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FORMULATING STATE'S MISSION AND VISION FOR THE NATIONAL SECURITY STRATEGY – THEORETICAL ASPECTS

Abstract

The formulation of the state's security strategic objectives, including in this process its' mission and vision, is the most important element of the strategic planning process and enables the construction of adequate action plans. Forecasted processes and events are only one of the subsets forming the actual information base in the process of security strategy planning and formulation of strategic objectives in the field of security. Taking into account the dynamics of change, complexity and unpredictability of the state's security environment, it is important to supplement this base with projected conditions as well. Designing – as a research procedure complementary to forecasting – makes it possible to create the state's future (vision) and constitutes a conscious choice of its' alternative development. The presented logic, that include both forecasting and designing procedure, also underlines the importance of vision, i.e. a desired image of the state's future, based on which all its sectoral activities, including those in the field of security, are formulated. Described theoretical aspects will be followed with a practical research in this field that will be presented in the next article.

Keywords

security strategic planning, turbulent state environment, designing,
mission, vision, strategy

Introduction

In a turbulent state security environment, strategic thinking¹ is fundamental while planning and constructing of any strategy. It is thinking in terms of tomorrow, which 'aims to describe, on the basis of data analysis and extrapolation existing knowledge, imagination and intuition, possible future situations (...), as well as the paths of development leading to these future situations, with close respect for the feedbacks with the structure and dynamics of its environment and the multi-causality that shapes these feedbacks'². The literature indicates that in the strategic planning process it is important to determine: (A) where are we currently (as a state and nation)?, (B) where are we heading and what do we want to achieve (as a state and nation)?, (C) what tools and means should we use to achieve this?³. Nowadays a long-term and proactive strategy formulation⁴ constitutes the essence of the strategic planning process in the field of security and is part of the concept of a creative organization which not only 'receives' and reacts to certain signals revealed in its environment, but also creatively shapes them⁵. Therefore, the fundamental premise of strategic security planning is that the state – as an organization characterized by a certain degree of complexity⁶ – can and should shape its future in a rational and orderly manner⁷, in order to reduce uncertainty resulting from the volatility of the state's security environment and increase its adaptive capacity⁸.

The construction of any strategic plan⁹ must always be preceded by an analysis of the reality in which the state operates: 1) an analysis of its security environment and 2) states' strengths and weaknesses. The results of strategic analysis – a reduced

1 R. Ackoff, *Creating the Corporate Future*, John Wiley and Sons, New York 1987, p. 17.

2 J. Penc, *Przedsiębiorstwo w burzliwym otoczeniu. Procesy adaptacji i współpracy. Część I*, Oficyna Wydawnicza Ośrodka Postępu Organizacyjnego Sp. z o.o., Bydgoszcz 2002, p. 130.

3 J. M. Bryson, *Strategic planning for public and nonprofit organizations. a Guide to Strengthening and Sustaining Organizational Achievement*, John Wiley & Sons, Inc., New Jersey 2018, p. 10; A. Campbell, s. Yeung, *Brief Case: Mission, vision and strategic intent*, "Lang Range Planning", vol. 24, No 4, s. 145; I. Chaston, *Vision, Mission and Strategy*, [in:] I. Chaston, *Public Sector Reformation*, Palgrave Macmillan London, Londyn 2012, pp. 153-172.

4 J. A. F. Stoner, R. E. Freeman, D. R. Gilbert, *Kierowanie*, Polskie Wydawnictwo Ekonomiczne, Warszawa 2001, pp. 108-113.

5 *Ibidem*, p. 11, also: A. Stabryła, *Zarządzanie strategiczne w teorii i praktyce*, Wydawnictwo Naukowe PWN, Warszawa-Kraków 2000, pp. 117-118.

6 The quality and dynamics of changes, as well as its' number, degree of complexity and diversity of elements emerging in an unpredictable way in the state security environment justify the use of a systems approach in security research and allow to treat the state security environment as a complex system. See: A. Dziubińska, J. Rokita, *Systemy złożone w zarządzaniu*, Wydawnictwo Uniwersytetu Ekonomicznego w Katowicach, Katowice 2016; Cz. Mesjasz, *Nauki o zarządzaniu a teoria systemów złożonych*, „Organizacja i Kierowanie”, No 4/2003, p. Sienkiewicz, *Analiza systemowa. Podstawy i zastosowania*, Wydawnictwo Bellona, Warszawa 1994, Z. Gomółka, *Elementy ogólnej teorii systemów*, Wydawnictwo Naukowe Uniwersytetu Szczecińskiego, Szczecin 1994, A. Koźmiński, *Analiza systemowa organizacji*, Państwowe Wydawnictwo Ekonomiczne, Warszawa 1976.

