Original article

Selected problems of the process of ensuring national security

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INFORMATIONS	ABSTRACT
	The essence of modern national security refers to actions aimed at guaranteeing the survival of a nation in the stable territorial state borders as well as its comprehensive and undisturbed development. In the light of the presented evolution of the term "national security" and the essence of the process of providing this security, the article presents a new approach to the strategic basis for this process. The selected issues of the process of providing national security discussed in the article may serve as a basis for improving the rationality of public administration efforts to ensure existential and behavioral needs of the society.
* Corresponding author	KEYWORDS

1. Introduction

A state is a complex political, economic and social organization. The main determinant of security of such an organization is the social needs of a nation regarding safe functioning in the international environment as well as lasting and undisturbed internal development. Both aspects are closely linked in cause-and-effect relationships, as it comes to "extraordinary interpenetration and conditioning of the state internal security with the international environment in mutually coupled processes of internalization and externalization" [12].

Ensuring state security should therefore address the global (holistic) view on achieving strategic goals in the dynamically changing security environment. The concepts of "state security" and "national security" are often used interchangeably in the literature of the subject [10]. However, one should be aware of the lack of identity of protected entities: the state or the nation. The process of eliminating or limiting multifaceted security threats should, on the one hand, ensure the survival of the nation within stable territorial borders and, on the other, enable the internal security of the state. Both aspects together form the basis for a comprehensive and undisturbed development of the country, which in consequence enables to meet the existential and behavioral needs of the society.

With this in mind, one should look at the state management process, and in particular the process of ensuring state security (national security), through the prism of public administration activities. These are actions enforced by the law, which do not always correspond to the real requirements of the security environment or social expectations. Therefore, it is worthwhile to analyze some selected interpretation problems that arise in the process of ensuring national security. The awareness of them may contribute to the improvement of the rationality of actions taken by public authorities to ensure safety of citizens (national security).

2. Evolution of the essence of national security

The lack of a sense of danger is the basic need of human, social groups, nations organized within a given state and even international communities. Meanwhile, the modern security environment is characterized by the increasing dynamics of changes in the lives of states and nations. Emerging new challenges and threats to the security of Europe at the turn of the 20th and 21st centuries have become the impulse for the new view on the concept of "state security".

In the post-war period of the bipolar division of the world security was identified primarily with threats to the being and existence of states. Does this mean that there were no other threats? It is worth noticing that, for example, in Poland until 1989 industrial and power plants lacked equipment reducing emissions of sulfur dioxide and nitrogen oxides, and almost half of cities in Poland discharged municipal wastewater straight into rivers. Already at that time one third of the society lived in areas where environmental pollution norms were repeatedly exceeded [16]. Despite the existence of legal norms concerning the environment protection, contained, for example, in the Act of January 31, 1980 on the protection and development of the environment, counteracting ecological threats were not, however, of high importance in our state security policy.

The situation changed drastically after the collapse of the bipolar division of the world, as from then onwards, together with military relaxation, security policy more and more often concerned non-military aspects. Janusz Stefanowicz clearly pointed it out, proving that: "First of all, modern times, bringing a growing range of threats parallel to the civilization progress, have changed the understanding of security. In the past understood in purely military terms, today it has expanded to weighty non-military aspects – political, economic, ecological, etc. Second of all, its teleology has changed. Not only will the primordial survive, but the protection of the well-being of the state and its citizens, the protection of freedom and identity – including the political system - constitute the security policy functions." [11].

Many researchers of the then international relations in Poland, among others Jozef Kukulka, Ryszard Zieba or Adam Daniel Rotfeld, similarly saw the process of transformation of the essence of state security. In many works it was emphasized that the modern concept of security was influenced not only by traditional political and military aspects, but also "economic and technological factors, raw materials and policies in ecology, demographics, social and humanitarian issues" [9]. These multifaceted factors

have changed the perception of state security, which now includes all spheres and levels of social life, which makes it possible to distinguish many of its dimensions (types) [7].

