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ECONOMIC SECURITY THREATS. DETERMINANTS OF STATE FUNCTIONING AND ECONOMIC POLICY

INTRODUCTION

The economic security should be perceived as one of the key areas of national security. It is worth noting that there is an economisation of the threats to national security. The problems related to economic security threats should occupy an important position in security issues. In shaping economic security, it is important to properly consider threats to this security. The importance of these issues is growing in the context of the current international political and economic situation. This article aims to present the economic security threats taking into account selected determinants of state functioning and economic policy.

Various research methods were used in the article, including the method of critical analysis of the literature as well as the method of analysis and synthesis. Selected aspects of the discussed topic were analysed. The work covers the following issues: essence of economic security, nature of economic security threats and its typology, assessment of threats to economic security including the heptagon of economic policy goals and Macroeconomic Imbalance Procedure, important determinants of these threats in Poland. The final part of the article contains the main conclusions.

ESSENCE OF ECONOMIC SECURITY

From a general perspective economic security can be defined as the situation of certainty of the economy functioning and development, as well as the realisation of economic interests and objectives. This security is fostered by the creation of conditions for economic stabilization, socio-economic development and economic growth, high innovation of the economy, also effective functioning of institutions and the use of economic resources, including human capital and social capital (Jaźwiński, 2020: 74). Governments are extensively using an appropriate range of instruments to ensure economic growth and a high level of competitiveness for their economies while ensuring national security (Bulatova, Trofymenko, Karpenko, Fedorov, 2020: 425).

The definitions of economic security are presented in the literature of the subject. According to Konrad Raczkowski economic security is "a relatively sustainable

endogenous and exogenous state of functioning of the national economy, in which a risk of imbalances is kept in a designated and acceptable organizational and legal standards and principles of social coexistence" (Raczkowski, 2012: 81). Zenon Stachowiak defines economic security of the state as "the situation of development of the national economic system, which ensures high efficiency of its functioning – through the proper use of internal development factors and the ability to successfully resist external pressures that may lead to developmental disorders" (Stachowiak, 1994: 189).

It must be emphasised that economic security affects the effective functioning of the state. According to this perspective effective state "defends its national interests and ensures its national economic security, both in good times and in moments of crisis, and in conditions of unlimited international competition" (Orlov, Bukhtiarova, Marczuk, Heyenko, 2021: 301–302). The Polish scientific literature comments (Limański, Grzywna, Drabik, 2013: 350): "the creation of the concept of economic security, requires, taking into account the long-term interests of the state, with a particular vision of the economic and social future and transformations taking place".

Economic security depends on economic, financial, social, political, environmental and epidemiological conditions (Orlov, Bukhtiarova, Marczuk, Heyenko, 2021: 303). According to U.S. Department of Homeland Security the following domains can be identified as critical to economic security (*Economic Security Assessment*, 2020: 5): critical manufacturing, industrial security and resilience; telecommunications, cybersecurity and data protection; intellectual property rights; transportation of people and goods; research and development of emerging technologies; position, navigation, and timing (PNT) infrastructure; power and electricity distribution and storage; healthcare and medicine; food and agriculture.

Ensuring of the national economic security should be based on a strategy that includes (Hnatenko, 2020: 102–103): determination of national interests in the area of economy; description of the most probable external and internal threats to the economic security; identification and monitoring of factors influencing the sustainability of the socio-economic system; formation of economic policy, institutional conditions and mechanisms to mitigate the impact of factors that destabilize the economy; goals and objectives of the economic security of the state; determination of criteria and parameters of the economy performance that meet the requirements of economic security and ensure the protection of important interests of the state; the mechanism of functioning of the national economic security system.

NATURE OF ECONOMIC SECURITY THREATS

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 (Jaźwiński, 2014: 391). Economic security as a situation of vital interests' protection of all inhabitants of

the state, society as a whole and the economic sphere from internal and external threats is one of the main components of the national security system (Hnatenko, 2020: 97).

Economic policy in the field of economic security focuses on "the application of a wide range of traditional and innovative strategies and tactics to counter threats and take advantage of opportunities" (Ronis, 2011: 108). Management of national economic security is "the art of seeking to proactively identify threats to the functioning of the national economy, the efficient implementation of actions to prevent the state of economic imbalance, the strategic ability to achieve the intended objectives and the ability to organize the chaos of the economic crisis" (Raczkowski, 2012; Senkus, 2013: 304–305).

