

THE EVOLUTION OF THE SYSTEMIC EVALUATION WITHIN THE MILITARY ORGANIZATION

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In the military system, the control-evaluation function has taken on several aspects that increasingly distinguish the military body from other organizations in the society. This function is visible throughout the military system, on all its levels, but with some obvious particularities related to hierarchy, directionality, continuity, focus, purpose and objectives, professionalism and realism. In the Romanian Armed Forces, the control and evaluation activities have evolved conceptually, together with the stages of pre-accession to NATO, as continuous, increasingly necessary activities, which involve reviews and analyses, with the aim of establishing the level of pre-specified objectives fulfillment, in order to apply corrective measures and eliminate possible shortcomings. The evolution of control and evaluation in the Romanian military system has been gradual and has been closely related to the evolution of the military body, both from a doctrinal and a structural-organizational point of view, especially after 1990.

Key words: *control and evaluation, normative framework, integration, reviews, systemic evaluation*

1. INTRODUCTION

The military system has created, developed and perfected its own control-evaluation system. This is represented by specialized structures and norms, which respond to the demands and requirements of the central public authorities in this field, and it includes the structures of internal managerial control, internal audit and, why not, the anti-fraud structure (for the investigation of corruption and fraud among staff assigned to positions in the structures of the Ministry of National Defense and in the structures under its

subordination or, as the case may be, in its coordination). In addition to these, the Control and Inspection Corps also operates, completing the picture of the structures intended to implement the evaluation-control policies in the military system.

We remember, however, that prior to the 1990s, control in the military system was subordinated to state control, as an ideology, and, as action -it was materialized especially through rigid actions, both as planning and as results, which were usually completed by qualifications, accompanied by punitive, administrative and

sometimes even prosecution measures.

With the integration into NATO (2004) and then into the European Union (2007), the entire Romanian society discovered that the control-evaluation function has new values and connotations, more or less different from those previously known, from the communist era. Basically, what fundamentally distinguishes the current stage of Romanian society development from the one before 1990, is the acceptance and implementation of a new philosophy regarding the implementation of public policies [1] and the evaluation of their outcomes.

In fact, by integrating into the Euro-Atlantic structures, Romania adhered to the global NATO and the EU strategy, which entailed the conception, application, evaluation and reporting of the results of public policies that were carried out within a period of time known as "strategic planning and programming cycles".

2. THE CONCEPTUAL AND OPERATIONAL EVOLUTION OF EVALUATION IN THE ROMANIAN ARMED FORCES

In its evolution, the Romanian Armed Forces strove to build a structure compatible with the requirements of the era, designed to face the challenges imposed by the risks and threats of the time, led by commanders which were capable of

fulfilling the assigned combat missions.

Like any complex system, which makes up an organized whole, the Ministry of National Defense represents a set of elements (forces, principles, rules, etc.), dependent on each other and interrelated, which organizes the field of military thinking, participates in the regulation of activities in the field of national security and defense and makes their orderly transposition in practice work according to the intended purpose.

In order to substantiate the decision making process and achieve functional interdependency at the level of the ministry, as well as at the level of all NATO structures, an interface between the management and the subordinate structures was and is necessary, an interface that would ensure a real, unbiased and transparent system evaluation, that would be the barometer providing real data and come up with viable and timely proposals aimed at correcting the multitude of problems the military system faces.

The evaluation activity highlights the important vector of the managerial process of the military body which, performed with professionalism at all levels of the hierarchy, ensures the foundation of a beneficial leadership act for the optimal functioning of the system.

2.1. The current legal framework regarding the systemic evaluation of the military body

From the institutional perspective, the issue of control and evaluation in the Ministry of National Defense is related, relatively recently, to the re-establishment of the General Inspectorate of the Ministry of National Defense [2], in 1994. However, this aspect did not exclude the control activities in the army units, carried out by the General Staff, especially on the operational line.

