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THE ESSENCE OF THE STRATEGY AND SYSTEM OF SECURITY OF THE REPUBLIC OF POLAND. THEORETICAL AND PRACTICAL CONSIDERATIONS (PART I)

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ABSTRACT

The article presents the basic aspects of the strategy design and assumptions of the national security system of the Republic of Poland. Due to the complete theoretical and practical presentation of issues reflected in the title, the article focuses on presenting the language of the problem, strategy assumptions, phases of the strategic cycle of analyzes and studies in the field of security and assumptions of the state security system construction. The presented considerations are based on literature analyzes, mainly – in the field of security sciences and strategic directive documents. These documents refer to the security and defense problems of the Republic of Poland. The content of the article is the basis for presenting the theoretical and practical issues of the state security system functioning in Poland.

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INTRODUCTION

The primary task of each state is to ensure security in the conditions of sustainable development. Nowadays, each state confronts new challenges and

threats. An extremely important skill is to identify and define them accurately and prepare an effective response to their negative effects. Their volatility and dynamics encourage the state to make constant efforts. Therefore, “two basic strategies can be distinguished in thinking about security – one of the most desirable and valued by humanity goods. The first of them focuses on the activities preparing for protection against threats, the other one – on shaping the environment in such a way as to distance and minimize the possibility of their occurrence. In both cases, although with a different approach, the threat is a key category”¹. It is also significant that security procedures are reflected in security strategies, in which national interests and strategic objectives take precedence – in accordance with the Constitution.

SECURITY STRATEGY – BASIC CONSIDERATIONS

Presentation of reflections included in the title of this work would not be possible without explaining the basic concepts. The explanation of the term “strategy” seems to be here of key importance. A strategy is most often defined as:

- “the long-term concept of the functioning of an organization, containing main objectives, modes of operation and rules of conduct for operation”²;
- “the theory and practice of operation, aimed at achieving assumed objectives in a given field, recognized on a general and long-term scale”³;
- “the art and science of developing and applying political, economic, psychological and military forces indispensable in time of peace and war, allowing to achieve state policy goals, for obtaining favorable results conducive to achieving victory and reducing the possibility of failure”⁴;
- “a deliberate action plan in some field”⁵;
- “the art of dialectics of the will that applies force for conflict resolution”⁶;
- “the art of separation and use of war resources for the implementation of policy objectives”⁷;

¹ See: W. Fehler, *Zagrożenie — kluczowa kategoria teorii bezpieczeństwa* [in:] *Współczesne postrzeganie bezpieczeństwa*, K. Jałoszyński, B. Wiśniewski, T. Wojtuszek (ed.), WSA, Bielsko-Biała 2007, p. 8.

² *Zarządzanie strategiczne. Koncepcje — metody*, R. Krupski (ed.), AE, Wrocław 2003, p. 14.

³ *Słownik terminów z zakresu bezpieczeństwa narodowego*, AON, Warsaw 2009, p. 131.

⁴ *Dictionary of Military and Associated Terms*, GPO, Washington 1987, p. 350.

⁵ *Słownik języka polskiego P-Ż*, L. Drabik, E. Sobol (ed.), PWN, Warsaw 2007, p. 322.

⁶ A. Beaufre, *Wstęp do strategii. Odstraszanie i strategia*, MON, Warsaw 1968, p. 30.

⁷ B. H. Liddell Hart, *Strategia działania pośrednie*, MON, Warsaw 1959, p. 388.

- “learning about using battles for warfare purposes”⁸;
- “the way of proceeding in the preparation and conduct of a given war, campaign or battle, chosen and applied by the highest state organs, the supreme command of the armed forces or the supreme command of a given theater of warfare. Therefore, a strategy is a work of the theory and practice of martial arts”⁹;
- “a war art department covering the preparation and conduct of war and its individual campaigns and battles”¹⁰.

In general terms, a strategy boils down to determine the smooth operation of each entity and to apply the most effective methods of this activity. There are plenty of strategies. They occur in various types and forms, which depends on the criterion adopted.

The above-mentioned definitions prove that the essence of a strategy is to achieve assumed goals. Important elements in the above context also include: time, a method of operation and rules of conduct. The vision of the functioning of the state in the perspective of a few, several or several dozen years is an equally important element of the strategy. Such a vision is also accompanied by a mission that will be accepted by the majority of state entities involved in its implementation, and which should not be identified with operational objectives of a strategy only with the manner of their implementation. A mission should be understood as defining the ultimate goal of an organization and determining how it should be achieved. A mission is one of the three factors limiting the freedom to shape or choose strategies. On the one hand, it is a vision of the future and on the other hand, it has its own potential, which for natural reasons is divided into financial and non-financial, depending not only on material and intangible assets, but also on their mutual configuration.