Of course, the term "state security" is still present within the realist rhetoric in international relations, which is evident from the fact of striving to protect the interests of the state as a political organization of the society (nation). However, the literature of the subject began to increasingly use the definition of national security, which reflected the aforementioned changes. It was argued that all aspects related to "the undisturbed functioning and development of the state and its inhabitants should be seen in terms of national security" [1]. Nonetheless, Zdzisław Nowakowski warns against limiting this concept to activities aimed at eliminating external threats that undermine the independence of the state, its unity and interests, and those aimed at the internal destabilization of the state. This approach to national security is referred to as the "narrow approach" [6]. One should agree with this understanding of the essence of the problem, as there is a number of aspects regarding, for example, common crime, environmental threats, dangers related to mass events or social dangers (unemployment, poverty, drug addiction, homelessness) that affect national security and therefore greatly enhance the understanding of the concept. Consequently, national security in a broader sense has been referred to the entirety of: "(…) internal and external conditions that guarantee the stable development of the society and the protection of its territory and borders from external and internal threats" [6].

A good example of the broader understanding of national security can be Jozef Kukulka's approach, who named four elements as basic values that constitute national security: survival (national, ethnic and biological), territorial integrity, political independence and quality of life (in terms of standard of life, level of social and economic development and cultural system). The author even stressed that "a threat to any of the four listed values leads to the limitation of vital interests of states and thus means the reduction of national security" [2]. The emergence of the "quality of life" element, which determines the sense of security of citizens, but does not affect the traditional concept of national security, can be clearly seen here. These multifaceted factors of "quality of life" of individual citizens, social groups or the whole nation havechanged not only the perception of national security, but, primarily, have forced the change the scope of activities of the bodies responsible for ensuring security of citizens at all levels of the state government.

No wonder than that today, in the case of the specific political, social and economic organization that constitutes the state, national security is perceived as: "(…) a process involving a variety of means that guarantee lasting and undisturbed existence and development of the state (country), including the protection and defense of the state as a political institution as well as the protection of individuals and the whole society, their property and the environment from threats which significantly limit its functioning or harm the goods subject to special protection" [1]. Such understanding of the process constitutes the dimension of the essence of modern national security.

3. Strategic basis of the national security process

Taking into account the transformations of the national security concept, the process of implementing security policy assumptions was also subject to revaluation. Not only the territorial stability or the conditions for the survival of the nation in this territory had a significant meaning. Security, as one of the main social needs, should be fully implemented in all areas of social activity. Thus, both the state entity and the nation together with its development needs became important. It is not surprising that, in the process of ensuring security, public authorities should not only focus on ensuring the inviolability of the territorial borders of the state and the survival of the nation within those borders but, above all, on ensuring freedom of development for the citizens in all areas of social activity. In this respect, public authorities should meet social expectations. Only if the process is implemented this way, all existential and behavioral needs of the society can be ensured.

A good example of taking the public opinion into consideration is, for instance, the activity of the General Police Headquarters. In this regard, the Bureau of Social Communication of the General Police Headquarters commissions the Public Opinion Research Center to carry out periodic research on the threat of crime and the sense of security in the country and place of residence. Another example of incorporating the public opinion into the planned activities is the cyclical survey of environmental awareness and behavior of Poles conducted by the Social Research Team of TNS Polska since 2010, which allows the Ministry of Environment to track changes in the society and plan adequate actions of public authorities in the field of ecological education through, for instance, nationwide social campaigns [4].

It should be emphasized that in Poland the starting point for complex action of public administration bodies to ensure national security is the provision of Art. 5 of the Constitution of the Republic of Poland. This provision indicates, on the one hand, the necessity of ensuring the inviolability of the state existence and, on the other hand, orders the security of citizens in the context of sustainable development of the country.