Starting from 1998, the General Inspectorate of the Ministry of National Defense directed its efforts towards the elaboration and finalization of a new regulatory framework regarding control and evaluation in the Romanian Military System [3], which included new regulations, experienced during the years 2000-2001.

Through this approach, a unitary, integrated and operational system was designed for the evaluation and self-evaluation of military structures, which also allowed the definition of the real and objective state of their ability to fulfill the missions for which they have been established.

Simultaneously with the completion of the legal framework regarding the control and evaluation in the Romanian Armed Forces, the General Inspectorate of the Ministry of National Defense also worked on the conceptual operationalization of the "state of the armed forces" issue, as well as that of the "state of a military structure".

The transformations produced in the military system, especially as a

result of the implementation of concepts regarding force structure projections, new defense planning concepts, etc. determined that decisions at the top level of the military system should be based on real data and information regarding the state of the military structures and the military system as a whole.

For these reasons, it was necessary to rethink and harmonize the institutional control and evaluation system, based on which the state of the army can be defined and evaluated.

Thus, a concept compatible with the one practiced in the armies of NATO member states for assessing the state of the military system was designed and operationalized. It included a set of status indicators, which, subject to a quantification process, could provide decision-makers with data and information regarding the situation in which, the military structures and the army as a whole are at a certain moment.

Within this systemic concept, as in the evaluation systems of modern armies, information on the state of the military body is the result of two levels of analysis: the first concerns the state of units and large units, based on control, inspections and self-assessment [4] reports of commanders the respective units and the second, which aims at the systemic assessment of the ability to fulfill the directions of action and military objectives, embodied in plans and programs, based on the measurement of the

achieved performances and their comparison with the initially established values and standards.

From the study of specialized literature, but also as a result of the exchange of experience with structures with similar attributions in some modern military systems, where determining the state of the military body was a common practice, the Inspectorate proposed and established a series of state indicators, which should be taken into account when determining its condition. These indicators mainly targeted: the management of the military system, the operational potential of the forces [5], the morale of the forces, military discipline, the the military personnel's health, the equipment and infrastructure and the international agreements / operational partnerships necessary to cover security needs.

At that time, these multidimensional indicators also represented the important basic elements of the system of integrated defense planning policy, the essence of which is that the planning, programming, budgeting and evaluation of human, material and financial resources intended for the army is carried out on long term, in an integrated concept, based on programs.

Most of the times, in the military system, the emphasis is on technical considerations, in most fields of activity. The issue of evaluation was no exception, so it was and it is easier to summarize the result of quantitative

components evaluation and it is more difficult to analyze and synthesize on qualitative components.

Starting from 2001, the Inspectorate of the Ministry of National Defense consolidates its expertise function, through which the Minister of National Defense exercises his specific tasks of control and evaluation of the activities carried out in the military system, in all areas of administrative and operational management. Thus, the Inspectorate was appointed to carry out the entire control and evaluation activity.

In 2004, as a result of joint analyses carried out with the General Staff, the Inspectorate took over only the level of systemic evaluation of the military body, succeeding, at the same time, in promoting and approving a new legal framework regarding the evaluation system through inspections in the military system [6]. On this occasion, it was also established that the evaluation activity continues to be managed and monitored by the Inspectorate of the Ministry of National Defense, through the "Organizational Program of Inspections (POI)" [7], a document that is drawn up and approved by the Minister of National Defense in each year of training.

In order to operatively pursue the competences assigned to the Control and Inspection Corps, as well as to increase the efficiency of the specific activities performed for the coordination of planning and monitoring of inspections and controls

in the Ministry of National Defense, it was requested, based on the Order of the Minister of National Defense no. M 183 of 2005 [8], the development of an IT application whose purpose was to generate the Organizational Plan of inspections and controls, mentioned in art. 15, para. (1) from the Instructions regarding the planning, organization and execution of inspections and controls in the Ministry of National Defense, approved by Order of the Minister of National Defense MS 56 from 15.06.2015.

