

Original article

# Organizational preparation of central public administration bodies to manage the implementation of defense tasks Part III. Concept of tasks and organization of the organisational units of administrative offices of chief bodies of government administration for the management of the implementation of defence tasks

Waldemar Kitler 

National Security Department, War Studies University, Warsaw, Poland,  
e-mail: w.kitler@akademia.mil.pl

## INFORMATION

### Article history:

Submitted: 14 January 2021

Accepted: 21 June 2021

Published: 15 December 2021

## ABSTRACT

Such bodies as the Council of Ministers, the Prime Minister and ministers in charge of departments of government administration, in order to exercise competencies in the field of defence, should have the ability to perform administrative functions to satisfy missions, goals and tasks in this matter assigned to them by the legislator. Their authority and duties in the defence field are closely related to their authority and duties in other areas of national security, so there is a need to arrange the organisational units set up for this purpose in such a way that their scope of action includes matters corresponding to the authority's competence in the field of national security and defence, taken as a whole. Given the rank of the Council of Ministers and the Prime Minister in Poland, and their competencies in the area of national security, urgent changes are required to adapt the organisational units of the Chancellery of the Prime Minister (KPRM), and above all the Government Centre for Security (RCB). The RCB needs to be transformed so that it is able to fulfil the role of a national security and defence headquarters under the Council of Ministers and the Prime Minister. It would be an analytical-planning-coordination office, ensuring staff coordination of coherent, uninterrupted and continuous state activities in the field of state security and defence. Innovation in this respect would be accompanied by minor changes in the jurisdiction and structure of the organisational units comprising the KPRM. Following this, given the existing needs identified in the previous articles in this series, it seems necessary to make changes in ministries to implement a unified model of a national security organisational unit (e.g. Department for Security and Defence Affairs). In principle, these units should have similar missions and composition in all ministries, but some reasonable exceptions would occur in the Ministry of National Defence and the Ministry of the Interior and Administration. In others, there are and should be separate departments specific to those ministries (e.g. combating economic crime, international security policy, nature conservation, air protection and others).

#### KEYWORDS

security and defence organisational units,  
tasks and structure of organisational units

---



© 2021 by Author(s). This is an open access article under the Creative Commons Attribution International License (CC BY). <http://creativecommons.org/licenses/by/4.0/>

## Introduction

This article is the third part of a series of articles presenting a research report on the organisational preparation of the chief bodies of government administration to manage the implementation of defence tasks. It presents the concept of tasks and structure of organisational units, which are part of offices servicing chief bodies of government administration, intended for conducting staff activities in the field of defence and – more broadly – national security. The first part was devoted to the characteristics of the notion and scope of defence tasks, their subjective and objective understanding in the context of the applicable provisions of Polish law, as well as the content of the applicable strategic documents and planning practice in this regard [1]. The second part was an overview and assessment of the structure of organisational units in administrative offices serving the Council of Ministers, the Prime Minister and ministers in charge of government administration departments. The gaps and weaknesses in this area have also been identified [2].

The research confirms the hypothesis that it is necessary to improve the organisation of administrative offices on the level of the chief bodies of government administration, ensuring that these bodies achieve the ability to fulfil management functions in the defence area, serving the purpose of strengthening the defence of the Republic of Poland, preparing the population and national property in the event of war and the realisation of operational tasks undertaken in the event of an external threat to the state, an armed attack on the territory of the Republic of Poland or when an international agreement imposes an obligation of joint defence against aggression. Given the objectively justified necessity of integrating military and non-military security undertakings (inter alia: public, general, economic, social, cultural, informational and in cyberspace), and given the considerable blurring of the boundaries between external and internal threats, the structure of the organisational units for defence matters should be an integral part of the organisational units for security and defence (or, in short, for national security).

All three articles are devoted to the issue of national defence. However, given the postulated need to integrate administration for broadly defined security, within the national security system, the research problem, scientific hypothesis and purpose of this article took the following form.

Research problem: what tasks should be carried out and how should the organisational units of administrative offices serving the chief bodies of government administration be structured for the implementation of tasks in the field of defence, and other areas of national security?

Research hypothesis: I assume that the organisational units for defence of administrative offices, serving the chief bodies of government administration, should perform analytical-planning-coordination functions for the support of a given authority in exercising its defence competencies, being a significant part of the whole of integrated activities in the scope of national security (security and defence of the state). These tasks should reflect the competence of

these bodies in the field of defence, and national security more broadly, while their organisation should ensure the coordination of coherent, uninterrupted and continuous state activities within the scope of competence of a given supreme body of government administration, in the field of security and defence.

The aim of the article is to present the results of research concerning the general assumptions of the concept of tasks and structure of organisational units of administrative offices serving the chief bodies of government administration for the coordination of tasks in the field of defence, taking into account the needs of organisational and functional integration for the implementation of tasks in the field of national security.

## Methods

In carrying out the research, the author used various research methods, among which the following should be mentioned: system approach, legal-formal approach, institutional analysis, legal-comparative analysis, purposive interpretation, method of legal text analysis, predictive method, inference, analogy and abstraction, and comparative method.

