



DEFENCE TRAINING SYSTEM AS PART OF NON-MILITARY DEFENCE PREPARATIONS

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ABSTRACT

The subject of the study are selected issues concerning the state of the defence training system in the state after subsequent changes introduced in 2022 and the indication of directions for improving this part of defence preparations. In addition, to show the essence of defence training and its role in state defence preparations. The analysis of the executive act to the Act of 2022 on the defence of the Fatherland in the field of training provides an opportunity to make a preliminary assessment of the solutions contained therein.

Keywords: defence preparations, defence training, defence training system, non-military system, public administration

INTRODUCTION

The essence of defence training in the non-military system (part of the state defence system) is the preparation of non-military elements (public administration, entrepreneurs, governmental and non-governmental organisations and other entities that can perform defence tasks) to function efficiently under conditions of external threat to the state and during war.

Defence training should cover all state and non-state entities performing defence tasks in peacetime, or foreseen for their execution in a situation of an external threat to state security and in wartime (the subject scope of training). In turn, the subject scope of training should be constituted, above all, by defence tasks performed in peacetime and planned for realisation in a situation of an external threat and in wartime.

Defence tasks established in all areas of the state's defence preparations (for example, in the area of: defence planning; state defence readiness; national defence management; preparation of transport, health services, communications, national economy for defence needs; tasks of support to the Armed Forces and allied reinforcing forces), arising from practically all areas of the state's functioning. Defence training in the state is a permanent and indispensable part of its defence preparations and should support them in their entirety. Thus, it is indispensable that its subject and object scope directly results from the arrangements and solutions adopted in individual areas of defence preparations.

Thus, during defence training, trainees acquire the knowledge and skills to perform tasks: in peacetime, in situations of external threats to the state and in times of war.

On the basis of the above, it can be pointed out that the basic issue of defence training realised in the form of theoretical and practical classes and course training should be the tasks actually performed by the entity covered by the training, and specified in legal acts and government documents and included in the defence planning process.

The objective of defence training should be considered to be the acquisition and/or enhancement of knowledge and practical skills to enable those entrusted with defence tasks to perform them. In addition, the objectives of defence training include perfecting the interaction

of non-military elements (bodies, organisational units of public administration, entrepreneurs, non-governmental organisations, others) in the performance of defence tasks and perfecting the interaction of non-military elements with commands (headquarters), organisational units of the armed forces and allied reinforcing forces in the performance of defence tasks¹.

1 MAIN ELEMENTS OF THE DEFENCE TRAINING SYSTEM

It is up to the organiser of defence training, acting in agreement with the relevant training coordinator, to determine the subject and object scope and to prepare and conduct defence instruction.

The coordinators of defence training are:

- 1) Minister of National Defence with regard to training organised by: ministers, voivodes, persons performing functions of central government administration bodies and managers of organisational units subordinated to the Prime Minister or supervised by him;
- 2) minister in relation to training organised by: persons performing the functions of central government administration bodies and managers of organisational units subordinate to it or supervised by it;
- 3) wojewoda with reference to the training organised by: voivodship self-government bodies, i.e. by the Marshal of the voivodship, starosts and mayors, city mayors.

The tasks of the defence training co-ordinator should include drawing up guidelines for training and submitting them to the training organisers, as well as agreeing defence training plans developed by the organisers. An additional task for the Minister of National Defence should be to ensure, in terms of content, a coherent system of organisation and conduct of practical classes.

The above-mentioned bodies and organisational units of public administration - in relation to which the Minister of National Defence, other ministers and voivodes act as training coordinators - are *the organisers of defence training*. The purpose and objectives of defence training mean that the organiser and, at the same time, the main trainer of the training should be the authority, head of the office, organisational unit, entrepreneur responsible for the implementation of defence tasks².

2 DIRECTIONS FOR IMPROVING THE DEFENCE TRAINING SYSTEM AS PART OF NON-MILITARY DEFENCE PREPARATIONS

Organisational terms

Delineation of the main training directions for a given planning period for all organisers subordinate to the coordinator and delineation of training directions for individual or groups of organisers taking into account their: position in the defence preparation process and the state defence system, the nature of the activities performed and local and material conditions. Use of the Guidelines in planning, organising and delivering training³ also as tools for improving the defence training system in: the state, the government department (GD), the province.