The main effect of this legislative act is to create the necessary conditions for all the central structures, the general staffs of the armed forces' categories and the headquarters' commands to be contained in a unitary database, which can be consulted by the personnel with leadership positions from all echelons, for the purpose of systemic assessment of the military body and improving the inspection and control activity in the Ministry of National Defense.

Thus, according to the order of the head of the Control and Inspection Corps [9], the IT application for the management of inspections and controls in the Ministry of National Defense-InsCon, intended for the computerization of the management of inspection and control activities, planned at the level of the central structures and those subordinated or coordinated, went into operation them, which form the basis of the annual

development process of the Organizational Program of Inspections and Controls within the Ministry of National Defense, hereinafter referred to as POIC.

At the same time, the competences regarding the types of inspections that are carried out in military structures were separated and established by the instructions of the Inspectorate of the Ministry of National Defense and of the General Staff [10]. There has been a clear separation between the precise structural evaluation (control) process of the military structures, managed by the General Staff (SMG) and its subordinate echelons, and the system evaluation, regarding the fields of operation of the military body [11], managed by Inspectorate of the Ministry of National Defense.

The fact that the Inspectorate of the Ministry of National Defense managed to state the interdependence relationships between control and system evaluation and conceptually separate the system evaluation from the structural one, demonstrated the ability of this military structure to adapt and the rapid integration into the complex of Euro-Atlantic military values.

The ongoing reform of the military system in recent years has not bypassed this segment of activity, so that in 2007, the Inspectorate of the Ministry of National Defense (IMApN) unified with the Control Corps and formed the Control and Inspection Corps (C.Ctrl.Insp.). This moment represented another stage in

the conceptual development of the system evaluation of the military body, when this activity became the general mission of the Control and Inspection Corps. Thus, the areas of competence that reflect the general mission of the Control and Inspection Corps [12] were established, the most relevant ones being:

- the systemic evaluation of the policies, programs, processes, structures and resources assigned according to the approved plans;
- identification of data and information regarding the state of the military body in the assessed fields of activity and the promotion of solutions/proposals for correction addressed to the Minister of Defense, in support of the decision-making cycles;
- management of evaluation activities planning (inspections, controls) within the military body.

Together with the aforementioned transformations, the field of system evaluation and structural evaluation of the military body also experienced requirements regarding intrinsic modernization. Thus, year after year, the inspection and control activity focused on supporting the military leadership in order to fulfill the commitments with NATO, simultaneously with the fulfillment of the objectives, tasks and responsibilities planned for the stages of the process of implementation of the Romanian Armed Forces Transformation Strategy.

The most important development directive in this field was the one provided in the Transformation Strategy of the Romanian Military Forces (approved in 2007) and had as its basic objective the optimization of the "systemic and structural evaluation process and its effective connection to the transformation of the Romanian Armed Forces" and "the systemic and structural evaluation will aim to identify the status and evolution of the planned parameters of the transformation process and will provide the data and information necessary to certify the correction decisions".[13]

Being aware of the importance of the systemic and structural evaluation function, in support of the leadership exercised by the Minister of National Defense and as one of the elements for substantiating his decisions, through the concrete activities carried out by the Control and Inspection Corps and by the General Staff, so far most of the requirements established in the Transformation Strategy of the Romanian Armed Forces have been fulfilled.

2.2. References of transformations in the field of control and evaluation

The transformation of the Romanian Armed Forces [14] was conceived in relationship with the NATO transformation process. In the conditions of the transformation of forces, concepts and capabilities, the pragmatic document available to the

decision-makers through a consolidated military vision, regarding the future shape of the force structure and the capabilities necessary to fulfill future missions, was the Transformation Strategy of the Romanian Armed Forces, which represents the medium and long-term vision regarding the size, training and endowment of the Romanian Armed Forces, in order to participate in future operations. The adopted and designed concepts and capabilities were translated into requirements and plans through the defense planning process in accordance with NATO standards.