The research results were obtained as a result of analyses of the legal system, strategic documents and source materials (statutes, regulations and internal rules). Unfortunately, the research literature on the defence organisation of the administration is scarce in this respect. The author's experience of working with government administration and its specialised agencies in the administration of security and defence matters proved to be of great importance. The fruitful cooperation with many ministries and central offices in defence training, exercises and decision-making games counted in this respect. Decision-making games in the field of defence were also conducted by the author within the framework of Higher Defence Courses for almost 15 years, with the participation of representatives of managerial cadres of public administration, from the county level to the chief bodies of government administration. However, the culmination of the experience gained were two key undertakings, namely participation in the work of the Polish National Security Strategic Review Team (2010-2012) and the management, in 2012-2014, of a project funded by the NCBiR on the "Polish National Security System".

## 1. Preliminary assumptions

When undertaking the establishment of the concept of organisational preparation of administrative offices to manage the implementation of defence tasks, it should be clearly emphasised that a holistic approach to national security issues is necessary. In this way, it will be possible to identify directions for the necessary changes of a legal, organisational and functional nature. Changes leading to the attainment of planning, organisational, coordination and control capabilities by the chief bodies of government administration in the field of national security, including in the field of defence, which interests us the most. This field is characterised by the existence of a number of detailed systems for carrying out extensive and specialised missions and tasks to ensure the existence, within inviolable limits, of a sovereign nation organised as a state, free from all threats to its existence and development. Such a state of affairs is understood as a real state of internal stability ensured by having and using real capabilities to protect and defend the territory, society and individuals, the legal order in the state, political power, to maintain and create conditions for development and a favourable arrangement of external relations guaranteeing continuance and survival in the international environment.

The integrating feature of these systems is the fact that they all report to public administration bodies and, importantly, that all or almost all chief administrative officers of government are involved in carrying out the tasks of most of them. This means that each of these bodies, with the Council of Ministers and the Prime Minister at the head, must be organisationally and functionally prepared to actively participate in the process of managing all matters of national security, including defence matters. This implies that the chief bodies of government administration must have at their disposal a specialised administrative apparatus to support them in their analytical, planning and coordination activities in the field in question.

Nowadays we cannot artificially divide national (state) security into separate areas (branches, sectors), and also organise it separately into individual states of the state's functioning, disregarding the strong links between their premises, symptoms and consequences of an institutional nature (legislative, administrative and organisational). This is due, among other things, to the fact that both challenges and threats have no limits, and opposing them, together with the means (actions) and tools necessary to do so, requires their simultaneous and multifaceted use, according to the principle of combining the actions of individual parts of the whole into one complex act. It is in the essence of the national security system, and therefore of systemic action in this area, to combine actions into a whole. Each of the elements (or their system) is usually designed for a different function, so that the sum of the actions of all the elements produces a result, which is the mission (goal, task) of a coherent whole (system), capable – as Ziemowit Pietraś writes – of maintaining equilibrium with the environment [3, p. 57].

The organisational preparation of administrative offices serving the chief bodies of government administration in the field of defence should be part of the organisation for the management of national security matters. And in this respect, the authorities in question must have the capacity to direct (manage, coordinate) activities in preventing, countering and opposing (responding to) all threats to national security and recovery (reconstruction), among others:

- 1) planning, organising and coordinating future prevention, countermeasures, response and recovery operations,
- 2) monitoring and analysing non-military and military threats (their sources, symptoms, types and severity),
- 3) preventing their occurrence,
- 4) addressing and countering these threats when they occur (responding to non-military and military threats),
- 5) preventing and remedying their effects and restoring normalcy internally and in relations with external actors in international relations,
- 6) directing the defence of the State when necessary to respond to external threats to State security and armed aggression, in other words, in case of aggression, as defined in the amendments to the Statute of the International Criminal Court [4, Art. 8 bis].

The governance of all these matters in the field of national security is entrusted to the governing bodies headed by the chief government administration body. It is generally accepted that the governing body model is based on three functional members, a decision-making member (body), an opinion-advisory member and a staff member.

Thus, a governing body is an organised – according to the respective roles performed – system of three elements (or a modification thereof), one of which acts as a decision-making body, another as an opinion-advisory body and the third as a staff (analytical-planning-coordination) body.

The decision-making body in this case is the chief organ of governmental authority, i.e. an entity distinguished in the structure of public authority, equipped with administrative authority and distinctive competencies, affecting the entire organisational system (and system of action) subordinate to it.

The consultative and advisory body is a deliberately selected group of persons who, from the point of view of the needs of security management, perform three types of functions:

- 1) it is a body, auxiliary to the authorities – it assists in decision-making by expressing opinions and agreeing on solutions – it supports the authority's decisions morally and substantively,
- 2) ensures interaction and communication (information flow) between the different members of the multi-level structure of the management apparatus,
- 3) satisfies the information needs of the environment and subordinate executive elements.

