POLISH ARMED FORCES DEVELOPMENT PLANNING AND PROGRAMMING AS A PART OF THE COUNTRY DEVELOPMENT STRATEGY.
Polish Armed Forces Development Planning and Programming as a Part of the Country Development Strategy.

For two years there has been a discussion ongoing about the status of the Armed Forces, their capacities and capabilities to ensure security of the country and its citizens. In March 2016 leaders of the Ministry of Defense (MOD) conducted an audit of these capabilities and Minister Macierewicz presented a dramatic picture of the Polish Armed Forces in the parliament. In the next months the public opinion was informed about the next neglected areas of the previous years and was presented with subsequent declarations of the status’s improvements. The aspects of modernization referred to the Technical Modernization Program, as a part of the Polish Armed Forces Development Program for years ..., were strongly outlined. Only few are aware under what conditions these documents are created and what their value is. If the existing standards and rules had been maintained it would have been a Polish Armed Forces Development Program for 2017 – 2026 together with a Technical Modernization Program as its part.

However, from the formal standpoint, we base our activities on the Program edition 2013 – 2022. Putting aside this methodological chaos it is worth to consider why it is so bad with the Polish Armed
Forces modernization process and why so many projects hasn’t been concluded with new armament systems’ implementation to the Armed Forces. Based on my own experience obtained not only in military units but also during my service in the General Staff as the Deputy Chief of the Strategic Planning Department J-5 and in the MOD as the Director of the Strategy and Defense Planning Department, I concluded that the documents which regulate the issues of the Armed Forces development are too low in terms of their importance and their location in the structure of documents allow limitless interference in them by ministers of defense or military officials, like a chief of General Staff.

Every shift on a position, a new government, a next assignment, is, sadly, connected with a new vision of the armed forces future and, it is to be remembered that we consider here long-term processes which are not concluded in a 4-year time perspective (which is the term of office for a parliament) or a 3-year time perspective (which is a typical officer’s term of duty on a particular position). The last two years confirmed this truth. A remedy for such situation can be seen in the implementation of such regulations which cause that the Polish Armed Forces Development Program and the Technical Modernization Program, in the same way, will become the governmental documents and not, like hitherto, ministry ones. Such a view I prepared together with my that time subordinates in 2012 and it appears that the recommendation is still valid and, it even becomes more important for the future. I am going to “take you through” this way of thinking about a need to implement required changes.

Regulations implemented in the country are connected with the country development policy, the public finance as well as strategic management and they compel changes in current procedures. In 2011, a Director of the Budget Department already presented the Concept of Changes in the Financial System for Tasks Realized by the Polish Armed Forces. He pointed out the need for broader adjustment of the existing solutions in the area of defense planning to new conditions. The key was to include it in the country development planning process.

The defense planning terminology was regulated in the Ministers Council Ordinance dated 15th June 2004 concerning conditions and ways of tasks’ planning and financing conducted within the country defense preparations by governmental and municipal authorities (Dz.U.2007.152.1599) in which, among other issues, there are definitions of:

- defense planning – understood as a way to establish
an execution of defense tasks by governmental and municipal authorities and a utilization of necessary means to achieve these goals, which includes operational planning and defense programming:

and

- **defense programming** – understood as an establishment of defense tasks executed in the peace time, for a 10-year planning period, which starts in an odd year and, is presented in the form of material and financial events to maintain and develop the country defense capabilities and capacities and, to prepare the armed forces, governmental and municipal authorities to act in the conditions of security threats and at war and, budget assessment for these goals.

In the Ordinance it is also pointed out that the defense programming is based on the National Security Strategy (mentioned in the article 4a, paragraph 1, point 1 of the General Defense Obligation Act) and the Ministers Council’s guidelines for the Republic of Poland defense preparations’ programming. The programming assumes a 10-year planning period that starts in an odd year and a project of which is prepared every four years by Minister of Defense, 2 years ahead of its implementation and, is presented to the Ministers Council by the 30th September of an odd year.

Within the defense programming, among other documents, there is the Armed Forces Development Program prepared in accordance with article 4, paragraph 3 of the Act dated 25 May 2001 on Reconstruction, Technical Modernization and the Financing of the Polish Armed Forces.

Definitions from the area of the defense planning, especially concerning the Armed Forces development planning and programming, are also presented in the Minister of Defense Decision dated 2011 – The Polish Armed Forces Development Planning and Programming Methodology in years 2013 – 2022 (General Staff internal publication No. 14/4/2011) – in which it is written that:

- **Defense planning** is the process to shape a development of the National Defense System which enables formulation and achievement of goals in the area of defense and which includes planning, programming and budgeting phases as well as the monitoring and evaluation process and operational planning;

- **Polish Armed Forces Development Planning** is to
define development goals and activities necessary to achieve them in a long time perspective;

- **Polish Armed Forces Development Programming**
  is the process to transpose the objectives included in the development strategy, in its part concerning the Armed Forces, into activities necessary to achieve particular operational capabilities.