The purpose of the transformation of the Romanian Armed Forces was to create a modern, downsized, professionalized, adequately equipped, deployable, interoperable force structure, with self-support and multidimensional protection capability, with a flexible leadership, which, based on optimal information and data, can make decisions in a short time.

The materialization of the general objective of the transformation process will be supported by the fulfillment of the 17 objectives, among which "the optimization of the systemic and structural evaluation process and the effective connection with the transformation of the Romanian Armed Forces".

Moreover, during the third stage, that of full integration into NATO and the European Union (2016-2025), one of the objectives of the transformation process was "to focus systemic and

structural evaluation activities on the process of endowing and modernizing with technology and equipment".

In the field of "systemic and structural assessment", the transformation of the structure intended for planning, execution and completion of systemic and structural assessment activities aims, during the three stages of the transformation, to achieve the following general requirements:

- determining the correctness of the implementation of policies and the development of plans and programs initiated within the main areas of activity of the military system, in direct connection with the main directions of action established by the Strategy for the Transformation of the Romanian Armed Forces, in order to identify possible dysfunctions / deviations from the planned / foreseen parameters, to establish the causes and to promote solutions / remedial recommendations necessary for leading the military institution;
- creating a modern, efficient, credible, specialized multidisciplinary systemic and structural assessment structure;
- amplifying the catalyst role in the development of the cycle: decision-planning-execution-evaluation-correction.

The establishment of the systemic and structural evaluation structure aims to create a modern, professionalized entity, with an increased degree of adaptability, an efficient, multidisciplinary expert

structure, through which the Minister of Defense can exercise their attributions of evaluating the specific activities of the military body, the results of which develop the data and information support necessary to substantiate decisions and to manage the planning and implementation of all inspection activities in the Romanian Armed Forces.

The system evaluation in the Romanian Armed Forces practically started with the entry into force of the "Instructions regarding the general inspector's planning, organization, execution and completion of inspections" - approved by the Order no. M 120 / 2004 of the Minister of National Defense. Initially viewed with skepticism, and even considered difficult to implement, they brought scientific arguments and elements, algorithmizing and periodizing the actions of the structures involved, in the inspection act, at different stages, starting from the first stage, that of planning and up to the identification of malfunctions and the monitoring of the fulfillment of the measures intended to lead to the desired system correction.

In approaching this new philosophy [15], one started from adopting new principles, according to which the inspection was to have a collegial, working character, for the joint identification, by the inspectors and the inspected, of the solutions necessary to eliminate the problems found in the investigated structure. In fact, the new normative framework

allowed for a true metamorphosis of the inspection, its transformation from a formal act into a participatory process of real understanding of the achievements and dysfunctions of the inspected structures, which allowed an objective and effective evaluation of their activity.

Conceived in a deeply pragmatic manner, the instructions established the algorithm and "steps" of the inspection process, offering, in numerous annexes, models of documents that had to be used during the activities. Their modernity attracted the appreciation of our foreign partners and even frequent requests for presentation, explanation, provision, as a particularly useful tool for the proper functioning of the military systems, on their way to restructuring and democratization.

Thus, the legal act regulating the evaluation activity gave confidence to all those inspected, favored teamwork efficiency, streamlined the inspection times and allowed the development of other related actions, intended to lead to a better knowledge of the personnel's morale, to strengthen cohesion and morale which are vital to any military defense system.

Moreover, starting from 2005, the evaluation activities carried out by the Inspectorate of the Ministry of National Defense were more and more complex and included a wide range of fields of activity, related to the restructuring and modernization plans and programs carried out after 1999 in the Romanian Military System.

In the context of the military system reform, in 2007 the Inspectorate of the Ministry of National Defense merged with the Control Corps, forming a new structure, called the Control and Inspection Corps. From this moment, the second stage in the conceptual development of the system evaluation of the military body began, an activity that also became the general mission of the Control and Inspection Corps, a natural evolution viewed from the perspective of the responsible employment of resources and a tool through which the Minister of National Defense can fully exercise his leadership functions.

