

THE TERRITORIAL DEFENCE FORCE AS AN ELEMENT OF THE NATIONAL SECURITY SYSTEM

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ABSTRACT

The purpose of this article is to present the basic determinants as regards the use of the Territorial Defence Force (TDF) in the national defence system. The article focuses on issues related to security and defence as well as their impact on national security, and indicates the need to establish territorial forces in order to increase military potential in any country. What is more, it describes basic tasks which TDF can perform during individual stages of armed operations. Particular attention is paid to the fulfilment of the tasks by TDF as regards purely army-related activities, both military and non-military. It is indicated that TDF is a military formation that fills the gap as regards the security of a given area or territory, and that it can supplement the operational forces, thus constituting a vital element of the national defence system.

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INTRODUCTION

The dynamic developments in international relations in the first decade of the 21st century is the reason why ensuring the proper level of security has become one of the most significant determinants for the existence and development of geopolitical entities in the international environment. Security has always been and will be one of the essential human needs¹. At first, it meant ensuring the security of oneself, then of the immediate family, then distant family and, finally, of a country as a social structure, analysed both in the internal and external dimension. In the external dimension, security is generally associated with the capability of a country to defend itself against military attack – conducted by a hostile country or a coalition of several countries – through the creation and training of national armed forces, while aiming to provide these forces with modern equipment and gear as countermeasures against a potential aggressor. The internal dimension, on the other hand, is related to activities carried out by a country aimed at maintaining the appropriate capability to react in case of potential threats to public security or general security through, for example, the protection of the legal system, life and health of citizens and the national wealth against the illegal actions of social entities and third parties, as well as against the effects of natural disasters or technical failures.

It is worth mentioning that *security* is not a permanent phenomenon, which suggests that we should perceive it as a changeable process and not as a constant state with stable parameters. Moreover, not all countries see *security* in the same way, we might even say that countries have different priorities with reference to ensuring security, as the term *security* is a combination of a variety of values, needs or states. If we assume that a nation, country or international community is the subject of *security*, the notion will extend to cover a general, national and international aspect. It is safe to assume that *security* is a state of non-threat and peace, a state of certainty, the absence of and protection against danger. Consequently, security is most often defined as a set of conditions in which a country is not under threat of military attack or political or economic pressure and can freely focus on its own development and progress², i.e. the term

¹ In Maslow's pyramid, *security* comes as second in the hierarchy of needs, just after the physiological needs. According to the author, security encompasses such elements as: ensuring of one's own safety as well as life free from economic concerns; a need for stability, protection, order, justice, as well as the elimination of risks and the need of staying healthy.

² A. Antoszewski, R. Herbut, *Leksykon Politologii*, Wrocław 2004, p. 38.

denotes a certain state which provides a feeling of certainty and guarantees its stability and the opportunity for further development.

It is clearly visible that security is not only related to the ability of free, unthreatened existence of an entity as a country but also to its development in time and space. The state and its administrative authorities play the main role in ensuring security by founding all kinds of political and military instruments, giving them particular legal rights resulting from different agreements, alliances or membership in international organisation. This is also true in the case of the Territorial Defence Force (TDF, Polish: *Wojska Obrony Terytorialnej*), considering that its establishment is not only a quick and effective method of improving national military security but it is also an important factor enhancing the defence system, owing to the fact that defence capabilities are fundamental for national security. Additionally, being a member of various international treaties imposes an obligation to maintain and develop the individual capacity to counter armed aggression. J. Nowak-Jeziorański, a Polish political analyst and social activist, believed that “the commonly accepted criterion of security is the individual defence potential of a country combined with treaties of alliance ensuring effective deterrence of a potential assailant”.³ In this context, Z. Brzeziński also recommended that the defence structure should be “based on two equal elements: small but mobile, well-equipped and modern regular army, capable of quick manoeuvre and cooperation with NATO as well as on territorial defence recruited in general mobilisation of people trained in sabotage and street and partisan fighting”.⁴

These statements evidently confirm the importance of territorial forces in a national security system to increase the usability of armed forces for the protection and defence of national and allied values and political interests by deterring hostile operations of a potential aggressor. Moreover, these forces may also be used to provide military support to local government authorities and the society during natural disasters, technical failures or other events classified as emergency situations (e.g. terrorist attack). TDF should be spread out in a regular manner on the regional level and should function in accordance with principles typical for uniform command in terms of strategy, with considerable autonomy on the regional level.

1. SECURITY AND DEFENCE AND THEIR MEANING FOR NATIONAL SECURITY

According to modern academic definitions, *security* is a state of non-threat which provides a feeling of certainty and guarantees its stability and opportunities for development, or, in other words, it is a state in which a person does not feel

³ J. Nowak-Jeziorański, *Polska z bliska*, Kraków 2003, p. 127.

⁴ *Ibidem*, p. 135.

threatened.⁵ Another definition implies that *security* is a dynamic, ambiguous and multi-dimensional notion. The dynamics primarily reflect the nature of international relations, which is why they should not be treated as a constant state but as a progressive process, changeable over time, different at present than in the past and likely to change in the near future. The dynamic nature of the term can also be seen in the variety of security models (national and international) shaped by the history, because they cannot be copied or used blindly in line with the principle: “when two persons do the same thing, it is not that the thing itself is different, but he is who does it”. Additionally, variables of priorities, formed in the process of conceptualisation of security model in different times and locations, are also a component of security dynamics.⁶

Yet another definition states that security is simply “a guarantee of inviolable existence of a subject of security and of its unhindered development”,⁷ i.e. it is a state in which the subject (country) may thrive as regards the society, economy and tourism, because it is not influenced by any external factors⁸ which could threaten its independence or the rule of law. A similar opinion has been voiced by Zięba, who believes that *security* is “a state of certainty, peace, the absence of and protection against danger”,⁹ i.e. he claims that security is territorial integrity, independence, free choice of the direction of political development, prosperity and social growth. In contrast, Szubrycht defines *security* as “a state obtained as a result of properly organised defence and protection against all military and non-military threats with the use of forces and measures from different fields of state activity”,¹⁰ i.e. he indicates that it is the state that should ensure the security of its citizens by creating conditions for the pursuit of national interests and the achievement of adopted strategic objectives in the field of international relations. We should then have effective national defence potential, ensuring readiness and capability

⁵ Z. Ścibiorek (ed.), *Podsystem niemilitarny w przygotowaniach obronnych Rzeczypospolitej Polskiej*, Toruń 2017, p. 20.