The staff body (member) (staff unit) serves to obtain, collect and process information, as well as to evaluate it and prepare decisions in the form of options for action or possible ways to solve problems. The expression "staff unit" takes its origin from military terminology and experience in a military organisation (staffs in the organisational units of the armed forces), which has been adopted in the theory of management. Their role is to perform analytical, planning and coordination functions for decision-makers to develop plans and options for action, and to assess the conditions and feasibility of actions taken. They have no managerial powers over lower levels of administration. Of course, a supervisor (decision-maker) may delegate certain powers to a staff member for a limited period of time, but that staff member still does so on behalf of and under the responsibility of his or her supervisor ("under authority").

The role of the staff body (member) in the field of security most broadly consists of: generalising the results of threat monitoring; ensuring the analysis, evaluation and circulation of information; planning activities; preparing variants of various decisions and proposals for the best ways to solve them; facilitating the implementation of decisions into practice; launching procedures related to responding to threats; ensuring the functioning of the command bodies at the command posts; ensuring the coordination of the activities of various entities of the executive sphere; stimulating and motivating action; controlling, on behalf of the authorities, the activities of subordinate and supervised structures.

There are many arguments in favour of taking into account the necessity of functioning of a specially established staff unit dealing with national security matters, including defence matters in a given office (ministry), if it participates in the performance of tasks in this scope. This requirement is accompanied by the necessity to introduce a uniform organisation of staff units in almost all equivalent public administration offices, including governmental ones, and the introduction of the condition of possessing qualifications in the field of national security in official positions in the staff bodies for state security and defence.

The activities of the headquarters should always be supported by other organisational units of the office, according to their area of competence. In the basic form of a staff body, there should be a permanent, round-the-clock operational (situational) centre and necessary offices (departments, sections, independent positions) conducting substantively separate matters, according to the competencies of a given governmental authority in the field of security, including matters of state defence. The composition of the national security unit will increase as the level of threat (severity, intensity) increases, also at the expense of transfers from other units of the office.

In summary, therefore, we conclude that there should be full-time national security management units at all levels of national security management, including at the level of the chief bodies of government administration, performing tasks related to national security management, including defence, in all states and circumstances of the functioning of the state.

## **2. Concept for the tasks and organisation of security administration, including defence matters at the level of the Council of Ministers and the Prime Minister**

Given the role of the Council of Ministers and the Prime Minister in the field of broadly defined security, including defence, there has for years been an urgent need for a staff body that would support them. Such a proposal was already made in 2002, as presented in the following quotation: “Currently, it can be assumed that the staff body for national security (...) would perform the following tasks: Preparing draft concepts, plans and strategic programmes in the field of national security; servicing the work of the KRMdsBN<sup>1</sup>; providing the Prime Minister and the RM<sup>2</sup> with substantive support for their responsibilities in the field of national security; coordinating, on behalf of the Prime Minister, national defence undertakings, ensuring the accession of the Council of Ministers and the KRMdsBN to work in crisis situations and during armed conflict; coordinating undertakings of an inter-ministerial nature; analysing and assessing security conditions and threats to the interests of the state and society; watching over issues of economic, technological, information security, etc.; the coordination of intelligence tasks, international agreements and legislative work in the field of security and others” [5, p. 264-265].

There are many arguments in favour of strengthening the role of the Council of Ministers and the Prime Minister by creating such a strong national analytical, planning and coordination centre that would take on a staff role for the Council of Ministers (and the Prime Minister) along the lines of the role played by the National Security Bureau for the President of Poland. Even so, given the competencies of the Council of Ministers and the Prime Minister in the area of national security and defence, the scope of this centre would be much broader than that of BBN. Such a role should be performed by the Government Centre for Security, which after an appropriate reorganisation could assume the name of the Government Centre for National Security (RCBN), expressing the nature and domain of the institution’s activities. In turn, the three organisational units currently operating within the Chancellery of the Prime Minister (PKPRM, Chancellery) (Department of Analysis of Defence Administration – DAPO, Department of National Security – DBN and Protection Bureau – OB) would perform their functions in accordance with their current purpose. However, their tasks would have to be closely correlated with those of the RCBN.

So there is no doubt about DAPO, DBN and BO, except that the name of the Department of National Security should be changed to the Department of Intelligence and Counterintelligence (DWK)<sup>3</sup>. These departments within the KPRM could carry out the following tasks:

1. DAPO – developing, for the needs of the Prime Minister, the Council of Ministers, the Head of the Chancellery and the committees of the Council of Ministers,

<sup>1</sup> Abbreviation for: Committee of the Council of Ministers for National Security Affairs.

<sup>2</sup> RM – The Council of Ministers.

<sup>3</sup> Other variations of the name are possible: the Department of State Security; the Department of State Security and Protection or even the Department of Special Services. By no means as it is now, for the domain of national security is so vast that much of it does not fall within the remit of this department.

analyses, studies and recommendations concerning activities in the field of national security, national defence and crisis management; issuing opinions on drafts of normative acts in the field of national security, defence, defence planning, defence preparations, defence response, directing the state defence and crisis response of a political and military nature as well as formulating conclusions and proposals in this respect; analysing and issuing opinions on draft strategies, plans and programmes of defence character as well as other documents in the scope of national security, defence planning and formulating conclusions and recommendations concerning these documents for the Prime Minister; carrying out simulations and using other tools supporting decision-making of defence character as well as formulating conclusions and recommendations in this scope for the persons and bodies referred to above.