The new control and inspection structure, simultaneously with carrying out tasks on the line of its own transformation, in the conceptual, organizational and action plans, planned, organized and carried out mission-specific activities in support of achieving the objectives of the military system transformation process on short, medium and long term, being able to ensure:

- conceptually: adapting and improving the legal and methodological framework regarding planning, organizing, conducting and finalizing evaluations, in accordance with the process and stages of transformation of the Romanian Armed forces;
- organizationally: creating a modern structure that is capable to adapt to the process of the transformation of the army, efficient, credible and

connected to similar institutions in the other military systems of the NATO member states;

- actionally: high specialization, having the possibility of multidisciplinary expertise in the systemic and structural evaluation of the domains specific to the military institution.

In order to implement its mission, the new evaluation structure acted to accomplish the following specific requirements:

- the restructuring and operationalization of the new systemic and structural evaluation mechanism by merging the structures with attributions and responsibilities in the field;

- the elaboration and implementation of a new normative framework that will regulate the activity of the new systemic and structural assessment structure according to the place, role, mission and areas of competence conferred by law;

- the configuration and implementation of a modern system of specific training and attestation of evaluators compatible with similar ones in the armies of other NATO member states;

- the adoption of computer procedures and applications that lead to the improvement of the process of collecting, storing, processing and interpreting data and status information of the military body.

Later, through the appearance of the Order of the Minister of National Defense no. MS 56/2015, "Order on

the planning, organization and execution of inspections and controls in the Ministry of National Defense". All aspects related to the definition of the fields of activity and their typology were clarified and explained, the fact that the assessment is carried out only through inspections was conceptually delimited, competences were established, redundancies and parallelism were eliminated in the exercise of inspections and controls between the responsible military structures, but it also established the ways of planning, monitoring and effective capitalization of the results obtained through inspections and controls.

Thus, it should be mentioned that, between 2005 and 2020, the Inspectorate and then the Control and Inspection Body planned and carried out multiple system evaluations, with topics from various fields, according to the objectives established on the basis of the Romania's Military Strategy, the Transformation Strategy of the Romanian Armed Forces, the Transformation Program of the Romanian Armed Forces, but also the Defense Planning Directives.

3. CONCLUSIONS

A first observation reveals the fact that, the evaluations carried out during 2005-2020, mainly focused on the important fields of activity in the military system (ensuring a high level of readiness, developing the capabilities that are necessary and

relevant for the fulfillment of the missions of the Romanian Armed Forces, education and training). At the same time, the evaluations in the field of environmental protection, labor protection (currently health and safety at work), technical supervision and legal metrology, were performed year by year, considering that, in the mentioned subfields, the most conceptual transformations were registered, while practical achievements were reduced.

The system evaluations focused on the previously mentioned fields of activity due to the multiple transformations that have taken place in recent years and the necessity to monitor and measure their evolution, in order to apply corrections and eliminate the dysfunctions encountered.

The results of all the evaluations were characterized by transparency. Thus, after they had been reported to the Minister of National Defense and distributed to the structures responsible for applying the identified recommendations and solutions, they were published, in summary, in the Armed Forces Information Bulletin, thus allowing the dissemination and knowledge of the evaluation results at the level of the entire military system.

At present, the legal framework for evaluating the military structures of the Romanian Armed Forces is regulated by the Order of the Minister of National Defense no. MS 56/2015, "Order on the planning, organization and execution of inspections and

controls in the Ministry of National Defense". System evaluation in the Romanian Military System has been and continues to be the mission of the Inspectorate of the Ministry of National Defense, respectively of the Control and Inspection Corps.

During 2005-2020, the system evaluations mainly focused on the important fields of activity in the military system, as a result of the multiple transformations that have taken place in recent years and the necessity to monitor and measure their evolution, in order to apply corrections and eliminate the encountered dysfunctions.

