

THE IMPACT OF INTEGRATED DEFENSE RESOURCES MANAGEMENT ASSESSMENT THROUGH SYNTHETIC BASED INDICATORS ON MILITARY INTERNATIONAL MISSIONS: AN OVERVIEW OF FRENCH LITERATURE

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Abstract

In the French literature in general and in the military in particular, appears frequently the approach of the importance of common indicators (quantitative and qualitative), including synthetic, for the quantification (evaluation) of each activity. The problem has become of paramount importance especially due to the financial constraints that affected French Armed Forces. Based on the experience of these military forces rich in traditions I consider expressive the manner in which it is desired that everything done in the Romanian Armed Forces to be measurable in terms of efficiency and effectiveness, especially when it comes to international missions, involving a huge human effort and material and above all and which can have the most serious consequence: the loss of life. The use of indicators, particularly those synthetic, is mandatory in society and I consider that in the military they must be applied with priority based on the specificity that makes it able to be at any time subject to evaluation and quantification of the combat tasks. I used in this paper citations in French, for their fidelity and to emphasize once again that this language along with English is official language in NATO.

French literature underlines the importance of efficiency and effectiveness of the actions undertaken regardless of the environment or the human or material resources involved. The direct result of such an approach can be inferred from the prosperity and performance French society thrives on, as well as from the manner France manages the European Union presidency under the severe crisis the whole world is confronted with at the moment.

However, both efficiency and effectiveness must be quantified in order to assess the extent to which they meet the requirements of today's society. Thus, any assessment needs to be based on a set of tools, more specifically a set of synthetic indicators. As a consequence, the aim of this article is to focus on the impact of the integrated defense resources management assessment through synthetic based indicators on military international missions as presented in specialized French literature.

The first step that needs to be taken in order to accomplish this goal is defining the indicators. From the various sources consulted, the following definition corresponds better to the framework of this article:

„An indicator is a combination of pertinent information which, if regularly checked, allows for an assessment of its contribution to the objective to be met”.

There are five criteria by which an indicator informs on the achievement of a certain objective:

- How much- quantity
- How – What? – quality
- Who? – the target or beneficiaries
- When ? – the period or the deadline
- Where ? – location

(Un indicateur est une combinaison d'informations pertinentes dont le suivi régulier permet de se situer par rapport à la réalisation d'un objectif.

Un indicateur doit renseigner sur la réalisation selon 5 critères:

- Combien? = Quantité
- Comment? Quoi ? = Qualité
- Qui? = Groupe Cible ou bénéficiaires
- Quand? = Période ou échéance
- Où? = Localisation) “. ¹

According to the same sources the aforementioned indicators are viewed as assessment indicators and as such they are taken for the assessment proper.

What characterizes the assessment process are its systemic features based on which a set of methodological criteria are developed. When an evaluator needs to make recommendations concerning the implementation of a program, there are two criteria that need to be taken into account: the policy quality and previous identification of the needs that policy meets.

The elaboration of a policy, program or public project must focus on meeting four basic requirements:

- Effectiveness
- Efficiency
- Impact
- Relevance

In their turn, each of the above elements needs to be assessed in order to check if it complies with the norms established for a well- designed public policy. Thus, a second step I will take is explaining why the four aspects above must be carefully studied.

An analysis of the effectiveness of a policy or of a program involves comparing the goals established for that policy against the final results.

The concept of efficiency refers to the relationship between the means employed and the results obtained. It is different from effectiveness because it

¹ http://www.cota.be/SPIP/IMG/pdf/Fiche_6_GCP_Indicateurs.pdf (Etude GCP 2003-2007 – COTA asbl- NW-HHC – Fiche Indicateurs de Développement. www.cota.be)

focuses on the human and material resources needed to attain the goals and not on the goals proper.

An investigation of the impact of a certain program allows for an insight into the effects of the public action on short, medium and long- term.

Relevance is different from efficiency and effectiveness since it is concerned with the investigation of the goals and means as they reflect in the needs they aim to meet.

(L'évaluation emprunte à la science son aspect systémique en élaborant un certain nombre de critères méthodiques dont elle peut user pour conserver sa rigueur. On peut définir deux aspects qui doivent être présent à l'esprit de l'évaluateur lorsqu'il doit émettre des recommandations sur l'application d'un programme : les qualités de la politique et l'identification préalable du besoin auquel elle répond.

L'élaboration d'une politique, d'un programme ou d'un projet public requiert l'identification de quatre qualités indispensables :

- l'efficacité ;
- l'efficience ;
- l'impact ;
- la pertinence.

Chacun de ces éléments est évalué afin de démontrer qu'il respecte les normes de satisfaction d'une politique publique réfléchie. Nous allons montrer ici en quoi ces quatre aspects doivent être étudiés avec le plus grand soin.

L'analyse de l'efficacité d'une politique ou d'un programme consiste à comparer les effets propres de la politique et ses objectifs.

La notion d'efficience est le rapport entre les résultats et les moyens mis en œuvre. Elle se distingue de l'efficacité en ce qu'elle ne concerne pas les objectifs mais les affectations humaines ou matérielles attribuées à son accomplissement.

La recherche des impacts, qui peut constituer une étude à part entière quand elle se situe comme préalable au programme, permet de calculer les effets à court, moyen et long terme de l'action publique.

La pertinence se distingue de l'efficacité et de l'efficience en reposant avant tout sur une étude des objectifs et des moyens par rapport aux besoins auxquels ils sont destinés.)²

There are various taxonomies of indicators and as an example of such a classification I will present the one drawn up by CITEPA:

- environment indicators
- economic indicators
- social and cultural indicators
- governance indicators

(Indicateurs à dominante environnementale
Indicateurs à dominante économique
Indicateurs à dominante sociale et culturelle
Indicateurs de gouvernance) »³ .

