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ECONOMIC SECURITY POLICY AS A FOUNDATION OF STATE FUNCTIONING

An important part of public policy should also be that of economic security, which can be recognised as one of the important fundamentals of the way a state functions. The effectiveness and efficiency in which national security is shaped is determined by how economic security policies are conducted. These are to a large degree part of economic policy (the economy) and accordingly dependent on it. In practice, economic security policy (ESP) can be conducted in the context of a general security policy and particular spheres (domains) of economic policy. This study aims to present the concept of economic security policy taking into account selected determinants in respect to its theory and practice in the example of White Book on National Security of the Republic of Poland (WBNSRP).¹ There shall be an examination therefore of the notion and scope of ESP. In this context select fundamental markers and elements are presented in regard to economic security potential and threats, as well as to elements in the morphological system. Further, there will be an analysis of data in the White Book on National Security of the Republic of Poland in relation to ESP and consequently, an interpretation of its significance in the wider national context.

ECONOMIC SECURITY POLICY: NOTION AND SCOPE

In the professional literature one can find numerous works on economic security (also referred to as ESP-making),² though few where a discussion takes place of how economic security policy (policy of economic security) is to be defined. In the opinion of this article's author it is appropriate to advance a definition of economic security policy as one of specific goals and plans of action for relevant entities of such a policy. These are in the main the institutions of government, as well as those belonging to society and its individuals focused on gaining and maintaining an optimal level of economic security in a given context, as well as the creation of an environment that lends itself to an effective and efficient neutralisation (elimination) or minimalisation (limitation) of threats to such a security framework.

¹ This publication contains the research for 2010–2012 in respect to the *Strategiczny Przegląd Bezpieczeństwa Narodowego* [National Security Strategic Review (NSSR)] (*Biała*, 2013).

² According to Żukrowska (2011: 2) economic security is: "a state of the economy that allows it to maintain a relatively high dynamic of growth, guaranteeing a low unemployment rate, maintenance of competitiveness and stable public finances."

At the same time, such a policy ought to be directed towards a realisation of interests and economic objectives, as well as setting of objectives for a rationalisation of economic system functions, creation of an appropriate environment for socio-economic development, economic growth, macroeconomic stability, increased competitiveness and innovativeness, effective functioning of public and private institutions, as well as appropriate utilisation of resources.

It should be underscored that the concept of economic security policy may be interpreted in various ways. Cuellar and Raso (2012: 56) claim that economic security policy “profoundly affects the institutional, legal, economic, and political context of national security” and “affects a nation’s scarce resources, impacting the fiscal environment in ways that affect both short-term and long-term national security.”

According to Stachowiak (2012)³ such a policy can be viewed as a social contract, in this way accentuating the importance of social aspects in the shaping of national security. In this context it is worth noting an important concept in terms of the functioning and development of the state – the so-called System of Minimal Economic Security that: “ensures a minimum of demand for food, basic industrial goods essential for the functioning of society, appropriate level of electricity supply, etc., which forces the creation of a particular economic core, whose existence is essential regardless of the various and numerous external relations” (*Raport*, 2011: 39).

In a more narrow sense, ESP can be seen as one concerned with the workings of the economy. Thus it is a policy focused on lowering the number of economic crimes and at the same time, ensuring a high level of detection, efficient functioning of public administration and its relevant instruments, as well as offices of jurisdiction with particular focus on entities responsible for, and involved in, economic matters. Moreover, ESP relates to the efficient administration and enforcement of the law, the drafting of contracts guaranteed by the state and importantly, a low level of corruption.

In the context of such policy one can identify those spheres (domains) that also represent a given sub-system of national security policy. According to Woźniak (2005: 163) Polish economic security entails that of capital, raw resources, energy supply, finances, food industry, society and ecology. Thus taking into account the criteria of a given field it is possible to conduct and analyse, among others, a security policy for the following: food industry,⁴ heavy industry, national resources, energy, transport, finance, budget, monetary regulation and foreign exchange. This can also be applied to so-called intellectual and human capital in terms of education, health, labour market, demography, migration and social welfare. Some of the selected spheres of economic security policy may in part overlap.