⁶ A. Antoszewski, R. Herbut, *Leksykon...*, *op. cit.*, p. 37.

⁷ J. Stańczyk (ed.), *Współczesne pojmowanie bezpieczeństwa*, Warszawa 1996, p. 17-20.

⁸ Among these, there can be both *military* (war, military aggression) and *non-military* factors. Among the non-military factors, these can be social factors (e.g. cultural or religious prejudices, discrimination against ethnic minorities, mass migration, fundamentalism), economical factors (e.g. rise in unemployment, contrasts in social status, economic differences between countries, or economic sanctions), technological factors (e.g. terrorist attacks, access to classified information, cyber-terrorist attack), or environmental factors (e.g. adverse effects of natural forces, water pollution, natural disasters).

⁹ R. Zięba, *Instytucjonalizacja bezpieczeństwa europejskiego*, Warszawa 2007, p. 27.

¹⁰ T. Szubrycht, *Współczesne aspekty bezpieczeństwa państwa*, “Zeszyty Naukowe AMW”, 2006, no. 4, p. 89.

to prevent potential threats, including deterrence, defence, protection and removing effects of those threats, and to ensure that citizens have the opportunity to exercise their freedoms and rights without damage to the security of other people and the country. What is more, this opportunity should encompass individual and collective citizen protection against threats to life and health, and against the infringement, loss or deterioration of their tangible and intangible assets.

The widest definition of *security* is presented in the White Paper: “theory and practice related to ensuring the chance of survival (existence) and pursuit of own interests by a subject, in particular through the use of opportunities (favourable conditions), accepting challenges, reducing risks and countering (preventing and opposing) all types of threats to the actor and its interests. Modern security is integrated (complex, multi-dimensional) in nature and may be divided into different types, fields, sectors, sections and areas, depending on the chosen criteria:

- depending on the type of the subject, we can distinguish individual (personal) security, group security, national security (including state and territorial, e.g. voivodship or district security), international security (regional and global), including international (ally and coalition and transnational security);
- depending on the subject matter (content) of security, we may distinguish as many types, fields, sectors, sections, areas etc. as there are fields of activity of a given subject (security elements can be found in all fields of activity).¹¹

The above definition clearly indicates that *security* should be treated as a function within the operation of specially established social organisations and institutions equipped with legal and military tools as appropriate to maintain law and order.

Security must also be analysed in terms of the area of influence, i.e. taking into account the division into *international* and *national* security. With reference to *international security*, the phenomenon should be treated as the absence of objectively existing threats and subjective fear, and as an element of the pursuit by international society towards the protection of certain state and non-state (social) values utilising relevant standards, institutions and instruments to ensure the peaceful resolution of disputes as well as the creation of economic, social and other conditions of stability and elimination of threats. *State (national) security*, however, is the capability and ability of a state to ensure its existence and growth in an international environment, including protection against external threats.¹² In this perspective, *security* includes existential, co-existential and functional state interests. It is, therefore, the nation’s capability to protect its social values against threats.

¹¹ *Biała Księga Bezpieczeństwa Narodowego Rzeczypospolitej Polskiej*, Warszawa 2013, p. 247.

¹² T. Łoś-Nowak (ed.), *Encyklopedia Politologii*, vol. 5: *Stosunki Międzynarodowe*, Kraków 2002, p. 44.

Until 1989, a rather transparent division into two extreme, opposing sides was observed in international relations. The competition between two political/military blocs during the Cold-War generated a certain, specified level of threat, particularly in the military dimension. Other threats, although present, were dominated by this dimension. Owing to this, we might say that military threat was the major determinant in the international defence system during that period. This continued until approximately the last decade of the 20th century, as a surge of new threats was recorded at that time, after the Cold War, which caused the erosion of a sense of security and, subsequently, the expansion of national defence systems, thus highlighting the importance of *defence*.

Defence is inherently connected with state *security* and is linked to the fundamental directions of state activity in terms of defence readiness both at the time of stabilisation and destabilisation. It is the resultant of the capability of a state to counter aggression and the ability to use armed forces and to prepare its public administration, economy, and the entire society for defence operations. It is the entirety of planning, organisational, as well as substantive and financial undertakings performed by government authorities, local government authorities and other, non-governmental entities to prepare state defence to counter any military and non-military threats, both internal and external, using forces and measures from all fields of state activity.¹³ This includes specifying particular operational actions and tasks for all citizens to survive in conditions threatening state defence in case of a potential crisis or war.

Until the collapse of the cold-war system, *defence* was analysed only in terms of military threats. Unfortunately, many other threats arose in the following years (e.g. non-military¹⁴ or hybrid threats¹⁵) and the result was that *defence* began to be perceived in a wider spectrum. Today, *defence* is seen as “a field of national security, understood as the sum of all civil and military actions aimed at preventing and opposing any potential military and non-military threats to state security which

¹³ Ścibiorek Z. (ed.), *Podsystem...*, *op. cit.*, p. 320.