7 W. Gasparski, *Projektowanie. Konceptyjne przygotowanie działań*, Państwowe Wydawnictwo Naukowe, Warszawa 1978.

8 A. Dawidczyk, *Analiza strategiczna w dziedzinie bezpieczeństwa państwa*, Difin, Warszawa 2020, p. 20.

9 Depending on the scale and complexity of the security problems, developing a description of alternatives (possible options) and their assessment enables the selection of strategies to be detailed in the form of operational plans (covering a specific sector of the organization's operations, of a short-term nature), tactical plans (implemented at the medium level of organization management in the medium term) and strategic plans (long-term goals of the organization).

set of baseline information – are subsequently subjected to forecasting. However, in view of the irregular changes of a discontinuous nature that emerge, extrapolation or anticipation of future processes raises certain difficulties¹⁰. Thinking about the future by referring exclusively to extrapolations of observed and recurring trends and taking into account the increasing diversity of elements in the state's environment, results in the processes being increasingly unpredictable and allows only a certain probability of their occurrence in the future. Furthermore, classical forecasts describe a picture of the future that is merely 'an expression of the expectation of the development of certain processes'¹¹, rather than a conscious shaping of the future 'according to pre-identified goals and a naturally determined outcome'¹². Therefore, in the changing, complex and unpredictable state's security environment conditions, it is necessary not only to predict the future using scientific methods (forecast conditions), but also designing its' future by formulating a desired vision for the development of the state and its security. 'The future is difficult to predict, and even more difficult to create it sensibly'¹³, but it is designing – as a complementary method to forecasting in the process of strategic planning, particularly while solving complex security problems, that makes it possible to create the future of the state and is a kind of 'steering template for practical action'¹⁴.

Taking the above into account, for the need of the article following research problem was formulated: the application of which research procedure would optimize the process of creating state future under conditions of increasing complexity, volatility and unpredictability of the state security environment? The main objective of the article was to demonstrate the necessity of applying design (as a research procedure complementary to forecasting) in the process of constructing the state's development vision and strategic objectives under conditions of increasing turbulence of the state's security environment.

Research methodology – designing in the field of security

Design is an activity and is concerned with any activity, and all activity leads to a change in the existing state¹⁵. Therefore, designing is a preparatory activity that results in the formulation of reality change¹⁶. It is a procedure that is aimed to set the effectiveness criteria. It should be emphasized that not only technical processes can be designed, but also collective action 'when one intends to achieve states of social

10 J. Naisbitt, *Megatrendy*, Wydawnictwo Zysk i S-ka, Warszawa 1997, p. 18, also: J. Prońko, B. Kaczmarczyk, *Bezpieczeństwo państwa – pojęcie, istota, strategia, system*, „Rocznik Bezpieczeństwa Morskiego”, rok IX, część II/2015, p. 111.

11 A. Dawidczyk, J. Jurczak, p. Łuka, *Metody, techniki, narzędzia nauk o bezpieczeństwie*, Difin, Warszawa 2019, p. 121.

12 A. Filasiewicz, *Prognoza, program, plan*, Wiedza Powszechna, Warszawa 1977, p. 15.

13 J. Penc, *Strategie zarządzania. Perspektywiczne myślenie. Systemowe działanie*, Agencja Wydawnicza Placet, Warszawa 1997, p. 72.

14 W. Gasparski, *Projektowanie ...*, op. cit., p. 5.

15 *Ibidem*, p. 72-73.

16 *Ibidem*.

organization and ensure their continuance¹⁷. Therefore, designing is the conceptual preparation of change¹⁸.

When designing in the field of security, the methodology developed by Wojciech Gasparski can be used, whereby the design problem must meet the conditions of appropriateness in the context of the identified need, it must be heuristic and workable (information processing) and its solution must be relevant to the problem, pertinent (consistent with the current state of knowledge and the adopted evaluation criteria) and feasible¹⁹.