State economic security is formed due to various determinants, which largely explain differences and features of foreign and domestic policies (Orlov, Bukhtiarova, Marczuk, Heyenko, 2021: 301). It is worth noting that at a particular point in time the external determinants are independent variables. The effectiveness of shaping economic security depends to a large extent on rational understanding and making use of many variables in terms of time and space determinants (Jaźwiński, 2013: 145). The unfavourable determinants can be identified with threats.

In general terms full economic security can be described as a situation where there exists no threats (Jaźwiński, 2011: 59). The achievement of a state of economic security with no internal or external threats is rare, in practice there are deviations from the situation of full economic security (Jaźwiński, 2013: 140). Since security is a function of threats, the spectrum of potential threats is practically infinite, then in a more adequate definition security should be recognized as a situation in which the level of real threats is acceptable and fully controlled (Ficoń, 2013: 11). The determination of an accepted level of threats in given conditions is highly significant. The level of accepted economic threats can be evaluated by making use of different methods and research techniques, e.g. the expert opinion method.

An unsatisfactory level of economic security may be a consequence of a large number and range of threats. The most important function of public policy and security policy is an early warning system and identification of threats. The creation of an effective system of the state economic security makes it possible to identify threats to national economic interests in a timely manner and to prevent damage to the socioeconomic system as a whole (Hnatenko, 2020: 97). The term economic threat is commonly equated with all instruments of economic impact allowing to undermine the foundations of the functioning of the state (Wrzosek, 2013: 29).

The processes related to state security threats 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 (Jaźwiński, 2014: 391). The national economic security is a complex multidimensional system, which nowadays is formed in terms of significant expansion and modification of the list of factors that threaten it (Chentukov, Marena, Zakharova, 2021: 75). Katarzyna Żukrowska emphasizes that "some risks traditionally considered as threats have lost their weight while others have gained considerably" (Żukrowska, 2013: 191). An important threat to economic security is related to the energy sector (Donaj, 2012: 41).

TYPOLOGY OF ECONOMIC SECURITY THREATS

Economic security threats may be classified on the basis of various criteria, among others, according to the probability of their occurrence, consequences of their occurrence, shaping opportunities. It should be noted that the efficiency and effectiveness of shaping economic security depends to a large extent on rational recognition and identification of threats to this security. The typology of economic security threats from a theoretical point of view is proposed according to selected defined criteria and presented in table 1.

Table 1 **Typology of economic security threats**

Criterion	Types of determinants
1	2
Probability of occurrence	- real
-	- potential
	– high
	- moderate
	- low
Consequences of occurrence	– high
	- moderate
	- low
Shaping opportunities	- shapable
	partially shapable
	– unshapable
Time	- long-term
	– medium-term
	- short-term
Recognition	- recognisable
	 partially recognisable
	- unrecognisable
Source	- internal
	- external
	- domestic
	– foreign
Scale of influence	– global
	- international
	- national
	- regional
	– local
	- megaeconomic
	- macroeconomic
	- mesoeconomic
Ohioation	- microeconomic
Objective	- economic
	non-economic military
	- mintary - non-military
	- political
	- legal
	- technological
	- social
	- demographic
	0r

1	2	
	- cultural	
	- religious	
	ecological	
	geographical	
	- others	
	- agricultural	
	- food	
	– industrial	
	– transport	
	- resources	
	- energy	
	- finance	
	– budget	
	- currency	
	- others	
Subjective	- to the state	
	- to the society	
	- to the households	
	- to the economy	
	- to the sector	
	- to the economic entity	
	to security of economic transactions others	
Character	- common (general)	
Character	- specific (separate)	
	- intentional	
	- accidental	
	- crisis	
	- war	
	- war - asymmetrical	
Dynamics changes	21 1 1	
Dynamics, changes	of increasing importance of unchanging importance	
	of declining importance of declining importance	
	- changing quickly	
	- changing slowly	
	 unchanging, stable 	

Source: Author's own study.

