hierarchical responsibility to be singled out, i.e. central, coordination and executive, and operational. These levels are characterised, respectively:[26]

– the central superior level, situated above the central and working

spheres of government, has formal authority to take charge of those areas of individual functions that determine the achievement of national objectives and define security missions and objectives of national importance;

– the coordination and executive level carry out the arrangements at the superordinate level and performs the functions entrusted by law to ministers and to the bodies and heads of organisational units supervised by them or subordinate to tchem;

– an operational level directly implementing the decisions taken.

After this synthetic introduction, it is time to proceed to the mission and objectives of the national security governance system.

The mission of the national security management system is to ensure full capability and readiness to use all available resources at the disposal of the state to effectively counter emerging risks to the security of the Republic of Poland.

On the contrary, the objectives of the national security management system are:[27]

a. effective prevention of potential hazards;

b. adequate preparation of conditions for:

– immediately undertake and continue necessary actions to minimize the negative consequences for the state of emerging threats and emergency events,

– preserving the continuity of the functioning of the state and its

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[24] W. Kitler, op. cit., pp. 123-124.

[25] B. Wiśniewski, Zasadnicze problemy realizacji zadań obronnych resortu spraw wewnętrznych i administracji, Departament Zarządzania Kryzysowego i Spraw Obronnych MSWiA, Warszawa 2006, pp. 44–46.

[26] W. Kitler, op. cit., p. 114.

[27] R. Wróblewski, op. cit., p. 67.

institutions under conditions of hazards and exceptional events
- protect the population, material assets and cultural heritage of the nation
- to maintain socially acceptable living conditions for the population and the functioning of the national economy,
- continuance of international engagements resulting from international obligations,

c. efficient response to threats and extraordinary events;
d. reconstruction of the damaged infrastructure of the state and restoration of the conditions before the occurrence of the emergency event.

In the context of the foregoing, it is necessary to recall the words of Roman Kulczycki, who emphasised that in order for the system of national security management to effectively carry out preventive and control actions, its elements should be related in terms of information and functionality to executive components, so as to form a separate system in the ordinary state of functioning of the country and in states of emergency[28]. Shall we treat these words as a thesis or hypothesis? Let us try to think it through.

Research into the system of guiding national security requires the issue of leading security in the framework of current activities, when, admittedly, the symptoms of threats and the hazards themselves appear, but extraordinary events that may trigger the need for crisis

management or guiding national defence are not occurring yet.

The first condition is amenable to the management of national security, because since nothing occurs that could startle the management bodies. During this time, actions are taken related to prevention and preparation for leadership in conditions of emergence of crisis situations and war. This management is therefore of a routine nature, but nevertheless directed towards solving problems that arise on an ongoing basis, so as to eliminate the sources of unfavourable changes at the root.

The second condition of managing national security is related to the necessity of dealing with crisis situations and emergencies[29]. Crisis management, due to the constant increase in the level of threats to human security (usually painful), is a properly recognized part of national security management. Continuously emerging crisis situations serve "to strengthen the structural and functional state in the field of emergency management. Due to them the level of efficiency of actions has been raised, there has been more effective use of resources, institutional and legal means. As a result, measurable results were obtained in the form of application or creation of premises for the implementation of the basic principles of fulfilling the public administration's servant function towards the society in the field of national security"[30].

The third condition of functioning refers to the guidance of national secu-

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[28] More: R. Kulczycki, System bezpieczeństwa RP, Tom IV, Koncepcja systemu bezpieczeństwa RP, Akademia Obrony Narodowej, Warszawa 2004, p. 46.

[29] More: Instytucje publiczne i prywatne w systemie zarządzania kryzysowego, B. Wiśniewski, J. Prońko, P. Lubiewski (eds.), Warszawa 2018, p. 138.

[30] B. Wiśniewski, op. cit., p. 170.

rity in situations of external threat and war. In these circumstances, the management is realised while maintaining:[31]

– the invariability of management structures – consisting in the unchangeability of management systems both in peacetime and in periods of external threats to state security and war;

– the unity of decision-making and accountability.

In the context of what has been considered so far, is it indeed the case that the elements of the national security management system should be linked informatively and functionally with the executive elements, so as to form a separate system in the ordinary state of functioning of the state and in times of emergency? It would seem so. After all, there are many common features of management in conditions considered normal, as well as in crisis circumstances or during wartime. Undoubtedly, however, care for the highest possible level of efficiency, effectiveness and comprehensiveness requires scientific research of interdisciplinary and transdisciplinary character, as only this type of study is able to ensure the quality of research results and their utilitarian character.

Conclusions

The omnipresence of threats in the security environment of each state necessitates the construction of systems the essence of which is to counteract and minimise the effects of their possible occurrence[32].

However one considers the conditions of national security management, it needs to be borne in mind that a proper process of organising this management "should be characterised by a number of features, which may have an independent and dependent character". The following types of mentioned features[33] include, respectively:

– independent characteristics: timeliness, reliability, tangibility;

– dependent characteristics: reliability, flexibility, efficiency, periodicity, specificity, stability, activity, priority, credibility.

Both the governance of national security and the system of guiding state security are influenced in particular by the entities that constitute the public administration bodies assigned by law to direct safety at all organisational levels of the state.

In conclusion, it is necessary to state that regardless of the conditions of national security management during its implementation it is guided by the following principles: territorial primacy, one-man leadership, responsibility of authorities and public administration, unity of efforts and categorization of threats[34].

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[31] B. Tarasiuk, A. Czarniecki, W. Suwiński, Kierowanie obronnością państwa w czasie pokoju, kryzysu i wojny (Materiał studyjny), Akademia Obrony Narodowej, Warszawa 1998, pp. 18–19.

[32] B. Wiśniewski, op. cit., p. 13; P. Lubiewski, Bezpieczeństwo państwa w ujęciu systemowym, „Zeszyty Naukowe SGSP", No. 74/2/2020, SGSP, Warszawa 2020, p. 115.

[33] More: B. Szydłowski, Kierowanie działaniami organów administracji publicznej województwa w sytuacjach nadzwyczajnych zagrożeń (na przykładzie województwa śląskiego), Akademia Obrony Narodowej, Warszawa 2004, pp. 100–103.

[34] More: W. Lidwa, W. Krzeszowski, W. Więcek, Zarządzanie w sytuacjach kryzysowych, Akademia Obrony Narodowej, Warszawa 2010, p. 3.

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