It may also be important to recognise a division in this context into the practice (pragmatics) of economic security policy and that of ESP theory (theoretical bases and principles). On the one hand, this policy can be said to be a concrete phenomenon (pro-

³ Sub-chapter 3.2., *Polityka bezpieczeństwa ekonomicznego jako kontrakt społeczny* [Economic Security Policy as a Social Contract].

⁴ According to Zegar (2013: 2) the question of food security at present embraces three basic aspects: the ability of the agricultural sector to produce a sufficient quantity of food products (agricultural), economic availability of food and its quality.

cess) that occurs in practice in the socio-economic context and it is to this particular meaning that the above discussion is directed. On the other hand, policy itself as a theory can be viewed as a sphere of knowledge.

It is possible therefore to propose that the state and processes of economic security are a consequence of the workings of two particular factors: market mechanisms and the economic security policy (Figure 1). The market mechanisms is related to ‘the invisible hand of the market’, the market itself, interaction of market forces, and the workings of the law of supply and demand. The policy of economic security itself, however, is one of government intervention related to ‘the visible hand of the state’, regulation, interventionism, specific policy making, formulation of market forces, as well as particular government economic objectives.

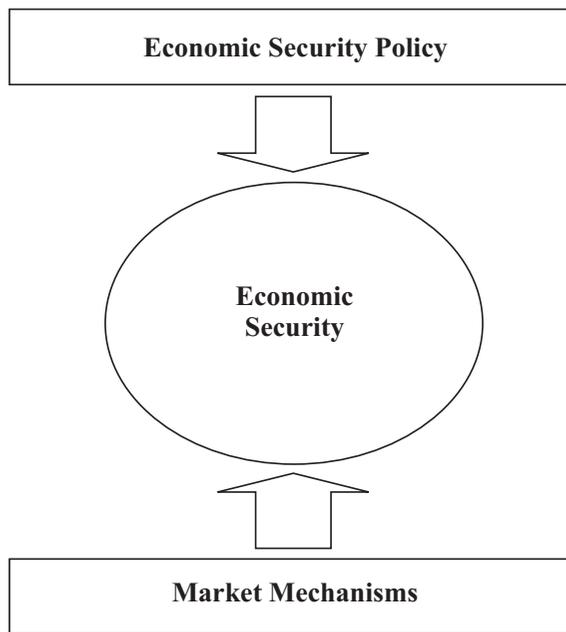


Fig. 1. Economic Security: a consequence of market mechanisms at work and economic security policy

Source: Author's own research.

The professional literature comments (Książopolski, 2011: 10): “Every state conducts its own economic security policy and prioritises questions of economic security in a hierarchy of aims. The identification of factors that influence the definition of this place in the state’s hierarchy of aims is therefore an important element in identifying the means by which states function.”

The role of the state in economic security may occur in the following relations (Dent, 2007: 207; Książopolski, 2011: 21, 24):

- subordination of economic policy to military security (Armed Forces), entailing issues of production, level of industry and technology, infrastructure in the context of military capability;

- subordination of economic policy security to the interests of security policy, relating to the support of foreign policy aims through the utilisation of economic instruments;
- subordination of security policy to economic interests focused for example, on the creation of a safe environment (conditions) for economic growth, which may be the preferred approach.

The scope, strength and direction of state intervention in economic security policy is subject to changes through time and various factors such as the domestic and international economic and social context, relevant development of infrastructures and socio-economic development (growth), set and realised directions of general public and socio-economic policy, particularities of the political system and finally, legal and international obligations. An important factor determining ESP is the number, scale and range of potential and real threats.

It should be noted that even advocates of a limited or minimal role on the part of the state in the workings of the economy do not negate the need for setting goals in respect to attaining a high effectiveness of public institution function and effective policy-making – among others economic security. In addition, there is agreement on the importance of the realisation of fundamental (classical) functions of the state such as (Balcerowicz, 1995: 379) the creation and enforcement of the law and its processes, monetary policy, maintenance of the system of measures and weights, national defence and finally, internal security.

At this juncture is appropriate to mention the views of Picciotto (Hausner, 2013: 40), who proposed the concept of a tri-sector society where 1) the public was to ensure security, 2) the private, the ability for individuals to act freely and that of 3) citizens, which ensures their empowerment. The realisation of the above complementary functions, it can be said, to a very large degree has an impact on policy in respect to national and economic security.

