

# THE DEFENSE PLANNING SYSTEMS AND THEIR IMPLICATIONS

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**Abstract:** *Defense planning in the Alliance is a fundamental element of the arrangements which enable its member countries to enjoy the crucial political, military and resource advantages of collective defense and other common military efforts to enhance security and stability. In this respect, the aim of this paper is to outline the role of the Armed Forces and the specific processes aiming to achieve the ultimate goal of a nation regarding national security, with focus on defense planning and the PDPS.*

**Key words:** *NATO, defense planning, PDPS, defense resources management*

## 1. THE IMPLICATIONS OF NATO AND NATIONAL DEFENSE PLANNING SYSTEMS FOCUSING ON THE ARMAMENT DEVELOPMENTS

National security is the requirement to maintain the survival of the nation through the use of economic, military and political power and the exercise of diplomacy. Measures taken to ensure national security include:

- using diplomacy to rally allies and isolate threats
- marshalling economic power to facilitate or compel cooperation
- **maintaining effective armed forces**
- implementing civil defense and emergency preparedness

measures (including anti-terrorism legislation)

- ensuring the resilience and redundancy of critical infrastructure
- using intelligence services to detect and defeat or avoid threats and espionage, and to protect classified information
- using counterintelligence services or secret police to protect the nation from internal threats

Dealing with defense planning I would like to focus on the role of the Armed Forces and the specific processes aiming to achieve the ultimate goal of a nation regarding national security.

The definition of that phenomenon is the following: *“The armed forces of a country are its government-sponsored defense, fighting forces,*

*and organizations. They exist to further the foreign and domestic policies of their governing body, and to defend that body and the nation it represents from external aggressors.”[1]*

What to do next, if we have clear goals, objectives, we have the tools, which are the Armed Forces? We should structure the challenges, the goals, the objectives, the tools and the required resources into one process, which is called Defense Planning. We can do that nationally, or participating in a defense organization, it does not matter, the end of the day this very important activity should be done.

### **1.1. NATO DEFENSE PLANNING PROCEDURE (NDPP)**

There exists an organization called NATO which was made up of many different Nations and, in an attempt to find out what resources amongst these Nations so that it could better prepare for all eventualities, it invented a process called ‘Defense Planning.

Defense planning in the Alliance is a fundamental element of the arrangements which enable its member countries to enjoy the crucial political, military and resource advantages of collective defense and other common military efforts to enhance security and stability. It prevents the re-nationalization of defense policies, while at the same time recognizing national sovereignty.

### **1.2 AIM OF NDPP**

To provide a framework within which national and Alliance defense planning activities can be harmonized to meet agreed targets in the most effective way. It should facilitate the timely identification, development and delivery of the necessary range of forces that are interoperable and adequately prepared, equipped, trained and supported as well as the associated military and non-military capabilities to undertake the Alliance’s full spectrum of missions. [2]

#### **The Process Consists of 5 Steps**

1. Establish Political Guidance
2. Determine Requirements
3. Apportion Requirements and Set Targets
4. Facilitate Implementation
5. Review Results

Although basic process is cyclical, some elements can occur at different frequencies and Step 4, exceptionally, is a continuous activity.

Previous Defense Planning Process was a cyclical process with **three major stages:**

- The Defense Requirement Review (**DRR**) to determine the required capabilities and subsequent shortfalls,
- The Force Goals (**FG**) process that apportioned goals to Nations (or to NATO organizations and looked for common funded solutions);
- And the feedback element, the Defense Review using Defense Planning Questionnaire (**DPQ**)

This Defense Planning Process dealt with **mid-term** capability requirements (2 to 10 years).

The “old” Defense Planning process had several deficiencies. The most important had to do with inconsistent application of guidance in the different planning disciplines and domains, lack of oversight and control, lack of responsiveness to ongoing operations, lack of sufficient harmonization and coordination between the different planning disciplines.

To resolve these shortcomings, the NATO Defense Planning Process has been developed and was agreed in Apr 2009. The Outline Model of this NDPP consists of five main functions or steps which are generally sequential and cyclical (4 year cycle with bi-annual elements) in nature:

**Step 1:** Establish a single top level political guidance;

**Step 2:** Determine on this basis one set of required capabilities as input for all defense planning domains;

**Step 3:** Apportion the requirements and set targets to nations, individually, multi-nationally or collectively.

**Step 4:** Facilitate the implementation. This is a continuous activity which seeks to acquire the required capabilities by monitoring and encouraging national implementation, by facilitating and supporting multinational implementation and by executing collective implementation.

**Step 5:** Review the results. This seeks to examine the degree to which

the requirements have been met, to assess the ability of NATO to meet its ambitions, and to offer feed-back and direction for the next cycle of the Defense Planning Process.

The NDPP focuses on mid and longer term capability development, and remains responsive to urgent requirements from current operations.

Generally speaking, the aim of defense planning is to provide a framework within which national and NATO defense-related planning can be harmonized so as to meet the Alliance’s agreed requirements in the most effective way. In other words, defense planning seeks to ensure that the Alliance has the requisite forces, assets, facilities and capabilities to fulfill its tasks throughout the full spectrum of its missions in accordance with the Strategic Concept. As such, it covers both NATO’s own capabilities and those of Allied countries.