2. DWK – support: substantive, analytical (including: coordination of activities of state institutions responsible for security and protection of the state<sup>4</sup>, analysis of information on threats in this area and recommendation of appropriate solutions<sup>5</sup>), legal (drafting and giving opinions in legal and legislative terms on draft normative acts and other documents), media (information and press), organisational, technical and secretarial and office support for the Minister – Member of the Council of Ministers, the Coordinator of Special Services and the Secretary of the Collegium for Special Services in the implementation of supervision, control and coordination of the activities of special services; substantive, organisational, legal, as well as secretarial and office support for the Chairman of the Collegium for Special Services – the Prime Minister and the Secretary of the Collegium for Special Services in the area of the operation of the Collegium for Special Services; performing the tasks and competencies of the Prime Minister or the Council of Ministers with regard to special services and those arising from the classified information protection act.
3. BO – providing substantive, organisational, secretarial and office services for the Plenipotentiary for Protection of Classified Information and their Deputy, in particular organising the classified information protection system at the Chancellery and keeping a secret chancellery and an international secret chancellery; administering personal data and information security, cyber security and physical security of the Chancellery's employees and persons staying there; conducting defence, civil defence and crisis management matters for the Head of the Chancellery and the Chancellery.

Taking into account the results of my previous research, as well as new facts that have recently emerged in Poland [6; 7], and taking into account the model solutions of other countries, it can now be assumed that the Government Centre for National Security (RCBN) should ensure the coordination by the government administration of coherent, uninterrupted and continuous activities of the state in the field of security and defence. Its tasks should include, but not be limited to, the following:

- providing the Prime Minister and the Council of Ministers with substantive services in the area of national security – preparing draft concepts, plans and strategic programmes in the area of national security, including state defence,

---

<sup>4</sup> It has so far been assumed that this coordination relates to national security, but this is too broad, despite the inappropriate name of the department as well. It would therefore be better to adopt the expression in this place: “security and protection of the state”.

<sup>5</sup> In this case, close cooperation with the RCBN would be necessary.

- serving as the substantive liaison between the government administration and the administration of the President of the Republic of Poland (BBN), in other words ensuring, together with BBN, substantive and organisational coherence for the benefit of the executive,
- analysis, assessment and forecasting of the state security conditions, including threats to national interests,
- exercising the role of a national coordinator of analytical work of the public administration in the identification of challenges and threats as well as forces and vulnerabilities in the field of security and defence of the state (consistent terminology, procedures, standards, etc.),
- coordinating interdepartmental security and defence policy,
- providing substantive support (including acting as a secretariat) to the work of the Committee of the Council of Ministers for National Security and Defence Affairs (the Head of the RCBN would act as secretary to this committee, without voting rights),
- substantive support of other subsidiary bodies of the Council of Ministers within the scope of their competencies (e.g. in the field of cyber security, organised and economic crime, terrorist threats, illegal proliferation of weapons of mass destruction),
- providing (in organisational, technical, functional terms) conditions for the Council of Ministers, the Prime Minister and the Committee of the Council of Ministers for National Security and Defence Affairs to work in crisis situations and during armed conflict;
- watching over the interests of the state in the sphere of the arms industry and modern defence technology,
- coordination of nationwide planning (e.g. Polish Defence Response Plan, National Crisis Management Plan, Polish National Security Threat Report),
- coordination of national security, including defence, exercises and decision-making games on a national scale,
- coordination with the BBN of work on the organisation and development of the Central State Defence Command Post to the required extent,
- monitoring international security issues;
- coordinating security activities of an inter-ministerial nature that require the activity of the Council of Ministers and/or the Prime Minister,
- coordination of the tasks of the special services, international agreements and legislative work in this field, if these tasks were not carried out by the proposed Department of Intelligence and Counterintelligence in the KPRM,
- coordination of the development of strategic documents in the field of national security, including defence,
- coordination of efforts to protect secrets in the fields of defence and national security,
- cooperation and coordination of the activity of centres (departments, offices, divisions) of national security management at the central, voivodeship and local levels,
- coordinating security and defence research and technological projects, taking particular account of the protection of national strategic interests in this field,
- coordinating cyber security policy,



- preparing and launching, in the event of threats to national security, procedures relating to the management of national security,
- launching procedures to respond to non-military and military emergencies at national level,
- contributing to and coordinating the drafting of international agreements and legislative work relating to security,
- cooperating with the bodies and institutions of the European Union and of the North Atlantic Treaty Organisation and their Member States in their respective fields of competence,
- close cooperation with the National Security Bureau and the relevant departments in ministries and offices subordinate to or supervised by the Prime Minister,
- coordination and implementation of tasks of the permanent standby duty within the framework of state defence readiness.