FUNDAMENTAL MARKERS AND ELEMENTS OF ECONOMIC SECURITY POLICY

The question of economic security policy as a foundation of state functioning can be viewed in various ways, for example in terms of various determinants, markers, and elements of such a policy. One needs to emphasise in this context that such a policy should be analysed and conducted taking into account two important markers: the potential of economic security and that of threats. The above mentioned potential (appropriate resources and infrastructures) defines the ability to attain and maintain optimal levels of economic security in given environments (conditions).⁵ This in turn is dependent to a large degree on the existing infrastructures of security and those that are socio-economic.

⁵ In the NSSR glossary (*National*, 2014) of basic terms the strategic potential of state security is defined as “human resources (quantitative and qualitative), material ones (natural and processed), as well as the level of their organisation in the system of the state, in regard to their place and relations with other objects.”

In this field the so-called critical infrastructure plays a particular role, one that covers the resources that have a fundamental significance for the functioning of society and economy, as well as infrastructures that are important for economic security such as production and distribution of food products, energy, transport and logistics, and finally, public finances and community services. Further, of importance also is that the potential of economic security have the necessary capabilities for ongoing and future threats, as well as those already diagnosed as such. The professional literature quite rightly claims that (Mączyńska, Kukliński, 2013: 10): “in the growing uncertainty of the world at present, strategic thinking is essential. One of the most important functions of strategic thinking and planning is an early warning system and identification of potential trends and areas subject to change.” A low level of economic security therefore may be a consequence of a large number, scale and range of threats to such a security.

Threats to economic security may be defined as external and internal factors that have the potential to cause a limitation or loss of the possibility of an uninterrupted functioning and development of the economy and financial system, as well as the realisation of economic interests and goals. In addition, the definition of an accepted level of threats in given contexts is highly important. A so-called process of threats to state security takes place in the economic context, in which threats to economic security constitute an important group as far as the overall security of the state is concerned.⁶

Threats to economic security may be classified on the basis of various criteria, among others, according to the probability of their occurrence – those that are potential and those that are real. In respect to the definition of threats of security in general in the NSSR glossary (*National*, 2014) of basic terms it is possible to consider the following types of threat to economic security: subjective and objective, external and internal, military and non-military, crisis and war, intentional and accidental (‘acts of God’). They may be by nature political, military, economic, societal and ecological. Moreover, some of the preceding may be asymmetrical.

In this context one may ascribe a high significance to those elements of economic security policy in terms of the morphological system. Such a policy has a defined internal framework known as a morphological system (structure). The elements (building blocks) of every such policy in a morphological system may be the following: its subject (entity) and object (given sphere), goals and tasks, conditions (particularities, including determinants) and principles, instruments (tools), as well as general effects (results).

The above are elements of policy that are mutually in tension, changeable through time and space, as well as to a certain extent open to on-going formation. For the purposes of illustration it should be noted that conditions (determinants) have an impact on the goals and tasks, and these in turn have an impact on the relevant instruments. Figure 2 shows the basic relations between the relevant elements of policy (economic security policy) in a morphological structure.

⁶ The high level of public debt exemplifies a threat to Poland’s security. It is also worth noting that in the context of globalisation and processes of integration, the significance of extra-national threats, amongst which particular notice should be taken of those threats related to international economic and financial crises. See: *Globalizacja* (2010); Pacuła (2011), p. 139.