From the point of view of the functioning of the state as a political, social and economic organization, it is reasonable to consider the process of ensuring national security with regard to the external and internal activity of the state. Other methods and tools of action are used. However, one must be aware that due to the change of the perception of national security itself, the boundaries between the understanding of external and internal security are blurred. Therefore, efforts to ensure broadly understood national security should be interdisciplinary and should at the same time be an integrated system of action [1]. In this process, the binary executive body plays a very important role: the President and the Council of Ministers (Fig. 1).
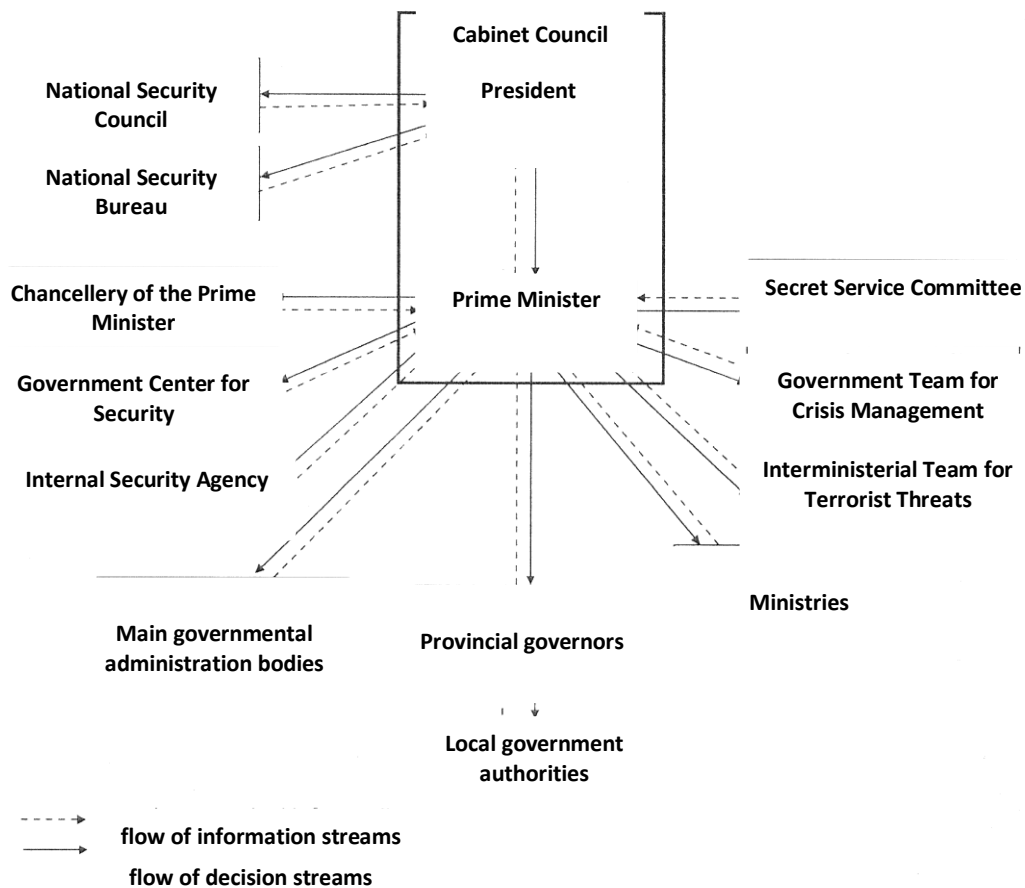
Fig. 1. Public administration entities involved in the state security management process
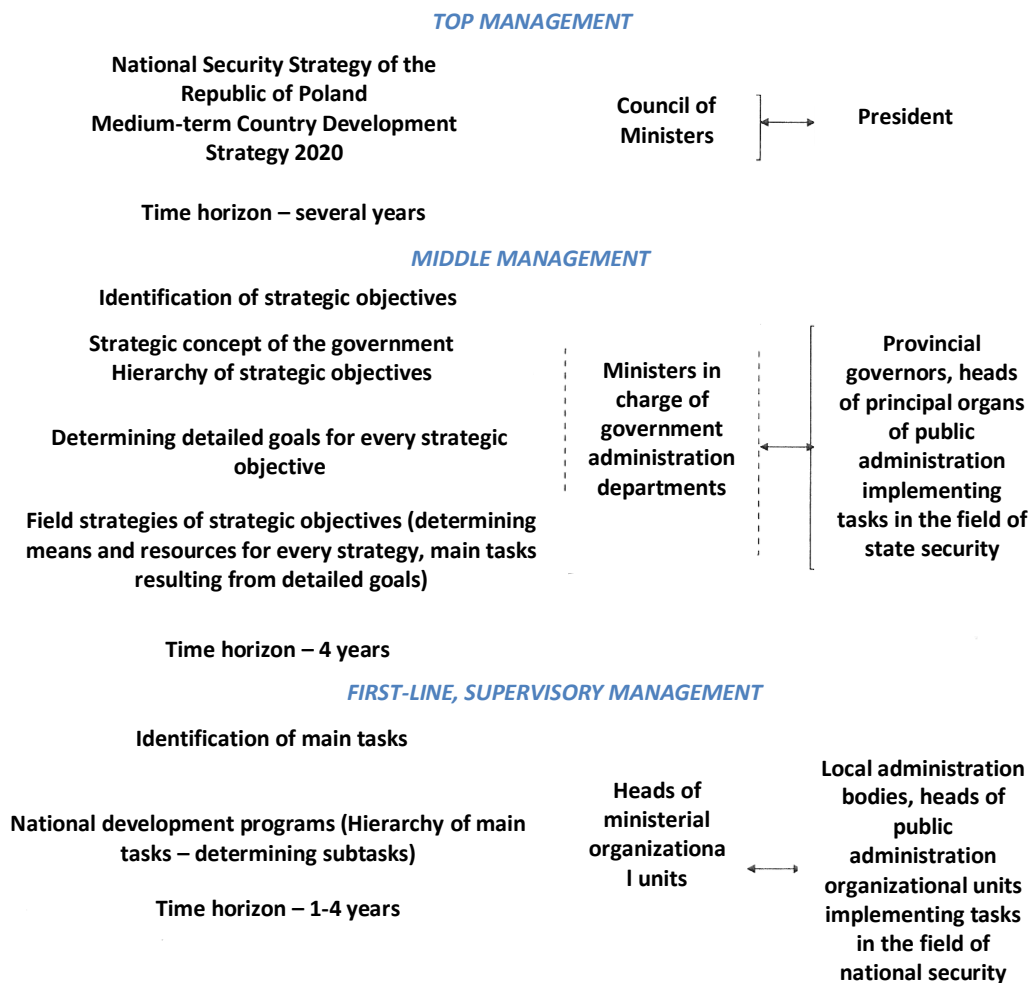
Source: own elaboration