¹⁴ Contemporary *non-military threats* may most often be created as a consequence of the adverse effects of natural forces (e.g. natural disasters, epidemics, climate change), or by negative effects of human activity (e.g. technological disasters, environmental devastation, moral decline, unemployment, toxic chemical substances, radioactive substances, terrorism, drugs, criminal activity, illegal migration, etc.).

¹⁵ Contemporary *hybrid threats* that may be created by aggressors in the military sphere may include irregular military activities of their light infantry (e.g. airborne or special troops), supported by technological infrastructure and other military means. These are conducted on the defender's territory on which these military forces, organized into small groups (e.g. formations of light infantry), can destabilise the operational forces of the attacked country, as well as its security forces, defence infrastructure, and administration.

may lead to a political and military crisis”.¹⁶ In practice, it refers to the real possibility of countering potential aggression by means of proper preparation and by using basic state defence instruments. As a rule, *defence* encompasses the preparation and conduct of defence and military operations, the command and training of the forces, and the development of the entire *state defence system* (SDS),¹⁷ connected with *state defence readiness*. Generally, we may assume that SDS is simply “a system of interconnected structures which function within a state framework, used for ensuring its security and growth, most often closely related to the territorial division and the underlying administration. The system features a territorial defence system, a subdivision of SDS, where territorial forces are the military component”.¹⁸

According to the definition, *state defence readiness* is “a state of stability of a state defence system (SDS) which helps maintain national security and act effectively in emergency situations as well as oppose any crisis and military threats”.¹⁹ SDS usually consists of three subsystems, i.e.: a *state defence control subsystem*, a *military subsystem* and a *non-military subsystem*. The *defence control subsystem* plays a key role within this system, as it is a sort of a ‘foundation’ for national security both during peacetime and the crisis of war. It is prepared to ensure the continuity of strategic decisions and actions to sustain national security, including, in particular, monitoring the sources, types, directions and scope of threats, preventing threats to national security within the territory of Poland and beyond, preventing and removing the effects of security threats, and exercising effective control over state defence.

Another important issue as regards the state defence system is *state defence readiness*, provided by government authorities and administration, state institutions, local government authorities, entrepreneurs and other organisational units, social organisations and any citizen obliged to perform defence-related tasks. Armed forces, a component of a military system constituting the defence force of a country, are vital for defence readiness. They usually consist of *operational forces*²⁰ and

¹⁶ *Strategia Obronności Rzeczypospolitej Polskiej*, Warszawa 2009, p. 3.

¹⁷ J. Wołęjszo, R. Jakubczak (eds), *Obronność. Teoria i praktyka*, Warszawa 2013, p. 14.

¹⁸ R. Jakubczak, *Współczesne wojska obrony terytorialnej*, Warszawa 2014, p. 173.

¹⁹ R. Szandrocho, *Wybrane problemy gotowości obronnej państwa*, Wrocław 2013, p. 543.

²⁰ *Operational forces* – a branch of the Armed Forces dedicated to carrying out military tasks both on the territory of the country and beyond. It is characteristic for its flexibility and non-territorial nature when it comes to formation, training, deployment, mobilisation, supply and operations. Other characteristics are systemic military measures and high mobility and manoeuvrability as regards tactics, operation, and strategy. Their commanders and, in majority, their staff recruit from the elite of professional soldiers and specialist non-commissioned officers. (Cf. R. Jakubczak, *Współczesne...*, *op. cit.*, p. 112)

territorial forces, namely the Territorial Defence Force (TDF). It seems clear that the defence strategy within this structure has two basic components: the manoeuvre component – an elite branch of the military in the form of operational forces, equipped with modern combat systems with an extended function of external intervention – and the recently established TDF component, based on general mobilisation, tactically mobile, able to perform tasks on its own territory. The latter branch of the armed forces is dedicated mainly to performing tasks within limited responsibility areas together with the relevant non-military territorial structures. Both aforementioned components should be functionally complementary and should cooperate in various combat environments, although both should carry out their tasks with different effectiveness and in different tactics scale.

2. TERRITORIAL DEFENCE FORCE (TDF) – DEFINITION AND NATURE

The definition of TDF can be found in *A Dictionary of National Defence Terms* which describes TDF as a “part of armed forces dedicated to performing tasks related to the defence of particular regions within the territory of a country. It consists of Territorial Defence Forces Command and of military detachments that are made up of local resources and reserves, dedicated mainly to conducting regular²¹ and irregular²² military operations within specified regions of responsibility, supporting operational forces and providing help to civil defence in rescue actions”.²³ The definition clearly indicates the functional role of TDF, following local armed formations which carry out their tasks within assigned regions of responsibility (e.g. voivodships), i.e. ‘performance of local tasks’ through operation within the region of the ‘original’ place of birth or residence. R. Jakubczak (2014) provides a different definition, which specifies the role of these forces in the following way: “a territorial division of armed forces, established and used for local and regional defence, functioning under territorial command authorities on an operational, regional and local level. It consists of light infantry and military branch units, made up of local resources and reserves, dedicated to

²¹ *Regular operations* – a type of armed combat conducted by tight military formations in a form of frontal clash, in which there is a clear division into the clash zone and the logistic rear. Regular operations can be conducted on the tactical, operational, and strategic level. (Cf. R. Jakubczak, *Współczesne...*, *op. cit.*, p. 388)

²² *Irregular operations* – a type of armed combat whose essence is to avoid frontal encounters with the prevailing forces of the enemy, and instead, to attack the enemy’s formations using small detachments, by surprise and by hitting their weak points, using the advantages of terrain, and operating in a large area. They can be conducted on the tactical, operational, and strategic level. (Cf. R. Jakubczak, *Współczesne...*, *op. cit.*, p. 425)

²³ *Słownik terminów z zakresu bezpieczeństwa narodowego*, Warszawa 1996, p. 100.

conducting regular and irregular military operations within specified regions of responsibility, as well as humanitarian operation outside these regions. They may fight on their own, support operational forces, help local people as regards evacuation as well as rescue actions and humanitarian aid”.²⁴ This definition captures the essence of the role of these forces in the national defence system, although it does not take into account centralised command, for example by an appointed TDF commander.