¹ M. Wojciszko, Pozamilitarne przygotowania obronne państwa. Materiał niepublikowany 2023.

² Ibidem.

³ Part of the training guidelines.

Qualification of persons subject to training⁴ - giving more importance to the task and preceding it with a detailed analysis. Mainly in central government bodies and in organisational units subordinate to and supervised by the minister in charge of the GD and in training organised by provincial marshals, starosts, mayors and city mayors.

To review annually, by the coordinators and organisers of training in the GD and in the provinces, the trainees and the issues and topics of training, with a view to ensuring that defence preparations in the GD and in the province are actually supported by the defence training process.

Adoption of a defence training concept ensuring support of defence preparations in GD carried out by central and field units/authorities. Taking into account in the concept of GD training the participation of field governmental administration bodies (combined and non-combined) also in defence preparations of the voivodeship. Striving for mutual support and complementation of the process of defence training realised in the departmental and voivodship systems.

Increasing the participation of voivodship and poviast services, inspections, guards (e.g. Police Headquarters, State Fire Service, Voivodship Road Transport Inspectorates) and local government units in training organised by the voivod and starost (according to their position in the system of defence preparations and tasks performed).

As the subject of defence training - organised by the ministers in charge of the GD - besides general tasks (defence planning, raising defence readiness, directing defence) also include defence tasks resulting from the nature and characteristics of the GD. Avoid narrow and repetitive thematic scope of training.

Establish and give due importance to instructional and methodological classes conducted by ministers and voivodes for persons employed in subordinate organisational units of public administration and entrepreneurs in positions of defence - aimed at transferring by the superior body responsible for defence preparations in GD and voivodeship, respectively, the knowledge, principles and manner of implementation of defence preparations in subordinate institutions.

Systemic terms

To ensure that elements of the defence system are prepared to respond to external threats, establish a training coordinator for the non-military subsystem and the military subsystem⁵. Currently, there is no organisational unit in the Ministry of Defence that performs the tasks of coordinating training conducted in the non-military system and in the Armed Forces.

The organisational cell of the Ministry of Defence performs the tasks of the Minister in the coordination of training organised by: ministers in charge of the GD; central government administration bodies; voivodes. On the other hand, the Chief of General Staff of the Polish Armed Forces, through the commanders of the types of the Armed Forces, is responsible for training in the Polish Armed Forces. The Ministry of National Defence (MoND) lacks an institution with appropriate competences that would be responsible for coordinating training in these subsystems of the state defence system. An institution to merge and orient these two training systems.

⁴ The above should be included in the regulation on defence training as one of the tasks of the organiser of defence training.

⁵ The military subsystem in this study is identified with the Armed Forces.

Without the identification of a responsible entity and the establishment of tasks and powers for it to coordinate training in relation to the entire state defence system, the measures taken so far can only be selective and not systemic.

Give greater prominence to the training organised by the Minister of Defence in the form of higher defence courses (intended, inter alia, for public administration executives) by participating in the launch, completion and consultation meetings of MoND executives, including the General Staff of the Polish Army.

The essence of higher defence courses is to familiarise public administration executives with the strategic issues of national security, the functioning of the state defence system, to shape patriotic and defence attitudes, and above all to impart in practical terms the knowledge and skills necessary to manage the performance of defence tasks.

Consistently conduct defence exercises at the various organisational levels of defence training. When agreeing annual defence training plans, enforce the inclusion of exercises in them. Provide detailed information and conclusions on the preparation and conduct of exercises in questionnaires of non-military defence preparations. To bring about the successive holding (with the participation of the relevant supreme authorities) of national defence exercises to harmonise the state defence system, the procedures for directing the state defence, and to improve the interaction and exchange of information between bodies and entities that are part of the state defence system, with particular reference to the state defence directing system.

Statutorily regulate the financing from the state budget of tasks related to the planning and organisation of training by administrators of budgetary parts and entities that are not administrators of budgetary means.