The Constitution of the Republic of Poland clearly indicates in Art. 146 the Council of Ministers as the competent body for ensuring external and internal security of the state as well as the public order. At the same time, Art. 126 (2) of the Constitution of the Republic of Poland clearly underlined the role of the President in ensuring sovereignty and security of the state as well as inviolability and independence of its territory. The Constitution also equips the President with the prerogative to convene the Cabinet Council on matters of particular importance, including the issues of national security, in the context of both the internal and external functioning of the state. It is worth emphasizing that both bodies are equipped with substantive and advisory background (see Fig. 1).

The Council of Ministers, fulfilling its constitutional powers, adopted the new National Security Strategy of the Republic of Poland (SBN RP) on October 17, 2014. It is worth stressing here that, according to the provisions of Art. 6 of the Act of November 21, 1967 on the universal obligation to protect the Republic of Poland (Journal of Laws of 2016, item 1534, as amended), the Council of Ministers should develop such a strategy only in the framework of ensuring external security of the state. The Act states in Art, 4a (1), that the President of the Republic of Poland while guarding the sovereignty and

security of the state and the inviolability and indivisibility of its territory, approves such as strategy at the request of the Prime Minister. It is therefore a legal norm that clearly links the national security strategy with the external security of the state. Meanwhile, the first point of the adopted document states that "the strategy comprehensively addresses national security issues and indicates the optimal ways of using all resources at the disposal of the state in the defense, protection, social and economic spheres for the purpose of security." [15].

The aforementioned provision is *de facto* continuation of the thought already included in SBN RP of 2007, where it was stated that "the document represents a new approach to the issue of national security. It defines national interests and formulates strategic objectives according to the act of the highest rank, the Constitution of the Republic of Poland" [14]. Although this approach to the problem is contradictory to the above-mentioned formal and legal basis for the elaboration of this document, the search for sources of national interests and strategic goals in the field of national security – in the provisions of the basic law it is most correct. Art. 5 of the Constitution of the Republic of Poland is undoubtedly the foundation not only for the state protection as a subject of international relations but also for the nation with its existential and behavioral needs. If so, the process of ensuring national security should take into account not only the provisions of the National Security Strategy of the Republic of Poland (SBN RP) but also the Medium-term Country Development Strategy 2020 (SSRK 2020) – Fig. 2. It should be noted, however, that the President, as an important actor in the process of ensuring national security, has a real influence on the shape of SBN RP, as he approves the document at the request of the Prime Minister. Nonetheless, the President does not approve strategy documents regarding the development of the country, because it is a prerogative of the Council of Ministers only. Undoubtedly, however, strategic assumptions regarding the development of the country are an important component of national security. The President can influence their shape if the country's developmentpolicy is discussed at the Cabinet Council meeting. All the same, it is a body that serves only for political discussion and for clarifying differences in the assessment of a given phenomenon between the President and the government. Furthermore, one may wonder which provisions - SSRK 2020 or SBN RP - are more important in the process of working out the strategic concept of the government, when a specific hierarchy of strategic goals in the field of national security is being established, which is the basis for specifying detailed goals on the timeline for every strategic goal?