Finally, the analysis of the above descriptions and the adopted nature of TDF allows us to formulate the following definition: “territorial division of armed forces, established and used for *national*, regional and local defence, functioning under territorial *centralised* command authorities. It consists of light infantry and military branch units, made up of local resources and reserves, dedicated to conducting regular and irregular military operations within specified regions of responsibility,²⁵ as well as humanitarian operations outside these regions. They may fight on their own, support operational forces, help local people as regards evacuation, rescue actions, and humanitarian aid”.

At times of peace, TDF should consist of partially manned detachments, general military ones as well as those belonging to particular military branches, made up of local resources and reserves, equipped with light small arms, anti-tank and anti-aircraft weapons, and having limited tactical mobility. At times of potential threat, they should be quickly mobilised and developed to conduct regular and irregular military operations alone or in cooperation with operational forces, and support operational forces and local government in rescue and humanitarian actions etc. The military and non-military operations should be conducted in close cooperation with local government authorities, non-military parties and the residents of the assigned region of responsibility.

The Territorial Defence Force (TDF) should complement armed forces together with the land forces, air forces, navy and special forces and, at the same time, be an integral part of the country’s defence potential. The main mission of TDF should be to carry out tasks related to countering or removing causes and effects of threats within a particular territory. The formation must maintain constant readiness to fulfil the mission of the armed forces in relation to ensuring state defence and opposing military aggression, as well as supporting defence subsystems in terms of internal security and providing help to the society. Professional soldiers should serve in TDF along with the soldiers serving in Territorial Military Service.

²⁴ R. Jakubczak, *Współczesne...*, *op. cit.*, p. 143.

²⁵ *Specified region of responsibility* (Polish: SRO, ‘stały region odpowiedzialności’) – its area tallies with a given administrative region as delimited by the administrative division of the country.

It should be emphasised that in the current geopolitical situation, TDF is a relatively quick, inexpensive and effective method of improving national military security and should generally be utilised for the performance of the following tasks:

- conducting military operations and providing support in cooperation with operational forces (in case of an armed conflict or war) to destroy or stop operational forces of a potential aggressor;
- protection of civilians against natural disasters, removing the effects of disasters, protection of property, conducting rescue and search operations, protection of human life and health, participation in crisis management operations;
- protection of local communities against the effects of destabilisation and disinformation;
- cooperation with other entities within the national defence system, in particular with local government authorities;
- protection of local communities against the effects of cyber-attacks;
- promoting upbringing based on patriotic values.

It appears that, owing to the general character and readiness to act, TDF may be predisposed to a crucial role on the regional and local level to perform defence tasks and with reference to crisis management, to provide help to non-military subsystem components. It is because state defence is not limited to the professional operational military structures who usually are well-trained and have advanced equipment; it requires the entire society to make a collective effort.

The essence of TDF operation should consist in its utilisation within fixed regions of responsibility. However, the use of divided TDF detachments outside their regions of responsibility should not be excluded, although the underlying assumption should be that they would operate in neighbouring regions and conduct short-term only actions to support local TDF units. The discussed essence of the use of TDF revolves mainly around preparing the society to perform local military defence, thereby managing, at a relatively low cost, the most important defence factor, namely the local society, along with its moral and combat qualities exercised in the form of the defence of people's own property. In a simple and effective way, the local population can bring a large emotional potential, arising from the defence of their own values or property, to the fight. The above abilities allow TDF to accept a large scope of defence and protection tasks from operational forces, including tasks carried out for allied forces stationed on the territory of a given country to support defence operations. Such a plan of action increases the military potential of operational forces by creating favourable conditions for the full exploitation of their combat abilities.

The analysis of TDF proves that these forces have numerous characteristic features which clearly indicate how different they are from operational forces

both in terms of organisation and utilisation. The basic characteristic features include:²⁶

- considerable autonomy on the tactical level of military and humanitarian operations;
- optimal use of the defensive advantages of the landscape²⁷ within the region of responsibility;
- operations within an area which is well-known and thoroughly prepared for defence;
- short-term territorial service;
- light, mobile weapons;
- high effectiveness in countering armoured and combat vehicles as well as low-flying aircrafts (planes or helicopters) using simple, inexpensive tools of attack (e.g. guided projectiles);
- mass (general) and spatial character of deployment (stationed all around the country);
- low costs of creating organisational and military structures, including weapons and other technical measures and equipment received in the form of benefits in kind;
- preparation for carrying out humanitarian actions (e.g. rescue, public order enforcement, or protective actions) for the local population and environment;
- full combat readiness within the regions of expected military operations (within regions of responsibility) at the time of mobilisation;
- simultaneous preparation for regular and irregular operations within the regions of responsibility;
- capability to conduct defence-related operations in urbanised areas against military formations and groups used to attacking cities;
- organisational structure and equipment that is suitable for TDF to perform their diverse tasks;
- execution of tasks in limited visibility, in hiding and by means of penetration;
- military training in one team (e.g. section, team, platoon) and in the same, well-known area;
- close cooperation with regional and local level, state and local government authorities;
- permanent attachment to particular regions, to the local terrain infrastructure, to the local structures of government and local government administration

²⁶ R. Jakubczak, *Współczesne...*, *op. cit.*, p. 145-146.