Moreover, according to the Methodology, the Polish Armed Forces Development Program elaborated for years 2013 – 2022 was supposed to meet the requirements included in the article 17, paragraph 1 of the Development Policy Rules Act which refer to governmental development programs.

**The legal basis of the Polish Armed Forces development programming**

There are often used descriptions – defense planning system or planning system, including armed forces development programming. However, the existing regulations in a diffuse and implicit way describe a range of duties and responsibilities for defense planning management, including the Polish Armed Forces development planning. There is no common legal foundation which holistically describes the defense planning or country defense system development planning or the Polish Armed Forces planning and programming.

As for today the legal foundation for the Polish Armed Forces development programming is the Act on Reconstruction, Technical Modernization and the Financing of the Polish Armed Forces. In accordance with the article 2 of the Act, **every 2 years the Ministers Council establishes for a 6-years period of time the Detailed Directions for Polish Armed Forces Reconstruction and Modernization** for the next planning period.

The Act explicitly points out to include in the Detailed Directions... the contents of the Armed Forces Key Development Directions and Their Preparations to the Country Defense which are presented for a 10-years planning period by the President based on article 5 of the General Defense Obligation Act.

*The Polish Armed Forces Development Program* is implemented by an MOD ordinance.

A striking factor is a disparity in planning periods’ lengths included in particular documents as well as a lack of regulations concerning ways and time to elaborate the documents which, all together,
are substitutes of the NATO political guideline for a defense planning.

An important part of the planning process is a timeline for the activities which allows to prepare subsequent elements on time and, as a result, to implement the Polish Armed Forces Development Program as a whole before the date when it takes effect. Unfortunately, the programming timeline used in the MOD is not and cannot be connected with the timeline for elaboration and implementation of the proper directive documentation because such the timeline does not exist. In such a situation when a new timeline for a next Polish Armed Forces development programming cycle is under creation it is not possible to point out time when participants of the process might get necessary political guidelines for the planning.

The Polish Armed Forces programming timeline included in the Methodology is not maintained in the part “Political and political – military level”. In the ongoing planning cycle there are documents included in the Methodology which have been elaborated but have not been approved in time, such as: Strategic Defense Review recommendations, National Security System Development Strategy, the Detailed Directions for Polish Armed Forces Reconstruction and Modernization in 2013 – 2018 (in this document there is additionally a disparity between the document’s horizon and the planning cycle). The Armed Forces Key Development Directions and Their Preparations to the Country Defense were disseminated with a substantial delay comparatively to the timeline assumptions. And, as I presented at the very beginning, the next edition of the Program hasn’t appeared at all.

Such a situation causes that the Polish Armed Forces development programming process is conducted against the implemented Methodology and in separation with directive documentation which should be the starting point. It doesn’t help to maintain a high planning quality and its effectiveness and, as a consequence, plans’ realization.

The elements of the country development policy implementation

Last years (since 2009) there are documents implemented connected with:

- Rules of Development Policy Execution Act;
- Management control in the public finance sector;
- Creation of the Poland’s Development Management System – that stress the necessity to:
• elaborate a programming system to ensure the implementation of the development policy objectives,
• implementation of the new strategic documents’ typology and description of their role in the development programming process and their hierarchy and mutual dependence;

- Implementation of the Development Strategy Arrangement Plan and elaboration of nine projects of integrated development strategies, one of which is the National Security System Development Strategy prepared with the MOD participation.

The features of the implemented country development planning system are:

- Acceptance of development policy documents as Ministers Council resolutions (strategies, programs, multi-year financial plan);

- Strategic programming management by:
  • defining objectives (main and sub-objectives);
  • ways of implementation (intervention directions, tasks, sub-tasks, activities and sub-activities);
  • implementation of effectiveness indicators (indicators and a level of success);
  • cost assessment;
  • evaluation in every phase - that means: before realization (ex ante), current (ongoing) and after implementation (ex post);

- Standardization of documents (strategic, development and operational programs);
- Permanent risk management;
- Periodical reporting about objectives’ achievements together with the level of success information.

Logical subsequence of the implemented documents and a cohesion of
planning cycles and periods – multi-year and annual – is to be outlined.

MOD is one of the governmental offices established to realize a described public policy – defense policy. So, it acts, like other offices, under the public administration requirements in 2030 time perspective. The requirements are as follows: a progress in a planning quality, operational efficiency and implementation effectiveness.

I also remind that the North Atlantic Treaty Strategic Concept, accepted in 2010 includes, among other, a declaration of the consequent implementation of changes directed to improve Allied Forces’ efficiency.

The MOD planning, budgeting and execution system (which seems to be connected with the country’s system in the most direct way) is to be seen in this context because it has the immediate reference to the general regulations. It is based on contents of the Public Finance Act and the Act’s implementing regulations (e.g. Minister of Finance Ordinances) which are specified in MOD subsequent decisions on planning and budget execution in the MOD. They include regulations which specify the budget creation process, officials’ rights and detailed ways to spend the budget.