SSRK 2020 was developed based on provisions of the Act of December 6, 2006 on the principles of development policy (Journal of Laws, No. 227, item 1658, as amended). The main aim of this strategy is to "strengthen and utilize the economic, social and institutional capacities ensuring faster and sustainable development of the country and to improve the quality of life of the population" [13]. At the same time, the strategy (SSRK 2020) identifies the three most important areas of the state, in which the implementation of tasks will allow to achieve the aforementioned objective. These areas include: institutional transformations that consolidate an efficient state; effective socio-economic development and high economic competitiveness as well as socio-economic and territorial unity [13].

TOP MANAGEMENT

National Security Strategy of the
Republic of Poland
Medium-term Country Development
Strategy 2020

Council of Ministers ←→ President

Time horizon – several years

MIDDLE MANAGEMENT

Identification of strategic objectives

Strategic concept of the government
Hierarchy of strategic objectives

Determining detailed goals for every strategic objective

Field strategies of strategic objectives (determining means and resources for every strategy, main tasks resulting from detailed goals)

Ministers in charge of government administration departments ←→ Provincial governors, heads of principal organs of public administration implementing tasks in the field of state security

Time horizon – 4 years

FIRST-LINE, SUPERVISORY MANAGEMENT

Identification of main tasks

National development programs (Hierarchy of main tasks – determining subtasks)

Time horizon – 1-4 years

Heads of ministerial organizational units ←→ Local administration bodies, heads of public administration organizational units implementing tasks in the field of national security

Fig. 2. Process of ensuring national security (according to institutional categories)

Source: own elaboration

The national security strategy, in turn, defines national interests and the resulting strategy objectives in the field of security, which also concern the issues of the country's development. This may include, for example, objectives regarding: ensuring energy security and climate security as well as environmental protection, ensuring food security, implementing effective family policy and adapting migration policy to new challenges [15]. These objectives should be reflected in strategic activities and tasks, in accordance with security conditions and their feasibility [15].

It is worth emphasizing that the Ministry of Regional Development, when creating the layout of strategy documents in the state, did not take SBN RP into account in its document structure (Fig. 3). Meanwhile, this strategy has a significant impact on shaping the concept of state security policy, including stable socio-economic development.
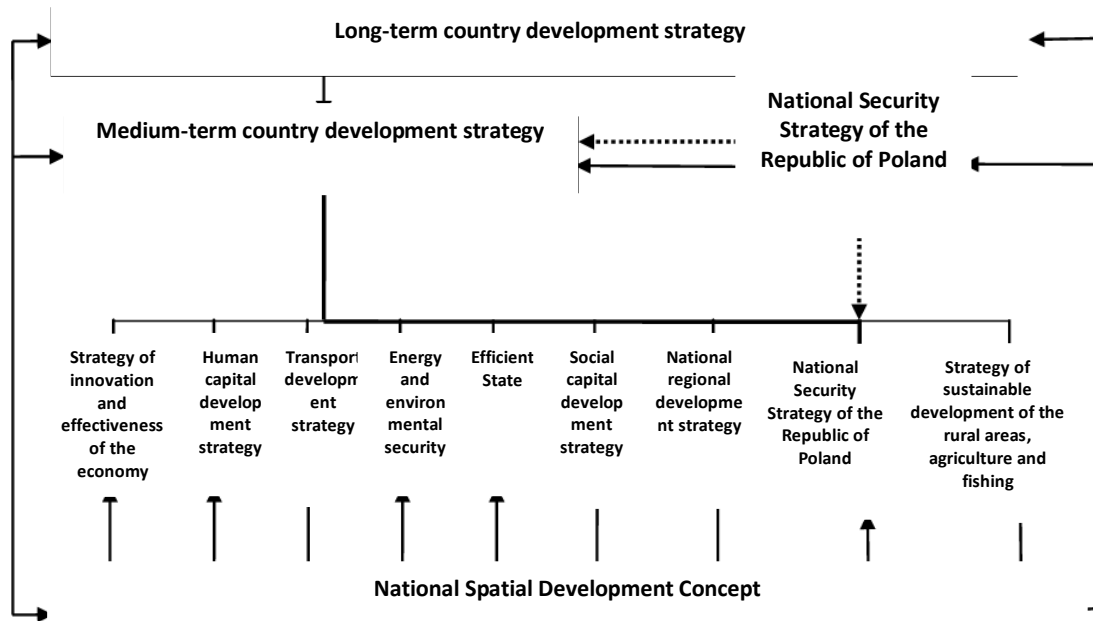
Fig. 3. The layout of strategy documents according to the Ministry of Regional Development