²⁷ These advantages may, for example, be the following: ethnically and nationally homogeneous population; advantageous landscape features at the borders of the territory, e.g. forests or optimal distribution of buildings; the existing military infrastructure; dense settlement or urbanisation.

and, most importantly, to the local community and the various forms of its internal structures;

- performance of combat and humanitarian operations within regions of responsibility which are also the place of TDF training and mobilisation;
- capability to work in dispersion in case of potential aggression.

If the characteristic features of TDF are not properly evaluated during the planning process, its military potential may not be utilised effectively or may even deprive it of its tactical qualities, such as operation against surprise attacks or in limited visibility. However, the advantages and weaknesses of TDF may be perceived through properly chosen criteria which may constitute a basis for building territorial defence. On the other hand, the proper choice of criteria determines whether the performance evaluation is reliable in terms of specifying which features are positive and which may diminish the tactical qualities. This is particularly important owing to the fact that the value of individual military branches depends on their operational potential. A comparison of TDF and operational forces reveals the following differences on the part of TDF:²⁸

- low mobility and manoeuvre capability in the operational and strategic dimension;
- cannot be used on a massive scale on its own territory, often even in the vicinity of or within regions of responsibility;
- avoidance of centralised military operations in locations of crucial importance for enemy operational forces;
- low combat effectiveness outside the assigned region of responsibility;
- emphasis on long-term, decentralised tactical operations in many locations significant for the potential outcome of war operations;
- necessity to maintain many fragmented, usable sites prepared beforehand for storing materials for logistic backup and for regular and irregular operations;
- high dependency of military actions on the local community;
- disturbance-sensitive command under conditions of dynamic operations by a potential opponent;
- less modern and less effective weapons;
- lower specialised preparation for armed operations than in the case of elite operational forces.

3. THE ROLE OF THE TERRITORIAL DEFENCE FORCE IN THE NATIONAL SECURITY SYSTEM

When investigating TDF characteristics, one should remember that it does not serve its own purpose, but it is a vital element of the national security system and

²⁸ *Ibidem*, p. 149-150.

a crucial part of the territorial defence system. According to L. Krzyżanowski, a system is a “set of elements distinguished within an area owing to the connections observed between the elements, that show a certain degree of order”.²⁹ In relation to the territorial defence system, order may refer to, for example, defence on the territorial level. Moreover, a system, as a phenomenon, exists only when there are at least two elements or functional interconnections. Therefore, a territorial defence system must include territorial forces as its core component, apart from territorial administration authorities and field elements of the defence system. The system’s needs determine the purpose of these forces in the national defence system and they should be maintained due to the necessity to ensure military security of any country. The basic purpose of TDF should thus be to increase the defence potential of a country as regards armed forces, used, primarily, to deter a potential aggressor, and secondarily, to fight off a potential sudden aggression.

A territorial defence system is therefore a form of military organisation which utilises static territorial capabilities for building a country’s defence potential in addition to a parallel defence system based on operational forces.³⁰ TDF is an element of territorial defence (TD) and should therefore plan its operations within its region of responsibility. In contrast, TD is a set of territorial forces and measures, distinguished from individual subsystems, that make up the state defence system and are prepared for carrying out defence-related tasks in all states of defence readiness. In other words, territorial defence is treated as a part of a military system, prepared for putting up general defence of a country together with operational forces, non-military defence units and the society. Its fundamental purposes are: to prepare and put up defence of regions and sites in the entire country, to create the conditions for the development and operation of operational forces, to undertake regular and irregular operations within regions of responsibility, and to support non-military defence-related operations.³¹ The systemic functioning of territorial defence is vital due to the fact that territorial defence, in particular TDF, retains its strategic added value only when TDF cooperates with a non-military system, i.e. territorial administration.

The role of TD is to support all activities performed by state and non-state actors as regards state defence on the level of territorial government. Its main purpose is to participate in general preparation and utilisation of forces and measures available on the level of territorial government (e.g. human and material resources, infrastructure, terrain etc.) to prevent and counter any types of military and non-military

²⁹ L. Krzyżanowski, *Podstawy nauk o organizacji i zarządzaniu*, Warszawa 1994, p. 128.

³⁰ R. Jakubczak, *Współczesne...*, *op. cit.*, p. 77.

³¹ *Słownik terminów z zakresu bezpieczeństwa narodowego*, Warszawa 2008, p. 80.

threats, natural and man-made disasters, and remove their effects. This proves that to function effectively and efficiently (within a system), TD should achieve a sort of feedback from all its elements through regular impact and co-dependency, in accordance with the established and respected principles and procedures.³²

TD is a separate structural element within the state which participates in making security-related decisions and which functions in a defined system of co-dependency. It usually consists of the following bodies: *territorial defence administration authorities*, *individual elements of supporting forces* and *field elements of the state defence system*.³³ The *territorial defence administration authorities* are public administration authorities (local government bodies, combined and non-combined administration) whose role is to carry out tasks under the general defence obligation at the territorial government level. When performing their defence-related tasks, the authorities incorporate claims connected with the needs of armed forces and claims connected with civil defence, made by the Chief of National Civil Defence or field civil defence bodies. The *field elements of the state defence system* are most often made up of formations and organisations which belong to the non-military defence system subordinate to government administration (e.g. the Police, Border Guard, State Fire Service etc.); the society (properly prepared for tasks connected with general defence), including any pro-defence formations and paramilitaries; emergency infrastructure necessary for the operational preparation of the territory for defence; as well as local and regional, material and technical resources, or elements, of road infrastructure. Finally, the *individual elements of support forces*³⁴ mainly include TDF, established and used for the performance of military and non-military tasks on a local and regional scale. TDF should be supported by field military administration authorities (e.g. Army Recruiting Commands).