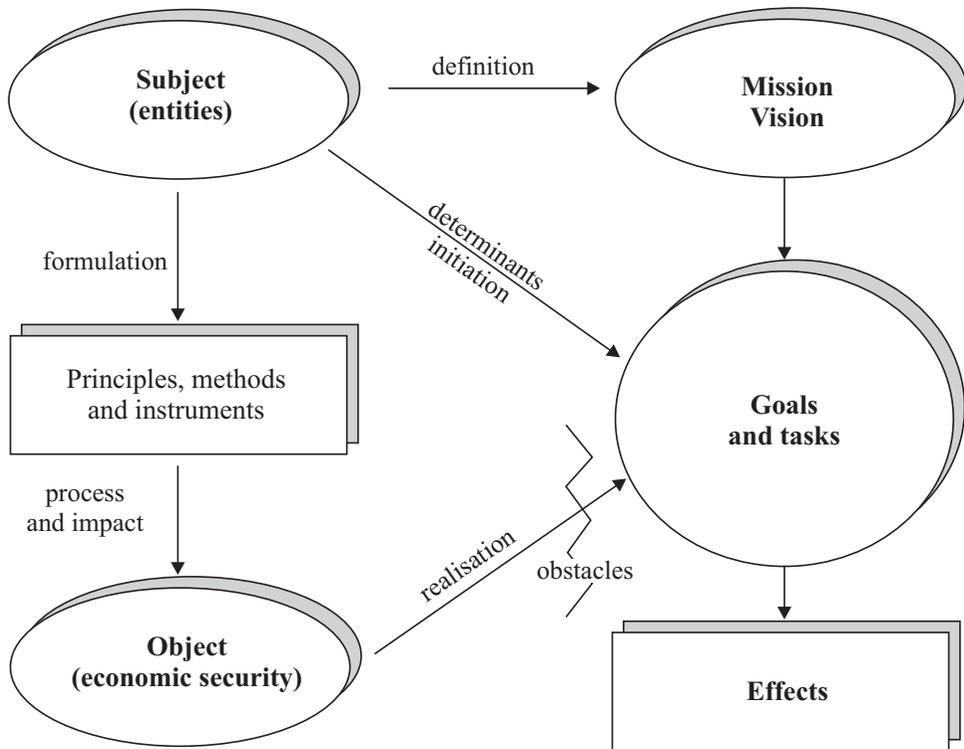


Fig. 2. Morphological system of policy

Source: Based on Grzywacz (2005), p. 91.

The rational conduct of economic security policy therefore is highly important insofar as the appropriate formation of its particular elements in a morphological system, in particular the system of entities,⁷ goals and instruments. The use of a morphological perspective lends itself to a more straightforward analysis and assessment of policy. At the same time, ESP should be seen in terms of its particular elements in a morphological structure, as well as its conditions (potential environment) and relevant instruments (Jaźwiński, 2011: 59).

The factors that influence such a policy constitute the above limitations and thereby create the appropriate frameworks for its conduct, identifying in the process its goals

⁷ One of the central figures of Polish economic security policy is the relevant minister responsible for this sphere of the economy. The following are seen as the major tasks in this regard: support of international initiatives relating to the defence industry, negotiation and delivery of new technologies; introduction of common energy supply policies and closer international cooperation in energy security; creation of frameworks for the organisation and utilisation of energy that ensure the security of nuclear plant operation; creation of organisation and legislative frameworks promoting the development of defence security; ensuring the effective realisation of offset obligations; definition of opportunities to safeguard the fundamental welfare of society in the sphere of fuel, electricity, gas and coal and finally, the formulation of a national programme for strategic reserves. See: *Strategia* (2013), p. 90.

and instruments.⁸ Economic security policy therefore should be directed towards the identification, positive mutual formation of the conditions (a given environment), as well as neutralisation or minimisation of potential limitations that prove to be detrimental.

The instruments of economic security policy serve in the process of its realisation. They may be defined as the means by which the realisation of goals and tasks is completed. The use of particular instruments in the conduct of the above policy is characterised by various degrees of effectiveness and efficiency. The process of formation and choice of such instruments is directly dependent on the so-called effects of policy – both short- and long-term. Moreover it is worth noting that in ESP the instruments of general public and economic policy are applied, ones by nature economic and extra-economic, including political, diplomatic, military, legal, administrative, moral and finally, informational.

Therefore in economic security policy for defined contexts, the professional literature outlines the relative instruments used in so-called economic wars.⁹ Broadly speaking, the following are potential instruments of such a policy: subsidies, interest rates (of the central bank), concessions, export guarantees, customs duties, economic sanctions, embargoes, as well as instruments of planning.

ECONOMIC SECURITY POLICY IN TERMS OF THE *WHITE BOOK ON NATIONAL SECURITY*

This document carries highly important conclusions and recommendations for Polish economic security policy and respective functions of the state (*Biała*, 2013); published by the National Security Bureau on the basis of research by the NSSR Commission (*Strategiczny*, 2012). References to questions directly and indirectly related with ESP can be found in respect to all the principal parts of the *White Book*, namely the four chapters as follows: ‘Diagnosis of the State of National Security’, ‘Future Development of the Security Environment’, ‘Operational Strategies’ and ‘Preparatory Strategies for a National Security System’.