Therefore, a strategy should include a mission, assessment of its feasibility, operational objectives, as well as functional action programs. Owing to these elements, the vision of future activities and the state of organization in the future should be clear.

The effectiveness of a strategy depends on the proper construction of the indicated elements and must be intelligible for all members of an organization. This solution makes it possible to evaluate and,

⁸ C. von Clausewitz, *O wojnie*, MON, Warsaw 1958, p. 85.

⁹ F. Skibiński, *Rozważania o sztuce wojennej*, WIH, Warsaw 1972, p. 109.

¹⁰ *Słownik języka polskiego P-Ż*, L. Drabik, E. Sobol (ed.), PWN, Warsaw 2007, p. 322.

as a consequence, implement it. The following criteria are indispensable to assess the strategy quality:

- time horizon;
- the level of risk;
- internal consistency and compliance;
- the suitability of the strategy in relation to the available resources¹¹.

It should be noted that a mission, assessment of possibilities and conditions as well as strategic objectives are the main elements of a strategy, and the order of their creation is not clearly identified. There are three models of strategy in the subject literature. The first of them assumes that strategic goals emerge as the first in strategy creation. The second one assumes that the analysis of the environment and organization should be carried out first and then the strategic goals should be set. In turn, the third model assumes that the functions of goal identification and the analysis of the environment and organization are mutually coupled and mutually conditioned.

WHAT IS THE STATE SECURITY STRATEGY?

The answer to the above question should be brought to answers to the following questions: What will the organization be in the future? What will its shape be like?

Let us try to answer those questions. Strategic principles and the strategic cycle will be presented in the beginning.

Repeatedly, the literature on the subject most frequently mentions the strategic principles presented by outstanding war theoreticians, i.e. Sun-Tzu or Carl von Clausewitz. According to Sun-Tzu, the basic principles include: recognition, ruse, surprise, maneuver, indirect actions and psychological pressure. According to Carl von Clausewitz, these are: massing, a purpose, economy of forces, simplicity, surprise, unity of command, insurance, offense, maneuver.

The strategic cycle referred to above comprises four basic phases:¹²

- defining interests of a given entity and defining strategic goals;
- assessment of the strategic security environment (conditions);
- formulation of a strategic concept;

¹¹ A. K. Koźmiński, W. Piotrowski, *Zarządzanie. Teoria i Praktyka*, PWN, Warsaw 2002, p. 189.

¹² S. Koziej, *Wstęp do teorii i historii bezpieczeństwa*, p. 10, <www.koziej.pl> (accessed 30.11.2017).

– separation of resources necessary to implement the concept, i.e. establishment of a security system.

When considering the issues of the national security strategy, it should be noted that for many centuries the strategy has been applied only to military issues. Currently, it is a military strategy understood as:

- theory and practice defining principles and general methods of action aimed at preparing and using the military potential in the armed struggle conducted on the scale of war to achieve assumed military objectives;¹³
- the field of strategy including the creation, development, preparation and use of armed forces to achieve objectives in all areas and conditions of the functioning of a state (entity). In the aspect of security, a military strategy includes the creation, preparation, development and use of armed forces to counteract any threats¹⁴.

The extension of the term “strategy” took place at the beginning of the twentieth century and adopted the name “a war strategy” understood as “a system of scientific views on the regularities of war as an armed struggle conducted in the name of certain class interests. Based on studies, military experiences, military and political situation, economic and moral capabilities of a country, new means of struggle and views of a potential opponent, it explores conditions and nature of war, ways of its preparation and conduct, types of armed forces and principles of their strategic use, as well as rules of material and technical support and management of war and armed forces. At the same time, it is the field of practical activity of the highest military and political leadership, supreme command and higher staffs, concerning the art of preparing a country and armed forces for war and conducting armed struggle in specific historical conditions”¹⁵.

While presenting the considerations regarding a security strategy, it is impossible to ignore the fact that the beginning of the 20th century brought Poland a security strategy and a defense strategy. Their essence boiled down to the creation, preparation and use of the state’s potential to counteract any threats, both in the national and international (including the allied) dimension; they were captured on the scale of general goals and had a long-term character.

¹³ W. Łepkowski, *Podstawy strategii wojskowej*, AON, Warsaw 1993, p. 98.

¹⁴ *Słownik terminów z zakresu bezpieczeństwa narodowego*, AON, Warsaw 2009, p. 135.

¹⁵ W.D. Sokołowski, *Strategia wojenna*, MON, Warsaw 1964, p. 20.