The role of practical classes in defence training should be gradually increased, but this must not involve depriving training organisers of their tasks in terms of theoretical instruction. Organisers of defence training in the state should provide training in the form of theoretical and practical classes. Limiting the tasks of training organisers to conducting practical classes deprives them of the possibility to impart to the trainees knowledge of the theoretical basis for the implementation of defence tasks. Because practical classes are mainly aimed at acquiring and developing skills in the implementation of defence tasks.

With the above in mind, the existing legislation on defence training should be amended⁶. By restoring conditions for organisers to conduct theoretical classes. It is worth noting that the 2004 training regulation also contained many provisions on the organisation and conduct of theoretical classes⁷.

Within the framework of the defence training conducted in the non-military subsystem, it is necessary to improve, harmonise and check, among others:

- cooperation of organisational units of the administration in the GD headed by the competent minister, including the minister's direction and coordination of the performance of defence tasks by the heads of organisational units subordinate and supervised, in conditions of an external threat to state security and during war;
- joint actions of voivodes with self-government administration bodies in the voivodship in the performance of defence tasks, including directing and coordinating by a voivode

⁶ Regulation of the Council of Ministers of October 31, 2022 on the defence training (Dz. U. [the Journal of Laws] Item 2348, as amended).

⁷ Regulation of the Council of Ministers of January 13, 2004 on the defence training (Dz. U. [the Journal of Laws] No 150, item 1829, as amended).

the performance of defence tasks by public administration units in the voivodship and other non-military elements under conditions of an external threat to state security and during war;

- interaction of the public administration bodies with the command bodies of the Armed Forces and the military administration bodies in terms of supplementing the needs and support of troops conducting a defence operation on the territory of the state or a part of it;
- operation of ministers and voivodes, as well as state and local government bodies at command posts, including directing the performance of defence tasks by subordinate elements;
- directing and coordinating the activities of subordinate structures by government and local government bodies during a defence operation conducted by the Armed Forces;
- the relationship of leadership, information circulation and the reporting system between command posts in the national defence management system;
- state defence readiness, including raising the readiness of elements of the defence system to operate;
- procedures for the performance by ministers and governors of tasks in support of the Armed Forces and tasks arising from host state responsibilities (Host Nation Support - HNS);
- continuity of functioning of authorities and administration in a situation of an external threat to state security and in times of war;
- to ensure the protection and safeguarding of the population's basic subsistence needs and the creation of conditions for its survival in conditions of external threat to state security and in times of war;
- the correctness of the procedures adopted for the restoration of the normal state of functioning of the state after the end of hostilities⁸.

CONCLUSIONS

Defence training is a part of defence preparation that is constantly evolving, and the experience of recent years has shown that this is forcing a change in legal acts and documents governing this area of defence preparation. The need for changes turns out to be so great that it allows overcoming obstacles of legal nature that make it impossible to change similar legal acts issued on the basis of identical statutory authorisations. It will be justified to state that the development and changes in defence training, unlike in other areas of defence preparations, are influenced by internal and external factors. The first comes from the training system itself and is related to its structure and functioning, including, among others: the elements of the training system (their structure and location within the system as well as outside it), powers and tasks and the relationship between the elements, forms of instruction, methodology. The second group of factors - external factors - comes from other areas of defence preparations and the changes taking place there, these include: defence planning, preparation of the state defence management system, planning and implementation of economic-defence tasks, implementation of tasks resulting from host state duties (HNS), state defence readiness, preparation of personnel reserves, militarisation, preparation of special protection of objects, planning and organising benefits for defence, preparation of elements of the state defence system, enabling mobilisation development of the Armed Forces, civil-military cooperation (CIMIC). The activities carried out in these areas have a direct impact on defence training.

⁸ M. Wojciszko, Nowe rozwiązania prawne w obszarze szkolenia obronnego w państwie, [w] M. Kulickowski, M. Wojciszko (red. nauk.), Administracja publiczna w procesie przygotowań obronnych państwa. Wybrane problemy. Wyd. II zmienione i uzupełnione, Wydawnictwo ASzWoj, Warszawa 2018 r., s. 155-156.

Training, as well as defence preparations, is guided by one invariable objective, which is to prepare the country to function efficiently in situations of external security threats and in times of war. In this context, the aim is to improve the effectiveness of all activities carried out in the field of national defence in peacetime.

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