In specific terms, defense planning encompasses seven different planning disciplines. There are three primary disciplines: **force**, **resource** and **armaments planning**; and four supporting disciplines: logistics, nuclear, C3 (consultation, command and control), and civil emergency planning.

Defense planning is also related to other disciplines, such as air defense planning, standardization, intelligence, operational planning, and force generation. Most of these disciplines are conducted with the participation of all Allies, under the aegis of the North Atlantic Council and the Defense Planning Committee.

### 1.3. THE DEFENSE PLANNING DISCIPLINES

- Force planning

Force planning deals specifically with providing NATO with the forces and capabilities from members it needs to execute its full range of missions, in accordance with the Alliance's Strategic Concept. In essence, it seeks to ensure that Allies develop modern, deployable, sustainable and interoperable forces, which can operate abroad with limited or no support from the country of destination.

The force planning process is based on three sequential main elements, namely **political guidance**, **planning targets** and **defense reviews**. Political guidance sets out the overall aims to be met, including NATO's Level of Ambition that establishes in military terms the number, scale and nature of operations that the Alliance should be able to conduct. Planning targets include both a detailed determination of Alliance requirements and the setting of implementation targets to fulfill those requirements. Defense reviews provide a means to assess the degree to which the planning targets are being met.

- Resource planning

The large majority of resources are national. NATO resource planning aims to provide the Alliance with the capabilities it needs, but focuses on the elements that are joined in common funding, that is to say where members pool resources within a

NATO framework. In this regard, resource planning is closely linked to operational planning, which aims to ensure that the Alliance can fulfill its present and future operational commitments and fight new threats such as terrorism and weapons of mass destruction.

**There is a distinction to be made between joint funding and common funding:**

Joint funding covers activities, managed by NATO agencies, such as the NATO Airborne Warning and Control System and NATO pipelines;

Common funding involves three different budgets: the **civil budget**, which covers the running costs of NATO headquarters; the **military budget**, which essentially covers the running costs of NATO's integrated military command structure and the NATO-wide communication and air defense networks; and the NATO Security Investment Program (**NSIP**) that covers core NATO-wide investment requirements for communication systems, air defense systems and core networks of airfields, fuel supplies and command structures. The military budget and the Security Investment Program also support the theatre headquarter elements of crisis response operations.

Relatively speaking, these budgets represent a small amount of money, but they are key for the cohesion of the Alliance and the integration of capabilities. NATO's military common-funded budget represents 0.3 per cent of the combined defense budgets of Allied members.

- Armaments planning

Armaments' planning is one of the main constituting elements of NATO's defense planning process. It aims to support the Alliance's military and political objectives, as well as its capabilities, and focuses on the development of multinational (but not common-funded) programmes. It does this by promoting cost-effective acquisition, co-operative development and the production of armaments. It also encourages interoperability, and technological and industrial co-operation among Allies and Partners.

- Logistics planning

In NATO - as is the case at a national level - logistics planning is an integral part of defense and operational planning. It aims to identify the different logistics capabilities that need to be acquired by members and NATO to support the NATO and national Level of Ambition.

- Nuclear planning

To preserve peace and prevent coercion and any kind of war, the Alliance will maintain for the foreseeable future an appropriate mix of conventional and nuclear forces based in Europe. Both elements are essential and cannot substitute one for the other.

- C3 planning

The effective performance of NATO's political and military functions requires the widespread utilization of both NATO and national Consultation, Command and Control (C3) systems, services and facilities,

supported by appropriate personnel and NATO-agreed doctrine, organizations and procedures.

- Civil emergency planning

NATO civil emergency planning is a small scale, but relatively wide-ranging activity that touches on different aspects of civilian and military planning and operations. Its main roles consist of civil support for military and crisis response operations, support for national authorities in civil emergencies and the protection of civilian populations. It also focuses on improving civil preparedness for possible attacks with chemical, biological, or radiological agents. In sum, civil emergency planning aims to coordinate national planning activity to ensure the most effective use of civil resources in collective support of Alliance strategic objectives.

- Related disciplines

There are a number of other related disciplines, which are closely linked to the defense planning process. These include air defense planning, standardization, intelligence, operational planning, and force generation.

## **2. THE HUNGARIAN PORTFOLIO DEFENSE PLANNING SYSTEM (PDPS)**

The Portfolio Defense Planning System was launched for trial in 2004, and introduced in 2005. Since then the System has been developing with success but it is not finalised yet. It is still undergoing

significant transformation as well as the collective defense planning procedure.

The National Security Strategy and the National Military strategies provide the solid basis for the development of Military Strategic Concepts. This is a very good approach since from the global situation, through the specific goals and objectives we can go to the specific tasks and missions necessary to plan in response to the challenges.