In determining the scope of the RCBN's jurisdiction, we must bear in mind first and foremost that the current RCB is not an organisational unit of the KPRM, let alone, in the statutory context, a defence competent entity. What is more, the tasks that the RCB performs in the area of national security constitute only a narrow fragment of the real needs in this area. It should also be borne in mind that the above-mentioned and other proposed tasks of the future RCBN will depend on the distribution of competencies between it and organisational units of the Chancellery of the Prime Minister (KPRM), as well as between it and other central government administration bodies, such as the Internal Security Agency and headquarters of the State Fire Service (PSP), the Police and the Border Guard, the State Protection Service and others. The arrangements with the General Staff of the Polish Armed Forces and the departments, mainly the Department of Strategy and Defence Planning of the Ministry of National Defence, will be of great importance in this respect. Further arrangements and competency arrangements would have to concern organisational units of the Ministry of the Interior and Administration.

As a consequence of the above tasks, it should be borne in mind that in the composition of the RCBN, apart from the management, there should function, inter alia, organisational units for: administration and finance; (resource management, finance, human resources); legislation; monitoring and analysis of challenges and threats; defence planning; civil planning; state security and protection planning (protection of national security infrastructure, protection of classified information, VIP protection); international affairs and modern technology (BMR proliferation, special technologies); information security (information security policy, cyber security); national security command system (command posts, staffing, infrastructure and command communications); training and drills.

### **3. Concept of tasks and organisation of the administration for national security, including defence matters at ministry level**

Taking into account the previous findings [1; 2] and practical experience, the following facts should be taken into account before determining the final model of the governing body at the level of ministers of heads of government departments.

The Minister interacts, inter alia, with other members of the Council of Ministers and other government administrative bodies and state organisational units. Appeals to the Prime Minister for the appointment of inter-ministerial teams to carry out tasks beyond the scope of

its activities. The minister in charge of the department performs the tasks in the field of defence and protection of state security, as defined in separate regulations, with the exception of matters which, under separate regulations, belong to other government administration bodies and state organisational units. Within the scope of the department he or she is in charge of, the Minister implements the policy of the Council of Ministers and coordinates its implementation by bodies, offices and organisational units which are subordinate to him or her or are supervised by him or her.

The tasks of ministers in the field of national security are scattered across a number of pieces of legislation, but there are a few permanent, clearly defined statutory areas that may indicate the need for ministers to be permanently organisationally ready in this area. These include state defence; crisis management; state protection (including the protection of classified information); personal data protection; the functioning of the state in states of emergency (preparation, implementation and execution of the provisions of these states); civil protection and rescue (civil defence) and cyber security.

This alone is sufficient to conclude that ministers in charge of individual government administration departments should have the organisational capacity to, among other things:

- monitor the sources, types, directions and scale of threats, opportunities, risks and challenges within the administration department they are in charge of,
- prevent the emergence of threats to national security, both on the territory of the Republic of Poland and abroad, by coordinating activities conducted in a given department of government administration,
- respond to crises and defences and to prevent the effects of emerging threats and to remove them, including the management within the departments reporting to them,
- participate in the work of the Committee of the Council of Ministers for National Security and Defence Affairs and perform tasks within the framework of the Central State Defence Management Position,
- direct preparations in the field of national security and defence,
- establish organisational and technical conditions within the directed departments of government administration, including in relation to subordinate departments and supervised organisational units,
- ensure cooperation with BBN, RCBN, offices and organisational units of other departments of government administration and voivodes,
- organise the implementation of tasks in the field of protection of the National Security Infrastructure,
- mobilise elements of the system for directing national security, including state defence,
- participate in the implementation of obligations arising from the NATO and EU defence planning process,
- participate in the work of the Council of Ministers and its collegiate bodies, with regard to the security and defence of the state,
- organise training and drills in the field of security and defence of the state,
- coordinate the implementation of tasks for the Polish Armed Forces and allied troops,
- coordinate programmes and operational plans and strategic reserves within its area of competence.

Considering the main purpose of this article, it is worth emphasising that only in the defence field, the defence tasks performed in the Ministry include the following undertakings: preparing to perform tasks under the general duty of defence, operational planning, defence programming, defence reviews, creating conditions for introducing higher states of state defence readiness, preparing elements of the national security management system, conducting personnel policy ensuring the ability to perform defence tasks, planning and requesting in matters of personal and material benefits intended to supplement the full-time and ad hoc needs of the Ministry foreseen to be used in the event of an announcement of mobilisation and in wartime, development and improvement of civil-military cooperation and the implementation of tasks resulting from the obligations of a host state, planning and implementation of the defence training process, conducting inspections of the implementation of defence tasks, preparation and maintenance of communication systems for the needs of crisis management and national security management.

The organisation and functioning of the Ministry in the sphere under discussion should ensure readiness for the implementation of the above-mentioned competencies, while the organisational unit set up for this purpose, e.g. the Department for Security and Defence Matters [8, p. 313-327] will carry out the tasks arising from the above field.

Experience has shown that not everything that falls within the concept of national security should fall within the competence of such a department. Therefore, the scope of its competence should mainly cover the fields of: national defence (defence, state defence); national security management, including state defence; public security and order; general security; protection of national security infrastructure; protection of persons and property; protection of classified information and personal data; security in cyberspace; civil protection and rescue.