In consequence, TDF should function in the state defence system, within armed forces, to create the conditions for the optimal security, support and complementation of the operations conducted by operational forces, as well as to actively perform autonomous military and humanitarian operations in a given area, including, in particular, regular and irregular actions. In these circumstances, the formation plays a vital role in general defence of the country, where the TD

³² *Wojska Obrony Terytorialnej w operacji DD-3.40*, Warszawa 2018, p. 10.

³³ *Ibidem*, p. 10.

³⁴ *Supporting armed forces* are dedicated to supporting the operational forces and to carrying out defensive military activities that are mainly located on the country's territory, in doing which they cooperate with non-military units of the defence system of the country. The latter can consist of the following: TDF units, Military Gendarmerie, organs of military administration, logistics units, stationary medical units, and other stationary care units.

system is an element of military defence,³⁵ its key function being performed by TDF. From a structural perspective, TDF may consist of regional units of territorial forces, subordinate to the highest central command authorities (e.g. TDF Command). TDF, placed in the TD system, are therefore a mass military formation, used for typical military operations as well as non-military operations, involving protective operations, public order enforcement and other activities carried out for the local population or environment.

The creation of TDF is a vital element of national security, as war history clearly indicates that operational forces have never been able to effectively defend national borders on their own. This results from the fact that the state, when preparing for military operations without knowing the date or location of potential aggression, is unable to mobilise armed forces in the selected locations of the expected main attack by a potential enemy. This is also true in the case of providing proper security on the borders and ensuring effective protection and defence of emergency infrastructure against, for example, assault, shock actions or diversion actions and air strikes. Owing to this, TDF units are the only organised branch of military forces that can protect the security of the territory of the country on the borders as well as within them. This is possible due to their mobility, which allows them to mobilise quickly and begin operation when forced to do so by rapidly increasing threat. It may conduct effective armed activities even at the beginning of a military operation, while, concurrently, supporting the mobilisation and manoeuvring of the operational forces. As a result, TDF should be a branch of armed forces equal to operational forces, and it should be a key element within the state defence system, as this system is not simply an institution that is to defend public administration by means of operational forces, but it is a method of mobilising the society to act at the time of peace or war to ensure the security of all citizens.

Consequently, TDF, a mass military organisation belonging to the state defence system, should be perceived as a military foundation of state defence force, whose structure includes the human factor and the capability to use the two remaining advantages constituting state defence force, i.e. space, where the knowledge of defensive advantages of the landscape is used, and irregular actions on a massive scale. It should be emphasised that the knowledge of the terrain can be observed in regular and irregular activities in which TDF may fight effectively, knowing the area and the location of infrastructural facilities, which clearly indicates that they are an important component of the territorial defence system. Apart from this, due to the fact that territorial formations can be mobilised quickly, require relatively low financial support and have considerable

³⁵ R. Jakubczak, *Współczesne...*, *op. cit.*, p. 172.

flexibility in the performance of non-military tasks, TDF is the basic force for conducting humanitarian actions and operations within the assigned regions of responsibility. This proves that TDF is not only a component of armed forces compensating for the absence of operational forces in some parts of the country, but it also conducts military and non-military operations as a mass military formation due to their role within the territorial defence system.

4. THE USE OF TDF IN MILITARY AND NON-MILITARY OPERATIONS

TDF should consist of light units equipped with small arms, mobile anti-tank and anti-aircraft weapons, mortars, mines and obstacles, as well as unarmoured means of transport, assuming that they would not conduct intense, long-term, regular actions when outnumbered by a potential opponent, superior in terms of technology. Cooperation, integration, interoperability and compatibility should be the determinants which impact the effectiveness of the activities carried out by TDF. Compatibility with other branches of armed forces and elements of the non-military subsystem should be implemented in the following activity areas:³⁶

- exchange of information about threats and challenges to security, incidents, disasters and events resembling natural disasters as well as other special circumstances which impact the security of the society or the state defence system;
- combined staff training;
- joint undertakings directed at preventing, responding to and eliminating the effects of crisis situations.

To ensure the successful completion of missions and operations (preventive, stabilisation, crisis or military), TDF will focus on achieving and maintaining the following basic operational capabilities:³⁷

- command capability; ensuring the efficient circulation of information within TDF and beyond it, e.g. in communication with operational and support forces, or with the elements of the non-military subsystem;
- intelligence capability, ensuring the collection of information about the operational environment, potential enemy and military as well as non-military threats;
- assault capability; the ability to exert destructive impact upon the enemy's combat systems and using assault weapons at a particular time and place;
- survival and defence capability, which enables maintaining the unit's own military potential, its long-term utilisation during conducted operations and damage reduction;

³⁶ R. Jakubczak, *Współczesne...*, *op. cit.*, p. 16.

³⁷ *Ibidem*, p. 17.

- logistic backup capability, allowing TDF to create conditions necessary to achieve the planned objectives;
- recruitment and mobilisation capability, ensuring increasing potential and development of TDF, at a specified time and place, to demonstrate determination and will to counter threats;
- training capability, ensuring the proper preparation of TDF to conduct military actions and to develop, preserve and enhance obtained combat abilities.

Owing to its nature, objectives and purpose, TDF should carry out its tasks on the tactical level in strategic defence operations as well as emergency response operations. Its tactical tasks in land operational environment will be *general*, *permanent* and *non-linear*. The *general* nature of the activities stems from the organisation, location and method assumed by TDF units. *Permanence* refers to continued performance of activities regardless of the enemy's instruments of power, lost territory or diminished support provided by other forces. And, lastly, *non-linear* means that efforts should be focused on keeping vital regions and sites, resulting, for example, from the current needs of the operational forces while conducting potential operations. It ensures the optimum use of the operational capabilities offered by TDF to stop and disorganise operations conducted by the enemy.³⁸

On the tactical level, the basic scope of operations conducted by TDF should generally depend on the nature of the main operation³⁹ and depending on whether the operations are to be performed on a territory temporarily captured by an enemy, in direct operation area, or within own or allied forces. As a result, TDF will perform its operations based on the following classification: offensive, defensive, stabilisation and intermediate operations, unconventional operations and operations under tasks performed on behalf of civil authorities. In principle, operations on the tactical level will be conducted within regions of responsibility. Still, when organising such operations, it must be remembered that TDF units act with different intensity, frequency and on a different scale in their assigned regions of responsibility, which may lead to the use of non-standard solutions in terms of creating a command system on the tactical level. This, in turn, proves that owing to the characteristics and scope of operation, TDF units will require properly organised and prepared logistic backup.