The use of design as a strategic planning tool in the field of security²⁰ makes it possible to create the future of the state by indicating the desired, most probable and feasible solution – ‘it is the art of arriving at the most rational solution’²¹.

All activities in the field of security should always be result-oriented and therefore determined by the existence of well-defined, concrete and measurable objectives. After all, the basic premise justifying the any organization functioning are objectives²² and the most general one of any organization is to survive and develop²³. The formulation of state’ objectives, and state security policy, is the most important part of the strategic planning process and security management²⁴. Designing is a deliberative process that is oriented at the achievement of various objectives²⁵/ Therefore, when designing in the field of security, the image of the state’ future resulting from the strategic vision of the state’s development, maximizing the achievement of national interests, should be taken as the point of reference for the projected solutions²⁶. The identified threats and opportunities, as well as strengths and weaknesses are only a reference to designed vision and formulated objectives are modified on an ongoing basis, adequately to the processes (trends, challenges) revealed in the security environment. The designed solution (postulate defining the future desired states – designed conditions) should be subsequently adjusted to the capabilities of the state (forecast conditions).

There are many types of objectives²⁷. For the purposes of the article, it is important to discuss their hierarchy. Its’ level corresponds to the specific level of its

17 *Ibidem*, p. 5.

18 *Ibidem*, p. 93.

19 *Ibidem*, p. 101.

20 J. Jurczak, *Projektowanie jako narzędzie planowania strategicznego w dziedzinie bezpieczeństwa*, Difin, Warszawa 2024, pp. 126-151.

21 *Projektowanie i systemy. Zagadnienia metodologiczne. Tom I*, pod red. Gasparki W., Miller D., Wydawnictwo Ossolineum, Wrocław 1978, p. 8.

22 An objective is a defined, subjective, future, desired state of affairs, possible and expected to be achieved within a specified time or period of time. Objectives specify intentions, while being decomposed into tasks. See: L. J. Krzyżanowski, *O podstawach kierowania organizacjami inaczej*, Wydawnictwo Naukowe PWN, Warszawa 1999, p. 253.

23 A. Koźmiński, K. Oblój, *Zarys teorii równowagi organizacyjnej*, Państwowe Wydawnictwo Ekonomiczne, Warszawa 1989, p. 23.

24 A. Dawidczyk, p. Swoboda, *Projektowanie celów polityki bezpieczeństwa na użytek strategii bezpieczeństwa narodowego*, „Bezpieczeństwo Narodowe” 2023, No 1, vol. 42, p. 33.

25 A. Podgórecki, *Charakterystyka nauk praktycznych*, Wydawnictwo Naukowe PWN, Warszawa 1962, p. 19.

26 A. Dawidczyk, J. Jurczak, *Metodologia bezpieczeństwa w przykładach i zastosowaniach*, Difin, Warszawa 2022, p. 115.

27 See: H. Kreikebaum, *Strategiczne planowanie w przedsiębiorstwie*, Wydawnictwo Naukowe PWN, Warszawa 1997.

particularity – from the most general: ideal objectives (indicated in the state mission), through a set of intent objectives in all areas of the state's functioning (state development vision) and general objectives of the state policy, which are the expression of the general determination of the future desired states, possible and anticipated to be achieved in a specific time, and finally the specific objectives of the state security policy, which are the decomposition of the general objectives into subordinately complex ones (reduced and operationalized intent and general objectives)²⁸.

In the strategic security planning process, design can be successfully applied to the development of both strategic, tactical and operational objectives²⁹. Strategic objectives result from the identified state needs – they are grounded in reality, but at the same time they refer to the future. However, the final shape of such objectives, cannot depend solely on aspirations³⁰, strivings³¹, needs³², values³³ and national interests³⁴. Nowadays an essential condition while planning state security strategies is to take into account also forecasted and projected conditions of the state's security environment. The creation of any strategic objectives must also be complemented by a vision and mission of state as its' future. Such a two-dimensional view of strategic objectives makes it possible to create a bundle of objectives in line with the requirements of the strategy³⁵.