Its tasks would include:

- ensuring, in cooperation with other units of the Ministry, the functioning of the minister competent in the department of government administration at command posts (main and reserve), including among others: participation in the adaptation of facilities and rooms selected as places for developing the minister's command posts to the conditions stipulated in the regulations governing the organisation and functioning of command posts, establishing task teams and groups, operational and expert groups, created within the adopted structure at command posts,
- preparation and maintenance of communication systems for crisis management and national security management,
- technical and organisational support for the Committee (Team) for National Security [8] in the government department(s),
- preparing draft opinions and conclusions of the Committee (Team) for National Security (in the government administration section),
- organising, conducting and coordinating national security training and exercises in the government department,
- initiating and implementing undertakings in the area of operational planning and defence planning in the department of government administration, including in subordinate and supervised units,
- developing and implementing comprehensive planning and defence documentation for times of peace, threats to state security and war, including, inter alia, developing an operational plan in the government administration department,

- participating in the establishment and preparation of: organisational and technical conditions for planning and carrying out defence tasks, documentation of the Permanent Duty and documentation of the Command Posts, as well as instructions, plans and schedules for carrying out defence tasks,
- coordinating defence overviews (in the future: state security and defence overviews) in the department of government administration, including the drafting of the National Questionnaire of Non-military Defence Preparations, carried out within the framework of defence overviews,
- initiating and coordinating activities of the Ministry's organisational units as well as subordinate or supervised bodies and units concerning the performance of tasks within the framework of state defence preparations within the scope of the government administration department,
- conducting matters concerning the planning of tasks in the scope of preparation and use of subordinate and supervised structures for state defence needs and the competence of bodies in these matters,
- organising and supervising the performance of tasks for national security and defence,
- coordinating and executing undertakings within the tasks of the government administration department in the implementation of NATO Objectives for the Republic of Poland and taking actions resulting from the obligations of the host state,
- carrying out organisational and mobilisation projects within the scope of the Ministry,
- planning and proposing personal and material benefits intended to supplement the Ministry's regular and ad hoc needs to be used in the event of mobilisation and war,
- participating in comprehensive audits as well as planning and conducting issue-based audits of the performance of security and defence tasks in the government administration department,
- conducting matters related to the Government Strategic Reserve Programme,
- handling matters related to planning, establishing and providing strategic reserves in the event of a threat to state security and defence, security, public order and health, and the occurrence of a natural disaster or crisis situation,
- handling matters related to the Economic Mobilisation Programme in terms of production and service opportunities for health and health care services,
- coordinating the implementation of tasks for crisis management within the scope of the Minister,
- dealing with matters relating to crisis management plans,
- conducting matters in the field of national security infrastructure protection (mainly: compulsory protection of persons and property, special protection of objects, protection of critical infrastructure),
- conducting matters arising from the list of undertakings and procedures of the crisis management system,
- handling matters concerning reports on threats to national security,
- carrying out the tasks of the Operations Centre (now the Crisis Management Centre),
- carrying out tasks resulting from the Minister's supervision over the subordinate executive subsystem of the National Security System of the Republic of Poland,
- ensuring the protection of classified information,

- overseeing compliance with data protection legislation,
- coordinating and supervising the execution of the tasks of the Ministry and the bodies and organisational units subordinated to the minister or supervised by him/her, connected in particular with achieving state defence readiness, defence training and defence preparations within the scope of organisational and mobilisation matters and militarisation,
- cooperating with the BBN, RCBN and relevant organisational units of ministries, central offices and provincial offices,
- dealing with other matters related to the competence of the administration department.

The tasks of the department in question, as defined above, form the basis for determining its organisation. This is not an easy task, taking into account the specificity of individual administrative departments or the fact that the appointed ministers are simultaneously in charge of even several government administration departments. This means that the composition of personnel, types and number of departments (sections, teams) and independent positions may vary depending on the competencies of a given minister in the field of state security and defence. There are undoubtedly universal and permanent elements of the organisation of the discussed organisational units (departments for security and defence matters), which, apart from the management and independent positions, should include departments (sections, teams) for: defence matters; non-military defence preparations; analyses and forecasting threats; organisation and operation of the minister in the collegial teams of the Council of Ministers for security and defence matters and in the leadership positions; civil security and planning; cyber security (ICT security); protection of classified information; protection of personal data; civil defence; national secret registry and international secret registry (EU and NATO), as well as the minister's operations centre (the current crisis management centre) and secretariat.