Today, three categories of national security strategies are distinguished, namely: operational, preparatory and sectoral.

The national security operational strategy is “a department (field) of the national security strategy covering the principles and ways of achieving strategic goals (implementation of strategic operational tasks in the field of national security) in the expected security conditions (environment) and defining operational requirements for the national security system”¹⁶.

The national security preparatory strategy is “a department (field) of the national security strategy covering the principles and ways of preparing (maintaining and transforming) the national security system (executing preparatory strategic tasks in the field of national security according to the requirements arising out of operational strategy)”¹⁷.

The national security sector strategy is “a state’s binding concept of implementation by a given state sector (a department or a group of departments of state administration) of operational and preparatory strategic tasks in the field of security provided for in the national security strategy. It includes defining objectives, evaluating conditions, establishing ways, separating resources from a given sector to carry out tasks in the field of security”¹⁸.

PHASES OF THE STRATEGIC CYCLE OF ANALYZES AND STUDIES IN THE FIELD OF SECURITY

The development of the security strategy of the Republic of Poland comprised and includes four phases of the strategic cycle of analyzes and studies in the field of security.

The first phase boiled down to diagnosing the role and place of Poland as a subject of national security as well as defining a catalog of interests and strategic goals in the field of its security. The second one was a comprehensive analysis of the security environment in global, regional and national terms. Moreover, it identified possible strategic scenarios for shaping future security conditions in Poland. The third phase, in turn, pointed to the possible and desirable concepts of strategic activities and outlined tasks related to these activities. The last, fourth phase was a project of strategic options for state preparation in the field of security in relation to the tasks and requirements set out in the previous phase.

¹⁶ *Strategia bezpieczeństwa narodowego Rzeczypospolitej Polskiej*, BBN, Warsaw 2014, p. 1.

¹⁷ *Ibidem*.

¹⁸ *Ibidem*.

ASSUMPTIONS OF THE STATE SECURITY SYSTEM CONSTRUCTION

The considerations discussed so far regarding the national security strategy of the Republic of Poland allow for the presentation of issues related to the state security system.

A system is most often defined as:¹⁹

- an arrangement of elements having a specific structure and constituting a logically ordered whole;
- a set of many devices, roads, wires, etc., functioning as a whole;
- organs or other parts of a living organism performing specific functions together;
- an ordered set of statements, views, forming a theory;
- a specific way of performing an activity or rules on the organization of something;
- a political system;
- a set of rocks formed during one geological period;
- a comprehensive and orderly set of tasks connected with the relations of logical reasoning.

An expanded, very interesting definition of “a system” is provided by the *New Universal Encyclopedia of PWN (Nowa encyklopedia powszechna PWN)*, which states that it is “a set of interrelated elements separated from the environment due to these connections, where relations between elements of the system create its structure, and as a set of ways (methods) of acting, performing complex activities, as well as the whole organization’s principles, all standards and rules in force in a given field”²⁰. Equally important information is provided by the *Lexicon of Military Knowledge (Leksykon wiedzy wojskowej)* presenting a multi-faceted view of the concept and indicates that a system should be understood as:²¹

- any internally coordinated and structured arrangement of elements;
- a set of ways (methods) of acting, performing complex activities;
- the entirety of organizational principles, all standards and rules in force in a given field;
- a comprehensive and orderly set of tasks related to one another with specific logical relations.

¹⁹ *Słownik języka polskiego...*, p. 339.

²⁰ *Nowa encyklopedia powszechna*, Vol. 6, PWN, Warsaw 1995, p. 152.

²¹ *Leksykon wiedzy wojskowej*, MON, Warsaw 1979, p. 426.

In turn, the *Encyclopedia of Organization and Management (Encyklopedia organizacji i zarządzania)* treats a system as “a set of material or abstract elements having mutual internal connections and considered from the point of view as a whole”²². In another perception, it is “a set of components between which mutual relations (interactions) take place, and where each element is connected to others directly or indirectly”²³.

Most often, however, the term “system” is understood as:

- “juxtaposition, a comprehensive and structured arrangement, a set of objects, rules and statements, rules of conduct”²⁴;
- “a coordinated arrangement of elements, a set that creates a certain whole conditioned by a constant, logical ordering of its whole”²⁵;
- “a comprehensive and orderly set of tasks connected with one another by logical penetration”²⁶.

The analysis of many studies concerning the subject of present deliberations being carried out in this part of the work by recognized specialists in this field, Piotr Sienkiewicz, Marian Mazur or Józef Konieczny, indicates the convergence of system determinations, the scope and method of which is similar to those presented above.