Polish planning practice in the area of security indicates that strategic documents do not explicitly and intentionally enshrine the wording of Poland's development mission and vision³⁶. For example the 2020 National Security Strategy sets out

28 Z. Ścibiorek, B. Wiśniewski, R. B. Kuc, A. Dawidczyk, *Bezpieczeństwo wewnętrzne. Podręcznik akademicki*, Wydawnictwo Adam Marszałek, Toruń 2017, p. 392.

29 D. E. Rauch, M. Tackett, *Design Thinking*, "Joint Force Quarterly 101" 2021, 2nd Quarter, p. 12.

30 Aspirations are the organization's enduring goals within its socially desirable activities. See: s. Sudol, *Przedsiębiorstwo. Podstawy Nauki o Przedsiębiorstwie*, Polskie Wydawnictwo Ekonomiczne, Toruń 1999, p. 75.

31 Strivings are primary aspirations that are the most basic behaviors of individuals, social groups, nations, states, organizations, international communities. Their decomposition enables the identification of needs and values. See: Cz. Maj, *Wartości polityczne w stosunkach międzynarodowych*, Wydawnictwo Uniwersytetu Marii Curie-Skłodowskiej, Lublin 1992, pp. 20-22.

32 Needs are articulated by both citizens (individually and collectively – national needs) and international communities (systemic needs). They provide content for values through the social, cultural, economic and psychological development of the nation – a reduced set of values constitutes the values characteristic of the nation and the state. See: Cz. Maj, *Wartości polityczne ...*, *op. cit.*, p. 18.

33 Value is 'a product of feelings, convictions or beliefs of some entity: a human individual, a social group, a local, national or other community, a cultural community or a global society about what in the natural and psychosocial-cultural reality is positively assessed and considered worthy of desire and aspiration'. Each time, the set of needs should be supplemented with values, written in constitutions and fixed in the system of social views. See: L. J. Krzyżanowski, *O podstawach kierowania organizacjami ...*, *op. cit.*, p. 205.

34 National interests are specific variables expressed in the language of politics, objectively understood, mediating between needs and values and the goals of state policy; it is a certain relationship between some objective state (current or future) and the assessment of this state from the point of view of the benefits it brings or may bring to an individual or group. For the process of determining the content of national interests and the final shape of goals in the field of security, the proper indication of needs and values is of fundamental importance. See: *Ibidem*, p. 251.

35 M. Lisiński, *Metody planowania strategicznego*, Polskie Wydawnictwo Ekonomiczne, Warszawa 2004, p. 40.

36 A. Dawidczyk, *Planowanie strategii rozwoju sił zbrojnych*, Akademia Obrony Narodowej, Warszawa 2006, pp. 134-145; A. Dawidczyk, *Bezpieczeństwo, obronność, wojskowość. Problemy planowania strategicznego*, Difin, Warszawa 2019, p. 9, 99; J. Gryz, *Wzajemny związek między polityką i strategią a bezpieczeństwem państwa*, „Rocznik Bezpieczeństwa Międzynarodowego”, No 2/2007, pp. 23-27.

a ‘comprehensive vision for shaping the national security of the Republic of Poland in all its dimensions’³⁷, while the text of the 2007 National Security Strategy indicates that ‘the comprehensive vision of security underlying this strategy, corresponding to contemporary international realities and the nature of threats and challenges, as well as testifying to the will to maximize the results of actions for the security of the state and its citizens, indicates the need for Poland to make efforts in every sphere of social life. This gives rise to the need to develop the capacity to coordinate and integrate the efforts of the various state bodies, institutions and services’³⁸. In both cases, these provisions do not specify any security conditions which are important and characteristic for the Polish state, which may be an evidence of passive state adaptation to the changes emerging in the security environment, rather than shaping the desired future of the state in a creative and active manner. The state’s mission and vision are an expression of constructive thinking about the state future – a kind of ‘direction indicator orienting planning activity’³⁹.

State’s mission

The creation of strategic objectives, particularly in a turbulent state security environment, is complemented by mission and vision as desired images of state future. Strategic management theory and practice differentiates these concepts⁴⁰.

The mission sets out the philosophy of the state – its identity and social mission⁴¹, while the vision is its desired future. The mission contains the role of the organization – the meaning of its existence, while the vision is the image of the desired future in the context of achieving the set goals⁴². The mission is the actual planning basis, it is a kind of information platform about the desired directions of the state’s development in all spheres of its functioning, thus each time it provides the content of political activities constructed and undertaken by the state⁴³. The literature indicates that any mission acquires strategic significance when it fulfils three conditions: 1) it sets the direction and concerns the future, 2) it expresses the dreams and challenges of the members of the organization, 3) the process of its implementation is credible⁴⁴.