## Conclusions

To conclude this article, the following points are worth noting. In perfecting the administrative apparatus for efficient management in the field of state security and defence, the following facts should be borne in mind:

- perfecting the administrative apparatus in the field of defence, which was the main objective of this and the previous articles in this series, is now possible only after taking into account the close relationship between military and non-military security issues,
- adjustment of the tasks and organisation of administrative offices to the actual competencies of the chief bodies of government administration in the field of defence, and more broadly in the field of national security,
- the bodies whose competencies in the field of state security and defence are not properly satisfied by the due organisation of administrative offices are undoubtedly the Council of Ministers and the Prime Minister,
- it is necessary to strengthen the effectiveness of the Council of Ministers and the Prime Minister by creating a strong national analytical, planning and coordination centre, which would take on a staff role for these bodies and thus ensure, while cooperating on an equal footing with the BBN, good collaboration between the two executive bodies in directing national security of the RPP, including state defence,

- while making the necessary minor changes within the Chancellery of the Prime Minister, the main effort should be focused on fundamental changes in the scope and organisation of the Government Security Centre, which should be transformed into the Government Centre for National Security,
- the new RCBN should ensure the coordination by the Council of Ministers and the Prime Minister, of uninterrupted and continuous state activities in the field of security and defence, mainly in the field of military, public, general, cultural, social, information and cyber security, in all states and circumstances of state functioning,
- it is therefore necessary to create, as far as possible, a uniform organisational structure of organisational units in ministries, while exceptions could, for obvious reasons, be made for two ministries: national defence and internal affairs and administration,
- in some ministries there are and should continue to be specialised organisational units, in security areas specific to a given department of administration (e.g.: nature protection; protection of monuments; social assistance),
- both at the level of the Council of Ministers and the Prime Minister and at the level of ministries, it should be borne in mind that the activities of the institutions in question would be closely linked to the activities of other organisational units at the Chancellery of the Prime Minister and at ministries.

The final reflection to be borne in mind is that the reorganisation of the administrative apparatus at the heads of government administration, in the area of national security and defence, should become part of systemic changes in the whole administration in general, including the administration of the President of the Republic.

### **Acknowledgement**

No acknowledgement and potential founding was reported by the author.

### **Conflict of interests**

The author declared no conflict of interests.

### **Author contributions**

The author contributed to the interpretation of results and writing of the paper. The author read and approved the final manuscript.

### **Ethical statement**

The research complies with all national and international ethical requirements.

### **ORCID**

Waldemar Kitler  <https://orcid.org/0000-0003-4466-6384>

### **References**

1. Kitler W. *Organizational preparation of central public administration bodies to manage the implementation of defense tasks. Part I. Characteristics of defense tasks carried out by the supreme government administration bodies, selected issues.* Scientific Journal of the Military University of Land Forces. 2020;3(197):526-45. DOI: 10.5604/01.3001.0014.3924.

2. Kitler W. *Organizational preparation of central public administration bodies to manage the implementation of defense tasks. Part II. Organization of administrative offices of the supreme government administration bodies for the coordination of defense tasks*. Scientific Journal of the Military University of Land Forces. 2020;4(198):780-800. DOI: 10.5604/01.3001.0014.5860.
3. Pietraś ZJ. *Decydowanie polityczne*. Warszawa–Kraków: Wydawnictwo Naukowe PWN; 1998.
4. Poprawki do Rzymskiego Statutu Międzynarodowego Trybunału Karnego, sporządzonego w Rzymie dnia 17 lipca 1998 r., przyjęte podczas konferencji rewizyjnej w Kampali (rezolucje nr 5 i 6) w dniach 10 i 11 czerwca 2010 r. (Dz. U. 2018, poz. 1753).
5. Kitler W. *Obrona narodowa III RP. Pojęcie. Organizacja. System*. Warszawa: Wydawnictwo Akademii Obrony Narodowej; 2002.
6. *Zarządzenie nr 78 Prezesa Rady Ministrów z dnia 1 czerwca 2020 r. w sprawie Międzyresortowego Zespołu do spraw opracowania projektu ustawy o zarządzaniu bezpieczeństwem narodowym (P-121-92-20)*, [online]. Available at: <https://www.gov.pl/web/premier/miedzyresortowy-zespol-do-spraw-opracowania-projektu-ustawy-o-zarzadzaniu-bezpieczenstwem-narodowym> [Accessed: 4 December 2020].
7. *Zarządzenie nr 162 Prezesa Rady Ministrów z dnia 9 października 2020 r. w sprawie Komitetu Rady Ministrów do spraw Bezpieczeństwa Narodowego i spraw Obronnych (M.P. 2020, poz. 918)*.
8. Kitler W. *Organizacja bezpieczeństwa narodowego Rzeczypospolitej Polskiej. Aspekty ustrojowe, prawno-administracyjne i systemowe*. Toruń: Wydawnictwo Adam Marszałek; 2018.