*Source: Strategia Rozwoju Kraju 2020, Ministerstwo Rozwoju Regionalnego,
Warszawa 2012*

Furthermore, as evidenced by the layout of strategy documents, shown in Fig. 3., SSRK 2020 is the basis for the development of nine executive strategies, which should specify the direction of action and present implementation tools facilitating the implementation of the established objectives [13]. One of these 9 strategies is the Strategy of the National Security System Development of the Republic of Poland of 2022 (SRSBN RP 2022). It is worth noting that the Ministry of National Defense, while preparing the draft of this strategy, in the hierarchical structure of strategy documents considered the SBN RP as equivalent to the SSRK 2020 (Fig. 4).

As highlighted in this document, SRSBN RP 2022 is a document that focuses on external and military security [16]. The national security strategy should focus on the same aspect, but as previously emphasized – SBN RP also includes the aspects of external and internal security, constituting a new approach to national security. In addition, SRSBN RP 2022 clearly states that its "integration with other development strategies allowed for the exclusion from its main thematic scope of other areas of national security, for example: economic (including energy), civic, social, food or ecological security" [16]. These fields, however, are within the thematic scope of SBN RP. Based on the diagnosis of the security environment, the challenges and vision of the development of national security system of the Republic of Poland have been presented. Nonetheless, in the legal sense, this system is not supposed to be an autonomous state structure. Still, the state defense system is to remain the main form of its organization and operation, which is "maintained in order to guard vital national interests, in particular the sovereignty and independence of the Polish nation, its right to territorial integrity and inviolability of borders". [16].

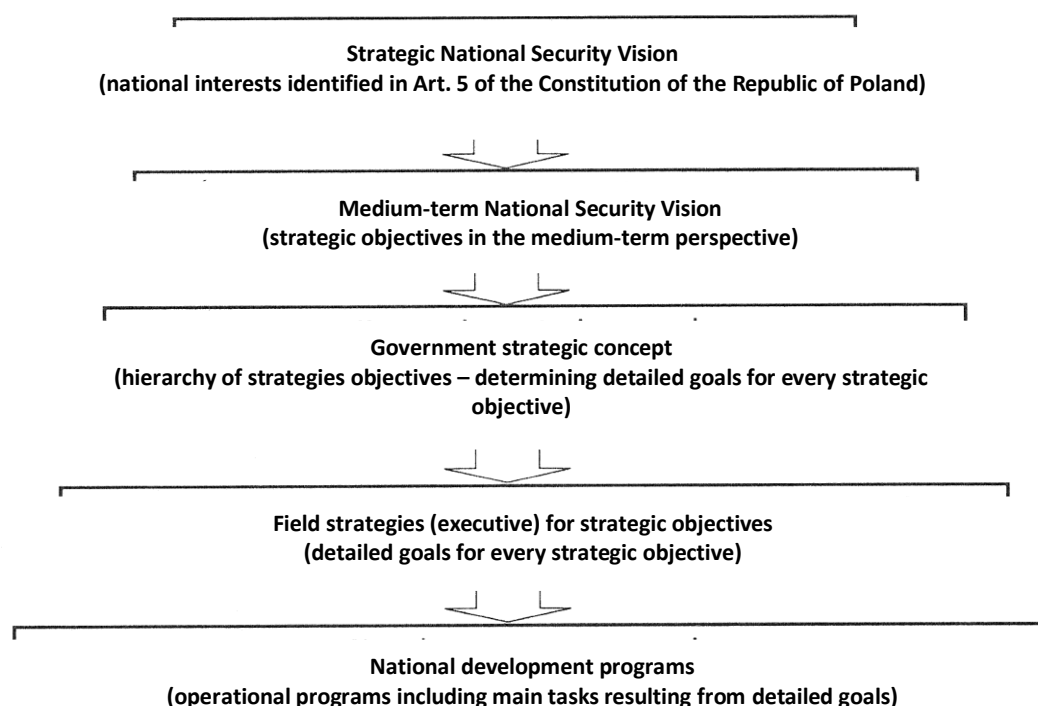**Fig. 4.** The layout of strategy documents according to the Ministry of National Defense