The mission is a public part of the strategic plan⁴⁵ and its construction consists in defining how the organization is to be perceived by its environment – it is ‘a certain

37 Wstęp, *Strategia Bezpieczeństwa Narodowego*, Warszawa 2020, p. 5.

38 Pkt. 84, podrozdział 4.1. „Strategiczne kierunki transformacji systemu bezpieczeństwa narodowego”, rozdział 4. „System Bezpieczeństwa Narodowego RP”, *Strategia Bezpieczeństwa Narodowego*, Warszawa 2007, p. 21.

39 A. Dawidczyk, *Bezpieczeństwo, obronność, wojskowość...*, *op. cit.*, p. 99.

40 In the historical sciences of organization and management, many concepts and interpretations of mission and vision have been developed. For the purposes of this article, the relationship was assumed that vision is a specification and development of the state’s mission.

41 J. Supernat, *Zarządzanie strategiczne. Pojęcia i koncepcje*, Kolonia Limited, Wrocław 1998, p. 229.

42 G. Gierszewska, *Strategie przedsiębiorstw w dobie globalizacji*, Oficyna Wydawnicza Wyższej Szkoły Handlu i Prawa im. Ryszarda Łazarskiego, Warszawa 2003, p. 12.

43 A. Dawidczyk, *Bezpieczeństwo, obronność, wojskowość...*, *op. cit.*, p. 102.

44 K. Oblój, *Strategia organizacji*, Polskie Wydawnictwo Ekonomiczne, Warszawa 1999, p. 235.

45 J. Penc, *Strategie zarządzania*, *op. cit.*, p. 209.

ideal, an almost unattainable state of affairs, an unmatched model, but desired, sought after⁴⁶. Its expression is possible by giving unambiguous answers to questions such as: 1) what place should Poland take in the region and in the world?, 2) what role as a state should we play in international communities?, 3) what values should we promote in society?, 4) what model of society should we shape?⁴⁷.

Therefore, the mission should be sufficiently detailed to leave no doubt as to the identity of the organization, and at the same time sufficiently general to allow it to be specified by means of the vision and the identified strategic objectives. In other words, the mission provides the rationale for the state's existence and expresses its specific role – it is the object of aspirations, strivings, needs and values perpetuated through the civilizational (historical, cultural, social, etc.) development of the state and nation described on a set of forecasted and projected conditions of the state's security environment⁴⁸.

Summing up, state's mission – as a kind of ideal towards which to aim – is an expression of the creative imagination of the designers, characterizes the most enduring catalogue of the values professed by society and, in a timeless way, clarifies the identity of the state and constitutes a declaration of its main ideals objectives⁴⁹.

State's vision

A refinement and development of the mission statement is a vision, or 'a future image of a fragment of reality formed by the creative imagination, the existence of which is considered theoretically possible'⁵⁰. 'A vision is a journey on which the creative mind embarks, beginning with known matters and ending with the unknown, creating a future based on the assembly of current facts, hopes, dreams, dangers and possibilities'⁵¹. a mission statement is 'a concise scenario for dreaming about the future'⁵², which objectively describes the desired actions of the state in all areas of its activity, i.e. what needs to be done and in which areas, in order to achieve the aspirations, strivings, needs and values representative of the community and the state. In practice, state's vision should consist of several intent objectives expressed in a long-term range of the forecast in each of state's activity sectors, i.e. political, economic, social, technological and others⁵³.

46 A. Dawidczyk, *Bezpieczeństwo, obronność, wojskowość* ..., *op. cit.*, p. 100.

47 *Id.*, *Planowanie strategii rozwoju sił zbrojnych*, *op. cit.*, p. 139.

48 *Id.*, *Bezpieczeństwo, obronność, wojskowość* ..., *op. cit.*, p. 100.

49 R. Koch, *Słownik zarządzania i finansów*, Wydawnictwo Profesjonalnej Szkoły Biznesu, Kraków 1997, p. 147.

50 L. Krzyżanowski, *O podstawach kierowania organizacjami* ..., *op. cit.*, p. 252.

51 B. Karlöf, *Strategia biznesu. Koncepcje i modele: przewodnik*, Wydawnictwo Zarządzanie i Bankowość, Warszawa 1992, p. 81.