## Biographical note

**Waldemar Kitler** – professor of social sciences habilitated in security sciences, full professor, since 2018 The Director of the Institute of State Security of the War Studies University. In 2010–2011 he co-founded and headed the Chair of Law and Administration at the AON. Since 2011, he has served as Associate Dean for Academic Affairs at the Department of National Security. He was Head of the Department of National Security Law from 2015 to 2016 and from 2016 to 2018, he served as Director of the Institute of Defence Law and Administration, initiating the launch of a unified Master’s degree in Law. His research and academic interests focus on the issues of the national security system, national defence, crisis management and selected legal and administrative aspects of security and defence of the Republic of Poland. Author, co-author and scientific editor of many publications, including: *Powszechny obowiązek obrony. Źródła, zakres, modele*, Warszawa 2019, *Ustawa o krajowym systemie cyberbezpieczeństwa. Komentarz*, Warszawa 2019, *System bezpieczeństwa w cyberprzestrzeni RP*, Warszawa 2018, *Organizacja bezpieczeństwa narodowego RP. Aspekty ustrojowe, prawno-administracyjne i systemowe*, Toruń 2018, *Prawo wojskowe*, Warszawa 2017, *Bezpieczeństwo informacyjne. Aspekty prawno-administracyjne*, Warszawa 2017, *Prawo obronne Rzeczypospolitej Polskiej*, Warszawa 2014, *Minister Obrony Narodowej i Naczelny Dowódca Sił Zbrojnych w systemie kierowania bezpieczeństwem narodowym RP. Wybrane problemy*, Warszawa 2013, *Aspekty prawne bezpieczeństwa narodowego RP, część ogólna oraz część szczegółowa*, Warszawa 2013, *Nauka administracji*, Warszawa 2013, *Bezpieczeństwo narodowe RP. Podstawowe kategorie, uwarunkowania, system*, Warszawa 2011, *Bezpieczeństwo ludności cywilnej. Pojęcie, organizacja i zadania w czasie pokoju, kryzysu i wojny*, Warszawa 2010. President of the Defence Knowledge Society, appraiser of curricula and textbooks of the Ministry of National Education. Chairman, member of scientific boards and reviewer of scientific journals. Moreover, he has extensive practical experience, which he acquired at the Defence System Department of the Ministry of Defence, the Office of Crisis Management and Civil Protection and the Headquarters of the State Fire Service.

**Przygotowanie organizacyjne naczelnych organów  
administracji publicznej do zarządzania realizacją zadań obronnych  
Część III. Koncepcja zadań i organizacji komórek organizacyjnych  
urzędów administracyjnych naczelnych organów administracji rządowej  
do zarządzania realizacją zadań obronnych**

**STRESZCZENIE**

Takie organy jak Rada Ministrów, Prezes Rady Ministrów (premier) oraz ministrowie kierujący działami administracji rządowej, aby realizować kompetencje w dziedzinie obronnej, powinny posiadać zdolność do wypełniania funkcji administracyjnych w zaspokajaniu wyznaczonych im przez prawodawcę misji, celów i zadań w tej materii. Ich uprawnienia i obowiązki w dziedzinie obronnej są ściśle powiązane z uprawnieniami i obowiązkami w innych dziedzinach bezpieczeństwa narodowego, a zatem istnieje potrzeba takiego zorganizowania powoływanych do tego komórek organizacyjnych, aby w ich zakresie działania znajdowały się sprawy odpowiadające kompetencjom organów w dziedzinie bezpieczeństwa i obronności państwa, ujmowanym całościowo. Zważywszy na rangę Rady Ministrów i premiera w Polsce, i ich kompetencje w dziedzinie bezpieczeństwa narodowego, pilnych zmian wymaga dostosowanie komórek organizacyjnych Kancelarii Prezesa Rady Ministrów (KPRM), a przede wszystkim Rządowego Centrum Bezpieczeństwa (RCB). To RCB należy przekształcić tak, aby było w stanie spełniać rolę krajowego sztabu ds. bezpieczeństwa i obronności państwa przy Radzie Ministrów i premierze. Byłby to urząd analityczno-planistyczno-koordynacyjny, zapewniający sztabową koordynację spójnych, niezakłóconych i ciągłych działań państwa w dziedzinie bezpieczeństwa i obronności państwa. Innowacji w tym zakresie towarzyszyłyby niewielkie zmiany w zakresie właściwości i organizacji komórek organizacyjnych wchodzących w skład KPRM. W ślad za tym, z uwagi na istniejące potrzeby, określone w poprzednich artykułach z tej serii, rzeczą konieczną wydaje się być wprowadzenie zmian w ministerstwach na rzecz wdrożenia ujednoczonego modelu komórki organizacyjnej ds. bezpieczeństwa narodowego (np. Departamentu ds. bezpieczeństwa i spraw obronnych). Co do zasady, komórki te powinny mieć podobne misje i skład we wszystkich ministerstwach, ale pewne uzasadnione odstępstwa występowałyby w ministerstwie obrony narodowej oraz ministerstwie spraw wewnętrznych i administracji. W innych istnieją i powinny funkcjonować odrębne, specyficzne dla tych resortów departamenty (np.: ds. zwalczania przestępczości ekonomicznej, polityki bezpieczeństwa międzynarodowego, ochrony przyrody, powietrza i inne).

**SŁOWA KLUCZOWE** komórki organizacyjne ds. bezpieczeństwa i obronnych, zadania i struktura komórek organizacyjnych

**How to cite this paper**

Kitler W. *Organizational preparation of central public administration bodies to manage the implementation of defense tasks. Part III. Concept of tasks and organization of the organizational units of administrative offices of chief bodies of government administration for the management of the implementation of defence tasks*. Scientific Journal of the Military University of Land Forces. 2021;53;4(202):664-79.

DOI: <http://dx.doi.org/10.5604/01.3001.0015.6172>



This work is licensed under the Creative Commons Attribution International License (CC BY).  
<http://creativecommons.org/licenses/by/4.0/>