The *White Book* declares: “Apart from the issues relating to ‘hard’ security encompassing the defence and protection of the state, particular emphasis is placed on new fields, sectors (both societal and economic) and trans-sectoral security areas which have emerged in recent years and which present both challenges for and threats to the security of our state. The issues in question relate to financial, energy, demographic, cybernetic, climatic and environmental security now and in future” (*Biała*, 2013: 237).

⁸ In addressing select limitations of the political system in respect to economic security policy in Poland, one notes that in the Polish constitution of 1997 article 5 reads: “The Republic of Poland shall safeguard the independence and integrity of its territory and ensure the freedoms and rights of persons and citizens, the security of the citizens, safeguard the national heritage and shall ensure the protection of the natural environment pursuant to the principles of sustainable development,” while article 20 states: “A social market economy, based on the freedom of economic activity, private ownership, and solidarity, dialogue and cooperation between social partners, shall be the basis of the economic system of the Republic of Poland.” See: *Konstytucja* (1997).

⁹ A listing of the instruments used in economic warfare can be found in Książopolski (2011), p. 66–67; Bako (1983), p. 179.

In the context of NSSR research the following constituents were identified in terms of state strategic potential: defence, security, societal and economic, as well as the specific nature of the political system. In addition, four aspects of national security were identified: defence, security (protective), societal and economic – the latter two being of particular significance in economic security policy. In respect to the societal field, the following sectors were deemed part of national security: culture, education, welfare, demography, migration and in the case of the economy: finances, energy, transport, critical infrastructure and the natural environment (the Natural Environment sector, it can be seen, shares these issues with other spheres of national security such as socio-political). Moreover, trans-sectoral fields of security were taken into account such as cyber-security and counter terrorism security. In this context the respective sectors were assigned the relative entities of national security responsible for strategic tasks (ibidem: 19).

At the same time, the *White Book* (ibidem: 36) premises the system of national security (state security) as one of a sub-system of management and a series of operational sub-systems (defence and security), as well as support sub-systems (societal and economic).¹⁰ Figure 3. demonstrates the system of national security based on the above.

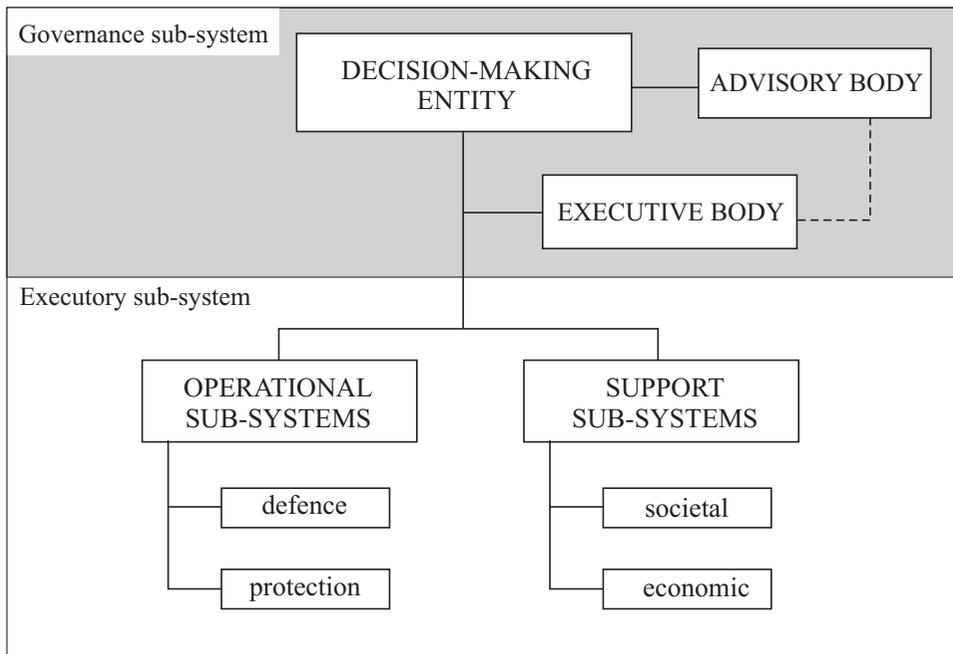


Fig. 3. Model of a National Security System

Source: Based on *Biala* (2013), p. 36.