In order to establish the synthetic indicator, the following issues need to be taken into account:

- Unity%
- The form of the indicator %
- Feasibility – very good
- Minimal occurrence -
- Minimum available scale

(Unité %

Forme de l'indicateur %

Fiabilité très bonne

² http://www.editions-performance.com/public/public1_ch.pdf

³ <http://www.citepa.org/emissions/regionale/arrdts/nox.>(ARPE – Rue de Tivoli – 31068 TOULOUSE CEDEX – France)

Fréquence de production minimale

Echelle minimale disponible)⁴

A detailed analysis of the way indicators are checked is necessary in order to establish their relevance.

There is a set of quality criteria (DOPA_ **Deleting Online Predators Act** , SPICED etc) but the most commonly accepted by scientists are the SMART ones (i.e. Specific (univocal); Measurable (verifiable at a reasonable price); Acceptable (the ones mutually agreed upon by the parties involved in a project); Realistic (achievable); Temporal (measurable during the project))

(Verifier a priori les qualites des indicateurs.

Il existe un certain nombre de critères de qualités (DOPA, SPICED, etc...) mais les plus

communément acceptés par les communauté de bailleurs sont les critères SMART :

- ~ Spécifiques (univoques)
- ~ Mesurables (vérifiables à un coût acceptable)
- ~ Acceptables (sur lesquels il y a accord entre les parties prenantes du projet)
- ~ Réalistes (il est possible de les atteindre)
- ~ Temporels (mesurables dans la période du projet) ”⁵

In order to illustrate the usage of indicators in the military, I will focus on two of them, namely the recruitment indicator and the financing indicator. My choice is accounted for by the importance of these indicators which, in my opinion no longer needs to be proven.

The recruitment indicator refers to the recruitment methods and techniques which include: the CV, the resume, the interview, the written tests and the practical skills examination. Based on all the above the necessary indicators for recruitment are identified. The process of recruitment needs to

⁴ http://www.arpe-mip.com/html/files/doc_indicateurs1.pdf

⁵ http://www.cota.be/SPIP/IMG/pdf/Fiche_6_GCP_Indicateurs.pdf

unfold based on the requirement ensuing from the job description, as well as in accordance with the work, safety and health regulations.

(Procédure et conditions de recrutement CV, lettre de motivation, entretien, test et mise en situation permettent de se donner les indicateurs de jugement nécessaires pour le recrutement. Le profil de poste doit être le conducteur de ce processus et ce, en conformité avec les obligations sanitaires relatives notamment à l'hygiène, à la sécurité et à l'organisation du travail)⁶.

The financing indicator is concerned with the relationship between the ministry of defense and finances legislation (Lois de Finances _ LOLF).

Thus, the Ministry of Defense should pay attention to LOLF and should assess the effectiveness of the way its resources are employed. Since defense is interrelated with governance, its financing has always been subjected to the political will. Consequently, the defense budget is allocated not in terms of economic efficiency, but in terms of the requests made by the military. Therefore, efficiency is investigated in terms of supply, armament, human resources, estate management. As with other fields of activity, LOLF directs the efforts of the military towards achieving results. Consequently, it lies with the Ministry of Defense to allocate the budget by separate programs dealing with missions and, moreover, by separate activities. The Ministry of Defense is currently running eight programs, out of which two are double hatted by MoD on one hand and by other ministries on the other hand (i.e. safety programs, research and graduate education programs). It is important to underline that LOLF was issued at a time when the armed forces were streamlined and the allocated budget was reduced with a view to transforming the army into a professional one.

(Le ministère de la défense et la LOLF

⁶ http://www.justice.gouv.fr/art_pix/1_guidefiphpp2emepartie.pdf

Le ministère de la défense est naturellement concerné par la LOLF et se doit de mesurer l'efficacité de l'emploi des ressources humaines et matérielles des armées comme des personnels.

La défense est un domaine particulier de l'action de l'Etat. Son financement a toujours dépendu d'une volonté politique de maintenir ou de développer l'outil de défense. Le budget alloué n'obéissait pas à des déterminants d'efficacité économique mais répondait aux besoins exprimés par les armées. Désormais, la recherche de l'efficacité prime et concerne tout autant les fournitures que les armements, les ressources humaines ou la gestion du patrimoine immobilier.

Comme pour d'autres domaines, la LOLF implique que la défense passe d'une logique de moyens à une logique de résultats. Le ministère de la défense doit donc adopter un budget par programmes déclinés en plusieurs missions elles-mêmes divisées en actions. Le ministère de la défense a la charge de 8 programmes dont deux de dimension interministérielle (sécurité et recherche et enseignement supérieur). Cette LOLF apparaît à une période où des ajustements ont déjà dû être réalisés en raison de la professionnalisation et de la réduction du format des armées et de resserrement de son budget)⁷

As it becomes obvious from the French literature review carried out in this article, all the activities undertaken in the French military are quantified. All the more, this aspect acquires significance under the current financial constraints the whole world is confronted with.

Considering the above information, I believe that the Romanian armed forces have already taken the first steps towards the implementation of concepts such as efficiency and effectiveness, especially when it comes to international missions involving great expenditures and risks for the human lives involved. Therefore, using synthetic indicators in assessing the impact of an integrated

⁷Caroline Verstappen Division Recherche C2SD
http://www.c2sd.sga.defense.gouv.fr/IMG/pdf/c2sd_synth_kopp_performance_armees_2005.pdf

defense resources management system on the accomplishment of international missions becomes mandatory.

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