³⁸ *Wojska Obrony Terytorialnej...*, *op. cit.*, p. 19.

³⁹ *Main operations* include e.g. *combat operations* (armed struggle), *stabilisation operations* (aimed at ensuring stabilisation, including counteracting rebellions), *peacekeeping operations* and *army activity during peacetime*. (Cf. *Działania lądowe w operacjach połączonych* – DD-3.2(A), Bydgoszcz 2017, p. 16)

The above analysis allows us to define and present the scope of the basic tactical tasks performed by TDF units. The scope of tasks includes the following categories:⁴⁰

- defence, protection and direct shielding of towns, borderlands, traffic routes, transport nodes, country borders and sites important for the achievement of the objectives of a defence operation;
- assault (e.g. ambush, raid), diversion (e.g. explosions, combat armament in an area, destroying or submerging an area, sabotage, disinformation), control (e.g. artillery and rockets, airborne units of land forces, landing operations), personnel recovery (supporting forces assigned to such operations), locating, blocking and isolating air or marine landing; in favourable conditions – also countering and eliminating such operations;
- operational camouflage and engineering development of an area;
- building and crossing fortifications;
- the protection of human life and health;
- eliminating effects of natural and man-made disasters, search and rescue actions;
- reconnaissance in terms of gaining information about the terrain, threats, rocket, artillery and aircraft impact, as well as contamination (e.g. chemical, biological, radioactive), morale and attitudes, or sanitary and hydrological conditions;
- introducing own forces (allied, coalition) in the regions of responsibility, accepting landing operations and airdrops, preparing makeshift landing areas, ensuring freedom of manoeuvre for own forces (allied, coalition) in the regions of responsibility and providing support in training of own forces (e.g. reserves);
- training, consulting, mentoring and partnership.

It seems obvious that TDF should not be seen only as a special, different branch of armed forces, used for specialised tasks, but as a military formation complementary to operational forces, established locally, used on the territorial level, whose scope of tasks is similar to that of operational forces but differs in the scale of operation. The scale of operation depends in the first place on the purpose, organisational structures and the development of the social situation.

The crisis management tasks of TDF will most likely include:

- eliminating the effects of natural disasters (e.g. building temporary dams, helping in firefighting, helping in reaching injured persons, searching for missing persons etc.);
- isolating threatened areas (e.g. during fire, epidemic or technical failure);
- evacuation of people and their property from threatened areas (e.g. during fire, flood or technical failure);

⁴⁰ Based on *Wojska Obrony Terytorialnej ...*, *op. cit.*, p. 20–21.

- providing training and education to the local population (e.g. on behaviour in crisis situations, building up patriotic and civic attitudes, defence training);
- close cooperation with the non-military defence system (e.g. providing training to the public administration, advisory function, support in terms of equipment and human resources);
- traffic control within areas of non-military operations (e.g. ensuring that roads within areas of direct operations are passable, traffic control and maintaining order on roads);
- preparing action plans in case of natural disasters or war with government and local government authorities (e.g. crisis management plans, alternative plans, stock-piling, training);
- preparing shelters and hiding places for civilians (e.g. building shelters and hiding places, converting buildings into shelters, building warehouses for stock-piling);
- preparing human resources for the needs of operational forces (e.g. recruitment, training or organising courses).

It should be mentioned that TDF will also be utilised in case of military operations, including hybrid operations, before armed operations ensue. In such a case, TDF will perform shield and anti-diversion actions within their respective regions of responsibility. However, if a military conflict escalates, TDF's basic task is to prepare defence in the regions of responsibility in the direction of potential threat, participate in mobilisation and operational development by armed forces as well as participate in providing protection when accepting and developing supportive forces (coalition forces). These tasks will usually involve:⁴¹

- preparing the regions of responsibility for defence and achieving readiness to act in accordance with the purpose, including, in particular, to prepare and maintain hiding places and temporary places of stay for TDF;
- providing support for the elements of the non-military subsystem as regards strengthening the protection and defence of the country border, of emergency infrastructure, as well as the sites of key importance for the security and defence of a country and local communities;
- developing the TDF war command system;
- intelligence, demonstrative and deterring actions within the regions of responsibility;
- providing support in the process of mobilisation and operational development of forces, and in undertakings regarding operational camouflage and engineering area development;

⁴¹ *Wojska Obrony Terytorialnej...*, *op. cit.*, p. 15.

- supporting forces assigned to preparing and protecting the arrival of operational and allied (coalition) forces in the regions of responsibility.

TDF will also perform demonstration to increase the deterring effect. The main purpose is to emphasise the will, determination and readiness to solve a crisis situation and to protect and defend independence and territorial integrity of a country by shaping the desired civic attitudes among the local community (e.g. morale, motivation etc.). Apart from the above, TDF will also conduct intelligence operations, directed at collecting and analysing information about threats, potential aggressors, the conditions of operations and other vital issues within the regions of responsibility. Actions performed by TDF in crisis military situations will be aimed at countering sources of threats and ensuring protection against their effects through close cooperation with other branches of armed forces and elements of the non-military subsystem. The main purposes of these actions are: collecting intelligence information⁴² about diversion and preventing it, participating in armed combat against diversion and intelligence (special) as well as sabotage groups, protection of key (from the military or socioeconomic point of view) emergency infrastructure, strategic shielding of the land border of a country, and ensuring the support and room for the manoeuvres of operational forces.