ENDNOTES

[1] <https://ro.scribd.com/doc/143244347/politici-publice-europene>: Politicile publice preiau elemente, tehnici și metode din economie, drept, sociologie, psihologie sau științe politice.

[2] Government Decision no. 385 / 18.05.1999: "The General Inspectorate of the Ministry of National Defense has composition: Inspectorate for Land Forces, Inspectorate for Aviation and Air Defense, The Inspectorate for the Navy, the Inspectorate for Financial Management Control, the Inspectorate for Endowment and Logistics, Inspectorate for Environment and Labor Protection, Inspectorate for Regulations, Section for Summary of the State of the Army, the Commission on Jurisdiction of Imputations and the Section for Secretariat, Personnel and Administrative Issues".

[3] Revista Inspectoratului General, Anul I, nr. 1 / 1999, p. 36.

[4] Self-evaluation – specific activity, carried out periodically by the leaders of organizations (collectives), at deadlines established and whenever necessary, based on established criteria or indicators, usually in the instructions of control, through which they determine the level of status existing in their own structures, report dysfunctions and, based on that analyses, correct their own decisions or previously undertaken actions - Collection of terms, concepts and notions of reference in the fields of military policy, national security and armed defense, Military Publishing House, 2000.

[5] Operational potential - the possibilities of a military structure to fulfill its missions according to the place, role and destination in peacetime, in crisis situations and in war - www.mapn.ro, General Staff, Terminology military.

[6] Order of the Minister of National Defense, M 120 / 2004, Instructions regarding the planning, organization, execution and completion of inspector general inspections.

[7] Idem, art. 14;

[8] Order of the Minister of National Defense no. 183 of 29.11.2005 for the approval of SMG/ACT-6, Methodology of creation, implementation and commissioning of military IT systems.

[9] The disposition of the head of the Control and Inspection Body no. A-2188 of 07.06.2018 regarding the entry into operation of The IT application for the management of inspections and controls in the Ministry of National Defense-InsCon

[10] The disposition of the Chief of the General Staff, no. SMG 93 / 2008 regarding the execution of control, assessment operational and self-evaluation of structures subordinate to the General Staff.

[11] Revista Inspectoratului M.Ap.N., nr. 1 / 2004, p. 63

[12] <http://www.mapn.gov.ro/> Structuri, Corpul de control și inspecție, Misiune generală, domenii de competență (accessed on 18 aug. 2021)

[13] The Transformation Strategy of the Romanian Army, subchapter 4.5.

[14] https://www.mapn.ro/programe_strategii/Strategia_de_transformare_a_Armatei_României,_Bucuresti_2007 (accessed on 09 sept. 2021)

[15] Revista Corpului de control și inspecție, nr. 1 /2020, p. 15,

07.06.2018 regarding the entry into operation of the IT application for the management of inspections and controls in the Ministry of National Defense-InsCon

[6] ***Collection of terms, concepts and notions of reference from the fields of military policy, national security and armed defense, Military Publishing House, 2000.

[7] Magazine of the General Inspectorate, Year I, no. 1 / 1999.

[8] M.Ap.N. Inspectorate magazine, no. 1/2004, p. 63

[9] Magazine of the Control and Inspection Body, no. 1/2020.

[10] <https://ro.scribd.com/doc/143244347/politici-publice-europene>: Public policies take elements, techniques and methods from economics, law, sociology, psychology or political science.

[11] www.mapn.ro, General Staff, Military Terminology.

[12] <http://www.mapn.gov.ro/> Structures, Control and inspection body, General mission, domains of competence.

[13] https://www.mapn.ro/programe_strategii/ The Transformation Strategy of the Romanian Armed Forces, Bucharest 2007.

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[4] Provision of the Chief of the General Staff, no. SMG 93 / 2008 regarding the execution of control, operational evaluation and self-evaluation of structures subordinate to the General Staff.

[5] Provision of the head of the Control and Inspection Body no. A-2188 of