The key issue in shaping economic security is having an appropriate understanding of its threats. Moreover, economic security policy should be focused on selected economic security threats, including shapable, those of high probability and consequences of occurrence. The importance of particular economic security threats, as well as their groups, change in time and during subsequent phases of socio-economic development. In conditions of globalisation and the integration processes, the importance of threats of a global and international nature is on the increase.

ASSESSMENT OF ECONOMIC SECURITY THREATS

Threats to economic security can be assessed using the indicators connected with concept of the heptagon of economic policy goals. These are as follows: economic

growth, high level of employment, price stability (low inflation), balance in international economic relations, budget balance, relevant public debt, fair redistribution. In non-crisis conditions the achievement of these aims may at the same time mean reaching (Slany, 2004: 13–14): a 3% in real economic growth (increase in Gross Domestic Product – GDP), a 5% rate of unemployment, and a 2% rate of inflation. In addition, a relevant public debt should not exceed 55–60% of GDP. Exceeding the indicated thresholds may be associated with threats to economic security.

In a contemporary approach economic security threats can also be identified using the indicators involved with Macroeconomic Imbalance Procedure (MIP), which is used by the institutions of the EU, especially by European Commission. These indicators are used to monitor the competiveness and external and internal imbalance of individual states (countries), also are treated as an early warning system with regard to crisis phenomena, including crisis forecasting (Karwowski, Biegun, 2022: 84–87, 103).

According to Eurostat the Scoreboard for the surveillance of macroeconomic imbalances includes fourteen headline indicators for the identification and monitoring of external and internal macroeconomic imbalances as well as employment and social developments in order to gain a broader understanding of the social consequences of macroeconomic imbalance; the MIP Scoreboard is complemented by auxiliary indicators that allow a better understanding of the risks and help identifying relevant policy measures (Eurostat, 2023).

Table 2 presents the main indicators of Macroeconomic Imbalance Procedure. The adopted thresholds may be subject to discussion (Karwowski, Biegun, 2022: 99). The MIP Scoreboard indicators cover (Eurostat, 2023): external imbalances and competitiveness (first 5 indicators in table 2: current account, net investment positions of states, real effective exchange rates, share of world exports, nominal unit labour cost); internal imbalances (next 6 indicators in table 2: public and private indebtedness, financial and asset market developments, including housing and private sector credit flow, unemployment rate); employment indicators (last 3 indicators in table 2: activity rate, long-term and youth unemployment rates).

Indicators of Macroeconomic Imbalance Procedure

Table 2

Indicator	Unit	Threshold
1	2	3
Current account balance	3 year average	-4/6%
Net international investment position	% of GDP	-35%
Real effective exchange rate	3 year % change	±5% – EA countries
		±11% – non-EA countries
Export market shares	5 year % change	- 6%
Nominal unit labour cost	3 year % change	9% – EA countries
		12% – non-EA countries
House price index – deflated	1 year % change	6%
Private sector credit flow – consolidated	% of GDP	14%
Private sector debt – consolidated	% of GDP	133%
General government sector debt	% of GDP	60%
Total financial sector liabilities - non-	1 year % change	16.5%
consolidated		

1	2	3
Unemployment rate	3 year	10%
	average	
Activity rate – % of total population	3 year change in p.p.	−0.2 pp
aged 15-64		
Long-term unemployment rate - % of	3 year change in p.p.	0.5 pp
active population aged 15-74		
Youth unemployment rate – % of active	3 year change in p.p.	2.0 pp
population aged 15–24		

Source: Author's own work based on (Eurostat, 2023; Statistical Annex of Alert Mechanism Report, 2022: 8).

It seems that the most important indicators listed in the table 2 include: export market shares, general government sector debt, private sector debt (consolidated), activity rate, long-term unemployment rate. Exceeding the indicated thresholds may be also associated with threats to economic security of the individual states.

Table 3 presents the complementary auxiliary indicators of Macroeconomic Imbalance Procedure. This concept takes into account 28 indicators, which provides additional information on some aspects linked to the general macroeconomic situation, nominal and real convergence, detailed data on external liabilities, including foreign direct investment and net external debt, and social statistics (*Statistical Annex of Alert Mechanism Report*, 2022: 9). These indicators should not be regarded as either policy targets or policy instruments; their interpretation being supplemented by economic judgment and country-specific expertise (Eurostat, 2023).