There are many definitions of a system, however, although individual definitions of a system vary significantly, they have a common part, which can be defined as follows:²⁷

- a system is a complex of interrelated elements;
- a system expresses a specific unity with the environment;
- a system can be simultaneously part of a higher order system;
- the system element can also be a lower-order system.

Other issues important from the point of view of the considerations are: a purpose of a system, a element of a system, a method, modeling, an analysis of a structure and behavior of the system.

The purpose of a system may be to achieve a specific system structure, a specific system behavior or a certain state or sequence of consecutive states (this applies either to the states of a system or its environment

²² *Encyklopedia organizacji i zarządzania*, PWE, Warsaw 1981, p. 508.

²³ A.K. Koźmiński, W. Piotrowski, *Zarządzanie...*, p. 761.

²⁴ *Ibidem*.

²⁵ *Słownik języka polskiego*, M. Szymczak (ed.), Vol. III, PWN, Warsaw 1981, p. 387.

²⁶ *Słownik wyrazów obcych*, E. Sobol (ed.), PWN, Warsaw 1995, p. 1065.

²⁷ J. Habr, J. Veprek, *Systemowa analiza i synteza*, PWE, Warsaw 1976, p. 31–32.

or the ratio of states between the state of an environment and a system state). If there are numerous goals of a system, a hierarchy of goals is built that allows for determining their validity. The goal of a system may be to achieve one of the system states, a specific structure or a specific system behavior.

In turn, a system element is an indivisible part of a system at a given level of abstraction. Thus, the level of abstraction important here is what decides what to consider as an element of a system. For example, a system element can be a human being and a machine or activity. While elevating the level of abstraction, a whole organization or a different system may well become part of the system.

In the above considerations, the term “method” that is a repetitive procedure is also important. It allows using possessed tools in given conditions to learn the truth, learn about objective reality and transform it according to the adopted goal of action. Hence, a method is the ability to choose such a behavior in a specific problem situation that allows achieving the desired goal²⁸.

At the same time, the concept of “an object” should be distinguished from the concept of “a system”. An object cannot be unambiguously described using a single system. Multiple systems can be assigned to one object, describing it at various angles, depending on description criteria adopted. Therefore, determining an object is not synonymous with determining a system. An object can be, and often is, a part of a system.

The term “a model” is also an important concept in the context of the above considerations. Two different understandings of this concept are known. The first one consists in the understanding of a model as a way to implement a particular theory, while and the second approach defines a model as a certain representation imitating a system defined on the object. In this study the understanding of a model was accepted as a certain mapping of reality.

The model’s construction is goal-oriented, i.e. to an explanation of a given phenomenon or an analysis of the processes taking place, prediction (forecast) of quantities being examined, etc.

A good model is one that not only explains past events well, but it can also describe future events, indicating additionally how to detect such events²⁹.

²⁸ P. Sienkiewicz et al., *Podstawy analizy i inżynierii systemów*, Warsaw 2002, p. 197.

²⁹ T. Söderström, P. Stoica, *Identyfikacja systemów*, PWN, Warsaw 1997, p. 181–182.

Another problem is the verifiability of a constructed model. A model is subject to verification as a result of confrontation with a modeled reality, by obtaining results on the collected empirical data. If negative results are obtained, the modeling process is repeated.

Therefore, the verification of the model constitutes a feedback loop, while verification addresses all elements of model, not just final conclusions. The full verification of a built model also covers evidence that there is no significant impact between the model and other elements of reality that were not included in the model.

One of the methods of the systemic approach is modeling, which in the context of state security will serve to construct an image that constitutes a specific pattern. Modeling is in fact the process of constructing the image of a given fragment of reality, called the original, expressed in the adopted language (code) by means of a specific research method and in accordance with the knowledge of the subject³⁰.

CONCLUSION

All the security and defense strategies in force so far comprehensively addressed the issues of national security and indicated optimal ways to use all the resources at the disposal of the state in the defense, security, social and economic spheres for security purposes. Strategic tasks in the field of security were carried out as part of the national security system, whose efficiency depended on its organization, which in turn was a consequence of the determination of:

- the essence and purpose of the system;
- the system structure, i.e. the answer to the question of the adequacy of the system structure to the objective pursued by the system;
- the actual behavior of the system, i.e. the answer to the question about the relationship of the actual behavior of the system in relation to expectations;
- reasons why the system does not behave as intended;
- possibilities to improve the system's behavior;
- the impact of assumed corrections and changes in the system on the behavior of the system.

³⁰ More: P. Sienkiewicz, *Systemy kierowania*, Wiedza Powszechna, Warsaw 1974, p. 76.

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