¹⁰ In “The strategy of development of national security for Poland” as part of the system of support for state security, there were named among others, the following: preservation of essential infrastructures and a system of strategic reserves, a series of complementary operational systems such as the protection of personal data and unreleased information (*Strategia*, 2013: 14).

The diagnosis by the NSSR Commission of the key economic potential of society and the economy in the context of ESP, suggested ‘a balanced socio-economic growth (development) of the state should ensure the relative resources and capabilities for a state security system’ (*Strategiczny*, 2012: 4) Further, the *White Book* calls for the need to take into account pro-family policies, the completion of an integrated migration policy, increase in innovativeness (effectiveness and competitiveness) of the economy, ensuring stable public finances, strengthening of energy security and finally, ensuring protection of the environment (*Biała*, 2013: 11). In addition, the *White Book* sets out a catalogue of national interests and strategic goals (equally into fields: external and internal) (*ibidem*: 102–106). In Table 1. the national interests of strategic goals in economic security have been set out.

Table 1

Polish national interests and strategic objectives in the sphere of economic security

NATIONAL INTERESTS in the sphere of economic security		STRATEGIC OBJECTIVES in the sphere of economic security	
Constitution art. 5	Security	Operational Objectives	Preparatory Objectives
Safeguards, integrity, freedom and rights, security and protection	Readiness and capability to safeguard constitutional interests	Directions of activity and readiness	Scope of preparations in terms of capability
Development of the societal potential of the state with emphasis on national heritage (intangible resources)	Establishment of safe conditions for the development of societal potential	Protection of entities that are part of the societal potential against the destructive impact of external and internal threats in peacetime, crisis and war	Enhancement of principles, procedures, and capabilities for co-operation of relevant entities embraced by societal potential with services responsible for their protection and defence in peacetime, crisis and war
	Societal support for security	Informational, educational, scientific, technical and other support for activities undertaken by various operational link-entities within the national security system	Development of binding strategies, plans, and programmes within the state for the preparation (maintenance and enhancement) of societal entity capabilities to function in an emergency (crisis) situation and in war, including task implementation aimed at providing support to operational link-entities within the national security system
Development of the economic potential of the state with emphasis on the protection of the natural environment (material resources)	Establishment of safe conditions for the development of economic potential	Protection of entities that are part of the economic potential against the destructive impact of external and internal threats in peacetime, crisis and war	Development of binding strategies, plans, and programmes within the state for the preparation (maintenance and enhancement) of economic entity capabilities to function in an emergency (crisis) situation and in war, including task implementation aimed at providing support to operational entities within the national security system

	Economic support for security	Financial, energy, infrastructural, material and other support for activities undertaken by operational link-entities within the national security system	Developing binding strategies, plans and programmes within the state for the preparation (maintenance and Enhancement) of economic entity capabilities to function in an emergency (crisis) situation and in war, including implementation of tasks aimed at providing support to operational link-entities within the national security system
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Source: Based on *Biala* (2013), p. 105.

The identified framework of national interests and strategic goals in economic security demonstrates among others, a clear permeation of various aspects of society and economy into the security sphere.

Looking into the future development of the security environment in the White Book, one of the key factors shaping this has been recognised as globalisation and the information revolution. Further, particular challenges and threats have been identified in relation to the assurance of an undisturbed economic growth of the state, stable public finances, coherent and long-term social policy that takes into account countermeasures for a demographic low, security in cyber-space, as well as countermeasures for the de-capitalisation of industrial and transport infrastructures.

In presenting the concept of strategic measures in the White Book, there was a recommendation for a balanced security policy for Poland embracing greater international participation and independence. Such a security policy would meet the challenges of the most likely evolution based on the continuation of present trends, taking into account the appropriate balance between negative and positive phenomena in terms of state security. As far as preparations for a national security system are concerned, the option of a sustainable integration of state security systems has been identified, one that is recognised as the most justifiable (*Biala*, 2013: 15).