52 A. Dawidczyk, J. Gryz, s. Koziej, *Zarządzanie strategiczne bezpieczeństwem. Teoria – praktyka – dydaktyka*, Wyższa Szkoła Humanistyczno-Ekonomiczna w Łodzi, Łódź 2006, p. 99.

53 A. Dawidczyk, *Bezpieczeństwo, obronność, wojskowość* ..., *op. cit.*, p. 103, a także W. Kitler, J. Gryz, *Misje państwa w zakresie bezpieczeństwa narodowego*, [in:] *System bezpieczeństwa narodowego RP: wybrane problemy*, pod red. W. Kitler, K. Drabik, I. Szostek, Akademia Obrony Narodowej Warszawa 2014, pp. 35-55.

Two fundamental components of a vision are: 1) a 'roadmap' providing a conceptual underpinning for understanding the objectives set by the organization and 2) an emotional dimension – the vision is a motivational element that will condition the actions of the organization's participants and with which they can identify⁵⁴. Taking the above into account, when constructing state's vision it is important to include in this process – in addition to decision-makers, planners, analysts – also representatives of various social groups.

In summary, while the mission sets out the philosophy of the state's operation, the vision is an expression of its desired future in the context of achieving its stated objectives⁵⁵. a vision is therefore a reference to state's future – a situation that is better than the one that exists at the moment⁵⁶. Designing – as was indicated earlier – is a procedure leading to the formulation of patterns of change of reality, i.e. any modification of the existing state⁵⁷. Therefore, when designing in the field of security, the image of state's future resulting from the state's vision that maximizing the achievement of its national interests in parallel with the necessity of permanently adapting the vision to the turbulent security environment and preserving the enduring values inherent in the functioning of the state, should be adopted as the point of reference for the designed solutions⁵⁸.

Conclusions

To sum up, it should be stated that in the contemporary, turbulent environment of state security, strategic planning in the field of security should boil down primarily to the creation of the future (projected conditions), and not only to the anticipation of the occurrence of certain processes and events in the future (forecast conditions). Imagining a specific, desired state's future and then attempting to 'arrange' the present (the existing state) in such a way that leads to the realization of this imagined future constitutes the essence of strategic security planning.

Formulating strategic objectives in the field of security and taking into account the mission and vision of the state, is the most important element of the strategic planning process. Formulating state's vision as a desired image of the future, against which all sectoral actions of the state will be formulated, including in the field of security has a particular importance. Designing future, desired conditions for state's functioning of the state, developing a set of forecasted opportunities, threats, strengths and weaknesses, as well as a catalogue of aspirations, strivings, needs and values characteristic of a given nation (described in the mission), and specified in the strategic state's vision, determines the content of national interests and the wording

54 A. Zarębska, *Wizja – pożądana tożsamość przedsiębiorstwa*, „Ekonomika i Organizacja Przedsiębiorstwa”, No 9/2006, p. 53.

55 G. Gierszewska, *Strategie przedsiębiorstw ...*, op. cit., p. 12.

56 J. Supernat, *Zarządzanie strategiczne ...*, op. cit., p. 229.

57 W. Gasparski, *Projektowanie ...*, op. cit., p. 73.

58 G. Gierszewska, *Strategie przedsiębiorstw ...*, op. cit., p. 12.

of general and specific state's objectives, and consequently enables the construction of adequate strategies taking into account the dynamics of change, complexity and unpredictability of the state's security environment. Undertaken considerations will be supplemented by a description of the practical application of designing as a research procedure complementary to forecasting in the process of constructing state's vision, following strategic objectives in the conditions of increasing turbulence of the state's security environment, which will be discussed in detail in the next part of the article.

Creating multi-variant mental concepts describing future situations and desired directions of development undoubtedly requires multidimensional, multidirectional and constructive thinking, breaking away from the tradition of linear thinking, because after all 'some projection of dreams is necessary if planning is to be more than an ad hoc reaction to existing conditions'⁵⁹.

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59 R. A. Webber, *Zasady zarządzania organizacjami*, Polskie Wydawnictwo Ekonomiczne, Warszawa 1996, pp. 239-240.

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