TDF will also perform its tasks on the areas captured and occupied by a potential aggressor. In such a situation, the tasks will usually revolve about diversion and sabotage, and will involve:⁴³

- performing tasks (in strict coordination) for the benefit of operational and support forces by ongoing collection of intelligence information (e.g. directions of movement, location of enemy troops etc.) as well as guidance, fire control and strike impact assessment;
- conducting unconventional actions with the following purposes:
 - » continued lethal and non-lethal impact on enemy forces and administration, weakening enemy's combat capabilities and morale, and preventing them from creating favourable conditions for operational and tactical activities (limiting the freedom of manoeuvre);
 - » creating conditions for the establishment of potential resistance groups and providing support in exerting impact and disturbing action against occupation authorities and forces;

⁴² These exploratory actions are aimed at the identification of the predicted objectives of the enemy, the assessment of their capabilities, the localisation of their bases and hideouts, the detection of diversion forces, approaching and destroying them. These are most commonly realised by patrolling, observation, interception of communications, as well as interviews with the local people, searching of premises, or traffic control.

⁴³ *Wojska Obrony Terytorialnej...*, *op. cit.*, p. 26-27.

- cooperation with operational units (e.g. intelligence units or units which have been dispersed during direct operations and are conducting unconventional activities).

In case of external threat and war, TDF will also conduct tasks related to security and rescue operations. Protection tasks will most often consist in participating in the operational preparation of the territory of a country for war, and maintaining and securing traffic on main traffic routes (e.g. roads or railway routes). Additionally, the scope of tasks will encompass the protection of own areas, as well as that of allied and coalition forces. TDF units will support the Military Gendarmerie, Border Guard, the Police and other authorities responsible for ensuring public order and the security of civilians. Rescue and evacuation actions will be aimed at providing support for the elements of the non-military subsystem and specialised detachments of operational forces in their tasks as regards eliminating the effects of enemy fire in mass destruction areas and use of mass-destruction weapons as well as eliminating the effects of natural and man-made disasters. Additionally, TDF units will be engaged in evacuation operations of the civil population, resources, cultural property and elements of economic potential vital for the defence of a country from areas under threat of war.

CONCLUSIONS

The need to maintain security is one of the basic functions of humanity, falling within the scope of responsibilities of individuals, social groups and entire nations. Without a sense of security humans could not evolve, create organisations, and function within them. Unfortunately, because of their actions (intentional events) and destructive forces of nature (random events) they are not able to maintain this state of security on the highest possible level, as the global and regional security environment has undergone transformations in the last few decades. This, in turn, leads to a situation in which national security is no longer based upon traditional armed forces in case of a potential threat, and necessitated a change of perspective towards state defence systems as regards the use of natural environment, or the advantage of terrain, by the system's military component – namely, TDF – for the purpose of defence. This is particularly important due to the fact that modern armed conflicts involve different measures and tools of attack, including, in particular, military, asymmetric, hybrid, cyber and information operations, and TDF may address those threats.

We can therefore see that TDF should play a vital role in a state security system, owing to the fact that it provides support for operational forces in military and non-military operations, but it can also be used as an armed force, utilising citizens serving in the formation, tactics matching its combat capabilities and light small arms and anti-tank and anti-aircraft weapons in its general, mass activities, and

may thus become an optimal, and, at the same time, necessary military organisation engaging the local society, contributing to using its considerable human potential. This adds to the durability of the forces which helps them make better use of the terrain infrastructure and conduct irregular operations both at the time of a potential assault and during potential occupation by an aggressor, allowing full military use of measures which could not be utilised by operational forces, due to their non-territorial and structurally limited nature (e.g. conducting irregular operations on a mass scale). Moreover, they are a complementary part of military defence, which means that they should not be perceived only as structural competitors of the operational forces, but rather as an interlocking set of elements and actions which constitute a compact military system. The system must function effectively to achieve the common objective – state defence policy, since TDF is the only armed formation which can change a country's defence potential into measurable defence value, in line with the principle stating that it is impossible to defend a country without activating its territory and the local resources.

Weighing up the advantages of the operational forces and the nature of TDF, one might assume that it appears reasonable for all countries to establish TDF within their military structures, as it is better to create small, autonomous and light territorial units who know their regions of responsibility rather than rely on highly structured military units similar to operational forces. This results from the fact that TDF units do not have the same manoeuvre capability as operational forces, considering the fact that such activities undermine the major feature of TDF, namely emotional attachment to their home area within which they are trained and operate, because protection of one's own family, property or parish is the highest good and also a sort of a challenge. Personal approach to defence-related issues should compensate for less advanced equipment and training. What is more, if a region is seized by a potential aggressor, TDF will be able to prepare in a better way for underground operation, while conducting irregular actions in the form of offensive partisan tasks. Low operational availability of the forces may be increased by creating a number of units located throughout the entire territory of a country, with a higher concentration in strategically relevant regions. Another vital feature of TDF is the multiformity of actions, as it has the ability to quickly shift from regular to irregular actions and maintain its organisational structures when a territory has been captured or occupied by the aggressor. This also applies to freeing the territory from the enemy by operational forces. In such a case, TDF will support potential actions of the operational forces both in the military and the socio-political aspect. Lastly, we should emphasise the connection between TDF and territorial structures of a country, including, in particular, cooperation with territorial administration, where the common

feature of the connection is the staff participating in territorial defence, as TDF consists of local volunteers, with the exception of professional soldiers in command staff, familiarised with the training and general mobilisation system, in line with the “always ready, always close” motto.

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