Table 3 Complementary auxiliary indicators of Macroeconomic Imbalance Procedure

Indicator	Unit
1	2
Real Gross Domestic Product (GDP)	1 year % change
Gross fixed capital formation	in % GDP
Gross domestic expenditure on R&D (research and development)	in % GDP
Current plus capital account (net lending-borrowing)	in % GDP
Net international investment position excluding non-defaultable instruments	in % GDP
Foreign direct investment in the economy, flows	in % GDP
Foreign direct investment in the economy, stocks	in % GDP
Net trade balance of energy products	in % GDP
Real effective exchange rates – euro area trading partners	3 year % change
Terms of trade (goods and services)	5 year % change
Export performance against advanced economies	5 year % change
Export market share, in volume	1 year % change
Labour productivity	1 year % change
Gross non-performing loans of domestic and foreign entities	in % of gross loans
Unit labour cost performance relative to euro area	10 year % change
House price index	3 year % change
Residential construction	as % GDP
Household debt, consolidated including NPISH (Non-Profit Institutions Serving Households)	in % GDP
Consolidated banking leverage, domestic and foreign entities	total assets/total equity

1	2
Employment	1 year % change
Activity rate	% of total population aged 15-64
Long-term unemployment rate	% of active population aged 15–74
Youth unemployment rate	% of active population aged 15–24
Young people neither in employment nor in education and training	% of total population aged 15-24
People at risk of poverty or social exclusion	% of total population
People at risk of poverty after social transfers	% of total population
Severely materially and socially deprived people	% of total population
People living in households with very low work intensity	% of total population aged 0-64

Source: Author's own work based on (Eurostat, 2023; Statistical Annex of Alert Mechanism Report, 2022: 9).

Some of these indicators listed in the table 3 also relate to social security, for example indicator: people at risk of poverty or social exclusion. The composition of the Macroeconomic Imbalance Procedure indicators set is subject to review and it may evolve over time in order to reflect new developments or raising needs (Eurostat, 2023). The application of the presented indicators also enables evaluation of the economic security. In this way the level of economic security can be evaluated in basic terms as high, medium, or low.

DETERMINATS OF ECONOMIC SECURITY THREATS IN POLAND

The analyses concerning selected determinants of economic security threats in Poland should include *The National Security Strategy of the Republic of Poland*, which was approved on 12 May 2020 by the President of the Republic of Poland upon request of the President of the Council of Ministers. The strategy offers a comprehensive vision of shaping the national security of the Republic of Poland in all its dimensions (*National Security Strategy*, 2020: 5). In the section entitled *Introduction* it was emphasised that "the contemporary security environment is increasingly complex and uncertain; political, military, economic and social interactions are increasing on the national, regional and global scale" (*National Security Strategy*, 2020: 5).

The strategy covers a separate chapter entitled *Values, National Interests and Strategic Objectives in the Area of National Security.* It was noticed that national interests in the field of national security include (*National Security Strategy*, 2020: 11): guarding independence, territorial integrity, sovereignty and security of the state and its citizens; shaping international order, based on solidarity and respect for international law, which guarantees safe and secure development of Poland; strengthening national identity and guarding national heritage; ensuring conditions for sustainable and balanced social and economic development and environment protection. The last mentioned national interest is most closely related to threats to economic security.

The determinants of economic security threats in Poland are also related to the global and international situation. The world's collective focus is being channelled into today's crises (*The Global Risks Report*, 2023: 4): cost of living, social and political polarization, food and energy supplies, tepid economic growth, and geopolitical confrontation, among others. Cost of living dominates global risks in the next two years

while climate action failure dominates the next decade; as an economic era ends, the next will bring more risks of stagnation, divergence and distress; continued supply-driven inflation could lead to stagflation, the socioeconomic consequences of which could be severe, given an unprecedented interaction with historically high levels of public debt (*The Global Risks Report*, 2023: 7).

The most important threats to Poland's economic security include: the consequences of the international crises, the significant inflation, the high level and increase of public debt, the low rate of economic growth (increase in GDP). It is worth introducing of the main results of these threats (Jaźwiński, 2013: 152–153): international crises impact upon social and economic life in a negative way; the significant inflation impedes the functioning of the economy including the conditions for planning and conducting economic activities, and it also lowers household and corporate spending power; the increase of public debt can lead to the crisis of public finances and the reduction in public expenditure; the low rate of economic growth restricts the ability of the improvement of well-being.