### 2.1 THE MAIN GOALS OF INTRODUCING THE SYSTEM WAS:

- To harmonize the planning process from Strategy to Budget;
  - To integrate the capability (military) and economic planning;
  - To enhance the effective allocation of resources;
  - Identification of the necessary long-term requirements to the HDF and NATO.
  - Restructuring of the armed forces in such a way, that it will provide a more cost effective sustainability and to support the development of the planned capabilities for the HDF.
  - Focusing on the programs, which improve the life- and working conditions.
  - Focusing on the establishment of an advanced, expeditionary force by developing the new capabilities. Pushes capability improvements in order to meet the requirements.
- Also taking attention for the niche capabilities in order to reduce the shortfalls of Alliance.
  - One of our most important goals is to contribute to peace-support operations more effectively by concentrating forces according to our interests and meeting greater professional challenges.
  - Enhances interoperability mainly for the contributed forces in order to meet the due requirement of NATO.

**Objective** of the PDPS is to develop and maintain a deployable and sustainable defense force in accordance with basic security and defense policy documents.

**Mission** of the PDPS is the long- mid- and short-term planning of the development, operation and maintenance of required military (defense) capabilities.

### 2.2 THE STRUCTURE OF PDPS

The PDPS has **four** pillars; the Strategic Guidance Subsystem, the Capability- and Mission Planning Subsystem; the Resource- and Cost Planning Subsystem; and the Budgetary Planning Subsystem.

The **Strategic Guidance Subsystem** provides political guidance as a basic input for the definition of required military capabilities, summarizes requirements for the forces, and prioritizes capability-requirements based on the Government's objectives. This subsystem produces Hungary's level of ambition for participation in military missions and issues the Ministerial



Guidance for Defense Planning.

The **Capability- and Mission Planning Sub-system** is responsible for the short-, mid- and long-term force planning; the development of capabilities required by missions and tasks. This sub-system identifies force structure and operational requirements, and elaborates mission- and capability indicators required for resource planning. In cooperation with the Strategic Guidance Sub-system, this sub-system elaborates options for force development and armament and equipment programs required for capability improvements.

The **Resource and Cost Planning Sub-system** is designed for costing of options elaborated by the Capability- and Mission Planning Sub-system, and for allocation resources to the whole spectrum of activities of the defense portfolio. During this process, the sub-system, in cooperation with Strategic Guidance and the Capability- and Mission Planning Sub-systems, strikes a balance between the available and required resources.

The **Budget Planning Sub-system** is designed for deriving the yearly budgets based on the approved short- and long-term force plans; to form the mission oriented budgetary needs to budgetary estimations, to prepare the budgetary presentation for the Parliament, to pursue backward planning based on the budget appropriations of the portfolio and documentation of the execution of the approved budget. A further task of the Sub-system is the

supervision of elementary budgets, and planning of budgetary provisions of tasks under the authority of the Sub-system.

### **2.3. MANAGEMENT OF THE PORTFOLIO DEFENSE PLANNING SYSTEM**

Operation of the Strategic Guidance Sub-system is supervised by the State Secretary for Defense Policy, and is the responsibility of the MoD Department for Defense Policy.

The work of the Capability- and Mission Planning Sub-system is supervised by the Chief of Defense Staff and is the responsibility of the MoD Force Planning Department.

Operating the Resource and Cost Planning Sub-system is controlled by the State Secretary for Defense Planning & Infrastructure and is the responsibility of the MoD Defense Planning Department.

The Budget Planning Sub-system is controlled by the State Secretary for Defense Planning & Infrastructure and is the responsibility of the MoD's Economic and Financial Agency.

The defense planning process contains the national and alliance expectations, goals and objectives for the defense and for the necessary forces. It is really general in term of long term period, but very specific regarding the guidance for the planning period, which is currently a 10 year period.

- **Determination of capability needs:**

The determination of the

military capability needs will be the bases for the establishment of the capability development directions and objectives. It takes into account the current state of the Armed Forces and the ongoing development processes. The output of this phase is the Proposal for the capability development for the Armed Forces. Ideally this proposal should contain the suggestions for the plans of the capability/organization development, its main tasks, priorities, timing and proposals for programs and the necessary resources.

- **Determinations of the 10 year goals and the necessary resources:**

The development of the plan is executing in two phases. During the first phase the design of the plan is developed with different kind of options. The decision makers (Ministry of Defense) can chose one option and the detailed plan will be developed according to that intention.

- **Planning of the implementation:**

The approved 10 year strategic plan is the bases of the development of the short term detailed planning activities. Taking into account the annual approved budget and the prognoses for the next year, very detailed short term plans are developed (annual and 1+n year plans).

- **Analyses, evaluation:**

During the planning and the implementation phases it is really necessary to evaluate the situation, the analyses of the percentage of the implementation and reviewing the

harmony between the objectives and the execution. This feedback can be an input for the next year's plans or if it is necessary it can be the cause of an adjustment.

The defense planning is a very broad area and also it is a very responsible and vital activity in terms of providing national and international security. Based on the goals and objectives envisaged in the NSS and the NMS, experts should think and work a lot to achieve those objectives.

The financial resources available are very important because without the necessary support the plans remain plans and the implementations change into dreams.

## REFERENCES

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