Source: Strategia Rozwoju Systemu Bezpieczenstwa Narodowego Rzeczypospolitej Polskiej (SRSBN) 2022, Warszawa 2013

This approach to the problem clearly indicates the discrepancies between the essence of modern understanding of national security and the layout of strategy documents adopted by the Council of Ministers, as well as the concept of systemic security assurance.

4. New approach to the strategic basis for implementation of the national security process

For further consideration it should be assumed that the legal basis for the implementation of the process of ensuring national security should be the new act on national security, which would include legal norms both in field of defense and safe development of the country. On this ground, the Council of Ministers should develop the Strategic Vision of National Security, which would be in line with national interests coming straight from the Art. 5 of our Basic Act. The document could be presented to the President as part of political consultations, for example, in the Cabinet Council. Such a document would constitute a specific, long-term concept of action aimed at achieving the established strategic objectives of national security, which are currently dispersed in two documents: the national security strategy and the country's development strategy.

Given the above assumption, it should be clearly stated that the hierarchical layout of strategy documents regarding national security should be a bit different. A suggestion of the new layout of such documents is presented in Fig. 5.

Strategic National Security Vision
(national interests identified in Art. 5 of the Constitution of the Republic of Poland)

Medium-term National Security Vision
(strategic objectives in the medium-term perspective)

Government strategic concept
(hierarchy of strategies objectives – determining detailed goals for every strategic objective)

Field strategies (executive) for strategic objectives
(detailed goals for every strategic objective)

National development programs
(operational programs including main tasks resulting from detailed goals)

Fig. 5. The hierarchical layout of strategy documents in the process of
ensuring state security

Source: own elaboration

In the long-term perspective, the vision of the safe survival of the nation within the permanent territorial borders of the state and the stable development of the country should constitute a new context of the Strategic Vision of National Security (SWBN). These two elements represent the essence of the modern understanding of security of the state and its citizens. The Medium-term National Security Vision developed on this basis should be a compilation of the assumptions contained in the current national security strategy and medium-term country development strategy. This new strategic document would allow specifying the strategic objectives in the medium-term perspective, included in the strategic concept of the government for the term of office. The concept should contain not only the hierarchy of strategic objectives but also the specification of detailed goals for each strategic objective. This should facilitate the development of executive field strategies for each of the strategic objectives. Of course, the hierarchy of detailed goals is also important, so that realistic action programs (development programs) can be drawn up, containing the main tasks resulting from the detailed goals. These main tasks in the hierarchical layout should be reflected in the task budget of the state. In the end, implementation of national development programs should allow achieving the assumed level of limiting the security threats.

It should be borne in mind that in the changing security environment, implementation of the process of ensuring security is of particular importance. It cannot be a one-off process, but it must have a character of continuous action. At the same time, it needs to be flexible in relation to multifaceted threats, as they simultaneously affect different

areas of security. In addition, more and more often time is the main determinant of action. In such situations, the priority is not only the correct assessment of challenges (opportunities and threats), but, above all, the quick, clear and articulate transfer of the intention (concept) of action into single actions to be carried out by various links in the chain of action for national security.