The next key area generating threats to economic security in Poland is energy (Stańczyk, 2020: 454). Particular attention should be paid to external threats involved with international crises, for example connected with coronavirus pandemic (COV-ID-19) and Russia invasion of Ukraine from February 2022. According to World Economic Forum top five risks in Poland identified by the Executive Opinion Survey are (*The Global Risks Report*, 2023: 87): rapid and/or sustained inflation, breakdown of critical infrastructure, geoeconomic confrontation, employment and livelihood crises, interstate conflict. It is worth noting that all above described threats are closely related and can impact on one another. The current situation is a challenge for economic policy in Poland, especially for monetary and fiscal policy.

CONCLUSIONS

The analyses concerning economic security should include issues related to threats to this security. In these considerations, it is worth taking into account the context of state functioning and economic policy. In theory and practice, various aspects and types of threats to economic security can be considered. It is important to determine an acceptable level of economic security threats. It should be emphasised that shaping economic security should be focused on selected economic security threats, including those of high probability of occurrence and high consequences of occurrence.

Economic security threats can be assessed using the indicators connected with concept of the heptagon of economic policy goals and the indicators involved with Macroeconomic Imbalance Procedure (MIP). It is worth noting that 'ensuring conditions for sustainable and balanced social and economic development and environment protection' is listed among the four national interests of Poland in the field of national security. Currently, Poland's security is affected by serious economic threats, for instance by the significant inflation and the increase of public debt.

The article identifies selected determinants of state functioning and economic policy related to economic security threats, including some Polish and international conditions. Economic and non-economic threats affecting the functioning of the state. Eco-

nomic policy should be directed towards the recognition and identification, positive formation of the threats to economic security. The important goal of economic policy is to create conditions for an effective and efficient neutralisation or minimalisation of economic security threats. The resources and tools (instruments) of economic policy should be especially focused on the most important threats.

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ABSTRACT

Threats to economic security affect national security. The aim of the article is to present the economic security threats taking into account selected determinants of state functioning and economic policy. In shaping economic security, it is important to properly consider threats to this security. Various research methods were used in the work, including the method of critical analysis of the literature as well as the method of analysis and synthesis. Considering the issues of economic security, it is also worth analyzing the threat to this security. In theory and practice, different aspects and types of threats to economic security can be taken into account. Many economic and social indicators should be used in the identification and assessment process of economic security threats. Poland's security is affected by various economic threats, including those related to the international situation.

Keywords: economic security, economic threats, economic policy, state functioning, Poland

ZAGROŻENIA BEZPIECZEŃSTWA EKONOMICZNEGO. UWARUNKOWANIA FUNKCJONOWANIA PAŃSTWA I POLITYKI GOSPODARCZEJ

STRESZCZENIE

Zagrożenia dla bezpieczeństwa ekonomicznego oddziałują na bezpieczeństwo narodowe. Celem artykułu jest zaprezentowanie zagrożeń bezpieczeństwa ekonomicznego z uwzględnieniem wybranych uwarunkowań funkcjonowania państwa i polityki gospodarczej. W kształtowaniu bezpieczeństwa ekonomicznego ważną kwestią jest odpowiednie uwzględnianie zagro-

żeń dla tego bezpieczeństwa. W pracy wykorzystano różne metody badawcze, w tym metodę krytycznej analizy literatury przedmiotu oraz metodę analizy i syntezy. Rozpatrując zagadnienia bezpieczeństwa ekonomicznego warto również analizować zagrożenia dla tego bezpieczeństwa. W teorii i praktyce mogą być uwzględniane różne aspekty i rodzaje zagrożeń bezpieczeństwa ekonomicznego. W procesie identyfikacji i oceny zagrożeń bezpieczeństwa ekonomicznego należy korzystać z wielu wskaźników ekonomicznych i społecznych. Na bezpieczeństwo Polski wpływają rożne zagrożenia ekonomiczne, w tym związane z sytuacją międzynarodową.

Slowa kluczowe: bezpieczeństwo ekonomiczne, zagrożenia ekonomiczne, polityka gospodarcza, funkcjonowanie państwa, Polska