In addition, three preparatory goals have been earmarked for societal sub-systems: further improvement of principles, procedures and capabilities for joint action on the part of link-entities with organisations responsible for the defence and security of the state during peacetime, crisis and war. Preparatory goals for economic sub-systems entail: the development of appropriate strategies and the preparatory programs (maintaining and further improvement) for relevant economic state entities to function during times of threat, including the realisation of operational support tasks on the part of link-entities in the national security system (*ibidem*: 230, 233).

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A rational and effective conduct of policy in economic security can represent one of the important fundamentals of the efficient functioning of a state and at the same time, increase the level of national security and have a positive influence on socio-economic development. The concept of ESP has more than one interpretation. The scope of such

a policy is subject to change – can increase in times of economic crisis. The two key markers of a given policy are the potential of economic security and relevant threats. The development of such a potential and lowering of threats create more propitious conditions for the conduct of policy. Moreover, of consequence is the aiming of an optimum formulation of particular elements of ESP in a morphological system, especially such instruments as planning that serve in its realisation.

A comprehensive approach to national security has been given in the White Book, which is a very broad document that relates to the various aspects and conditions of Polish security outlined in detail and in general. The White Book advances significant changes in the system of state security, whose realisation has defined consequences, amongst which one can find important conclusions and guidelines for economic security policy.

Moreover, the White Book boasts an analysis and assessment of Polish economic security up to the present day, as well as underscoring the high significance of societal and economic issues. The realisation of many recommendations and courses of action proposed in the White Book will depend to a large degree on the availability of the necessary finances. In conclusion it ought to be emphasised that on account of the great number of entities that impact on Polish policy in economic security, it is important to aim for a high level of cohesion between the respective segments of such a policy.

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ABSTRACT

In the context of the growing significance of economics in national security, a high level of importance should be ascribed to economic security policy (ESP), which is an important factor of impact on the state and its functions. The effectiveness and efficiency in which national security is shaped depends on how policies are conducted in economic security. This study aims to present the concept of economic security policy taking into account selected determinants in respect to its theory and practice in the example of White Book on National Security of the Republic of Poland (WBNSRP). The study advances a concept embracing the essence of such a policy, as well as its definition. The study also examines issues related to the notion and scope of economic security policy. In this regard, it's fundamental markers and elements are mentioned, ones that taken into account, lend themselves to a more efficient analysis in this field. Moreover, there is an outline of economic security potential and threats, as well as the respective elements in the morphological system, including its instruments. Finally, there is a discussion of the White Book on National Security of the Republic of Poland in terms of ESP, including societal aspects.

POLITYKA BEZPIECZEŃSTWA EKONOMICZNEGO JAKO FUNDAMENT FUNKCJONOWANIA PAŃSTWA

STRESZCZENIE

W warunkach ekonomizacji bezpieczeństwa narodowego duże znaczenie należy przypisać polityce bezpieczeństwa ekonomicznego, która jest ważnym czynnikiem oddziałującym na funkcjonowanie państw. Na skuteczność i efektywność kształtowania bezpieczeństwa narodowego wpływa sposób prowadzenia polityki w dziedzinie bezpieczeństwa ekonomicznego. Celem artykułu jest przedstawienie koncepcji polityki bezpieczeństwa ekonomicznego z uwzględnieniem jej wybranych uwarunkowań teoretycznych oraz praktycznych na przykładzie „Białej Księgi Bezpieczeństwa Narodowego Rzeczypospolitej Polskiej”. Praca zawiera koncepcję ujęcia istoty tej polityki, a także propozycję jej definicji. W pracy przybliżono wybrane kwestie

związane z pojęciem i zakresem polityki w dziedzinie bezpieczeństwa ekonomicznego. Wskazano na jej podstawowe wyznaczniki i elementy, których uwzględnianie umożliwia sprawniejsze prowadzenie i analizowanie tej dziedziny. Przybliżono zagadnienia potencjału bezpieczeństwa i zagrożeń oraz elementów w układzie morfologicznym, w tym narzędzi. Zaprezentowano wybrane zapisy „Białej Księgi Bezpieczeństwa Narodowego Rzeczypospolitej Polskiej” dotyczące polityki bezpieczeństwa ekonomicznego, w tym odnoszące się do aspektów społecznych.