Country development policy and the Polish Armed Forces development programming

Nowadays, in the area of the Armed Forces development planning we deal with the organized system of the country development planning from one side and, with vague relations among directive documents which influence the Polish Armed Forces development programming from the other side. These documents are prepared based on different Acts, they have different time horizon and, there is no clearly defined time when they should be implemented. There is no explicit information either in Acts or in implementing regulations which would specify a way, range and time when these documents are to be disseminated.

The legal regulations on The Polish Armed Forces development programming have been elaborated in different moments of the country and MOD and the Armed Forces’ function, in time of defense independence and under NATO membership influence and, later, under EU impact. Today we deal with the next issue which is to connect the Armed Forces development programming or, from the broader perspective, defense planning with the rules of development policy.

Exclusion of the defense planning together with the Armed Forces development planning from the rules of the development policy results in difficulties to implement activity-based budget rules in
MOD and troubles to prepare and present arguments to support the needs of the Armed Forces development when a multi-year fiscal plan is put together by the Ministers Council.

The MOD and the General Staff noticed a need to include the Armed Forces development planning in the whole country development policy what is depicted in The Polish Armed Forces Development Planning and Programming Methodology in years 2013 – 2022 by pointing specific Acts as the Armed Forces development programming legal foundations. They are as follows:

- the Rules of Development Policy Execution Act;
- the Act on Reconstruction, Technical Modernization and the Financing of the Polish Armed Forces;
- the General Defense Obligation Act, and
- the Public Finance Act.

According to the contents of the Methodology the Polish Armed Forces Development Program for 2013 – 2022 was supposed to meet criteria included in the Article 17, paragraph 1 of the Rules of Development Policy Execution Act which refer to the governmental development programs.

Conclusions

To sum up – the analysis of the contemporary defense planning as well as the Polish Armed Forces development planning and programming status reveals some competency imperfection and inefficiencies.

The reasons for such assessment are as follows:

- changes in legal regulations which effect the Polish Armed Forces development planning and programming connected to the implementation of rules concerning country development planning and budgeting in the activity-based reality. The implementation of the activity-based budget (the Public Finance Act) requires changes in the defense planning system. It refers to changes in: organization, range of plans utilized, planning procedures and methods,
- the definitions and terms included currently in the national defense planning are only partially coherent with the ones used in NATO and EU. The key tools for the Polish Armed Forces development management process, e.g. functions, tasks, sub-tasks'
The goal of the proposed changes is to include defense planning and programming in the country development policy. To achieve such a goal requires a great organizational effort and engagement of personnel from many structures.

The direction of the suggested changes is to increase both quality and efficiency of the MOD actions in the area of the strategic planning (long and medium term) which would include modern management methods in accordance with the standards of the country development planning and, in the same time, would separate day to day activities and defense planning.

Nowadays, the Polish Armed Forces development programs are corrected many times (it happens that the first annex is introduced just after the program implementation and sometimes changes are included in the program when a detailed solution has already been implemented).

The Polish Armed Forces development planning and programming incorporation in the frame of the country development policy will allow to strengthen the Polish Armed Forces Development Program as a Ministers Council document. It will better the financing stability of the development tasks and increase the program's immunity from changes.

Elaboration and implementation of new solutions should be completed before the next planning cycle starts. As a result, to avoid frictions and delays, some intermediate solutions should be envisioned.
Defense planning should be linked with a country development planning and the Polish Armed Forces development planning should be included in the rules of the development policy.

It would mean:

- to ensure specific objectives, measurable and specified in time and, to present a method to assess the success with planning, programming and budgeting tools and methods;
- to utilize methods which allow to analyze a cost – effect relations – the currently used program format does not allow to monitor implementation progress (and progress assessment at any phase), cost and desired results’ estimation (a level of progress is assessed in relation with a corrected and not initial version of the plan);
- to monitor program implementation and its evaluation what means to analyze and assess choices of general intervention directions specified at the programming phase;
- to include in the Armed Forces development programming process other governmental branches which should co-implement these plans like, e.g. Ministry of Development, Infrastructure, Health, Science and Higher Education and so on;
- to utilize objectively the country budget not only in its defense part.

The acceptance of such recommendations can guarantee a stability in the implementation of tasks described in the Operational Programs. The engagement of other governmental branches cannot be seen as a way to take over their competencies but it would be an act of transparency and coherent activities of the country in terms of the defense capabilities’ buildup. Predictability of the process would also allow to conduct long-term foreign policy in terms of the Armed Forces capabilities’ declarations. Poland would become a reliable Alliance’s member and partner in bilateral relations and the position of a regional leader would be regained.

However, the most important is that the stability of the Polish Armed Forces modernization process directly influences Poland’s security.
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