Thus, the essence of the efficient process of ensuring national security is the accurate and quick transfer of the SWBN (developed at the highest level of governance) into specific detailed objectives for the lower levels of governance – individual executive elements in the sectors of government administration and voivodeships implementing or coordinating individual development programs (see Figure 3). It is important for the SWBN to meet the expectations and demands of the society – to meet the social expectations of the effectiveness of actions taken to ensure security at the lowest level of governance. In this process the Council of Ministers plays a special role (see Figure 1). It is a collegial body, but every minister, as a member of the Council of Ministers, is obliged to initiate and develop drafts of strategic assumptions and normative acts for meetings of the Council of Ministers in direction to the department he or she directs. There is, however, no minister of national security in the structure of the Council of Ministers. On the other hand, one should be aware that all ministers are executives of the policy of the Council of Ministers. Each minister has a ministry at his disposal – the office that serves him and, furthermore, has a number of subordinate or supervised units that he can entrust to the task (see Figure 1 and 2). The role of the minister is thus coordinating the implementation of the policy of the Council of Ministers within the framework of the department he or she directs, as well as in the field of national security policy. This approach is in line with Art. 37 of the Act of September 4, 1997 on the activity of government administration (Journal of Laws, No. 141, item 943, as amended) and additionally constitutes an essential element of the process of ensuring national security [3]. A similar process should accompany the actions undertaken in the voivodeship, within the framework of local government administration. At all levels of governance, it would be appropriate to start from the identification of detailed goals resulting from the strategic concept of the government (see Figure 2), and on this basis define the assumptions of the operational strategy of a given ministry (voivodeship) as an element of national security policy. These assumptions should define the objectives for a given ministry (voivodeship) in the field of national security, which is the common basis for all entities to develop national development programs (or active participation in their development). These programs should include the main tasks resulting from the detailed goals for each strategic objective.

The strategy of action for a ministry (voivodeship) to ensure national security should initiate the development of a specific development program. These programs approved at the level of the Council of Ministers should constitute a set of national development programs. Each of these programs should indicate the means and ways of achieving the specific objectives as well as the well-thought and consistently implemented concepts of action within the ministry (voivodeship). The synergistic cooperation of all public administration entities is very important in this process. National development programs, as executive elements, should contain detailed (annual) action

plans that would include tasks, contractors, and deadlines together with the necessary financial resources.

To sum up, such a process of action should guarantee, on the one hand, the survival of the nation (ethnical and biological) within the stable territorial borders of the state as well as full sovereignty, and, on the other, should create conditions for a comprehensive and undisturbed state development. These conditions, in the end, should make it possible to meet all existential and behavioral needs of the society (nation).

Conclusions

To sum up the hitherto considerations, it must be stated that the process of ensuring national security is a complex process. The very concept of national security is constantly evolving and is understood in different ways. Meanwhile, the effective process of ensuring the existential and behavioral needs of the society requires the adoption of a clearly defined scope of action of public administration bodies and executive units and services subject to them. This scope of action should meet the expectations of the society (nation). Marek Lisiecki even states that the key task in the process of strategic managing the security of citizens is "(…) identifying the quality expected by citizens in terms of ensuring their safety" [5].

The problem of ensuring the security of state citizens effectively is connected to the analysis of processes occurring in the security environment. It is on the basis of this analysis, in the decision-making process, that policy documents aimed at achieving the strategic objectives are developed in the field of national security. A very important role is played here by the binary executive body: the President and the Council of Ministers. Currently, the President participates only in the adoption of the SBN RP. Hedoes not have a significant influence on the shape and scope of the adopted strategy documents regarding the development of the country. Meanwhile, it is an important component of the modern understanding of national security. Such a model of developing strategic assumptions in the field of national security has a negative impact on the shape of the implementation process of ensuring this security.

It therefore seems reasonable that in the hierarchical layout of the strategy documents in the process of ensuring state security the National Security Vision appears, as a concept and practice of action aimed at the safe survival of the nation within the territorial borders of the state and its stable development. In this regard, this document should facilitate the development of the strategic concept of the government and then transform it into specific national security objectives for the lower levels of governance.

The awareness of the identified problems of the process of ensuring national security should encourage discussion on improving its rationality. As a result, this will allow public administration bodies to more easily meet the existential behavioral needs of he society (nation) in the field of national security.

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Biographical note

Marek Zbigniew Kulisz – DSc. Eng. associate professor in 1985 he graduated from the Military Academy of Technology. In 1996 he defended his doctoral dissertation at the National Defense Academy (AON). In the years 1997-2012 he combined the work in the central government administration bodies with scientific and didactic work. In 2012 he received a post-doctoral (habilitation) in security sciences at AON. Between 2012 and 2015 he participated in the work of the State Accreditation Committee. Since October 1, 2016 he has worked at the Faculty of Security Sciences at the Military Academy of Land Forces in Wroclaw. He specializes in the issues of state security management. He is the author of several monographs and numerous articles on broadly understood state security, both in subjective and objective aspects.

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