

## Planning as an instrument of administrative policy

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### Keywords

Public administration, planning, instrument of administrative policy

### Abstract

*Planning is an important element of a rational action. It is the primary and the basic function of the management process. It involves conscious setting of goals and directions of activities and adapting them to the appropriate forms, methods and means of conduct. The result of a rational and properly conducted planning process should be better and more efficient use of available human, financial, property and organization resources. It works out the best pattern of conduct. It provides support for the decisions taken by the administration. Administrative planning is a complex and formalized process consisting of several stages. It usually starts from the processing of source information, and then includes the definition of objectives, identification of existing resources, an indication of the order of the actions and activities, and ends with the formulation of some recommendations as to how to proceed in the future. Therefore, the huge importance is giving to a proper form of rules and principles proposed in the process of planning, which usually occurs by creating a planning document that obliges the competent bodies to take necessary actions.*

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I. Public administration has always had a political character. The direction of its business is frequently set by the current state politics, it also indicates the current action programs and influences the ways and methods of behavior. Emphasizing the relationship of administration with politics it should be noted that the content of the politics is to identify the most useful methods of legal regulation, and at the same time to define efficient and law-abiding ways of administrative operations to achieve public goals [Jeżewski, 2004: 315].

Administration and politics are closely interconnected. Empowerments to act in the sphere of administration and public policy are implemented by the same state authorities. This can be the best seen at the governmental level. Ministers at the same time create a political apparatus and the apparatus of the state, they are the creators of public policy, but also the heads of various departments of the administration. Policies conducted allow creating principles and objectives, usually in a form of programs and assumptions. Administrative actions are a whole range of instruments that allow to specify political ideals and give them a realistic look. Administration without politics would not have the procedure, while the politics without the administration would be utopia [Izdębski, Kulesza 2004: 126]. Interpenetration of politics and administration in a special way refers to situations and conditions that should occur in the future, and whose desirability is justified by today's needs.

The problem of the interconnection of administration with politics is the subject of separate studies within the research on administration. The research is carried out within the framework of administrative policy, referred to as a triad of science on administration, in addition to administrative law and the science of administration. It is a discipline that studies the objectives and programs of the administration, dealing with its evaluation and verification. It is the basis for verification of purposes and programs established for specific departments of administration and identifying solutions for methods and means to achieve certain goals [Leoński, 2004: 25]. The main objectives of administrative policy focus on future, setting targets in the administration and the determination how to meet those goals. Administration policy is also characterized by evaluation and assessment, because only on this basis the conclusions for the future can be formulated. It is also to influence the policy of the law, including the policy of administrative law [Szreniawski, 2012: 39]. It is worth noting that the administrative policy is one of the elements of the state politics, and one

can understand by it determined political programs of the state and society, principles and directions of the administration, including in particular its objectives, as well as the preference regimes and systems of evaluation to achieve these goals [Jełowicki, 1987: 318].

Administrative policy is based on a number of specific actions which do not take the nature of the legal, generally applicable norms. Their purpose is the valuation method of implementation of the rules and teleological tasks of administrative law, as well as the acts of the executive power of the government. Administrative policy embodies the interests of the state, the public interest, so one can say that it ensures the fulfillment of social needs.

Administration policy is the art of achieving the objectives of administration. This area includes in particular the measures to develop the concept of rational and efficient action in the field of public affairs. Administration policy may include a number of areas, e.g. it can take a form of security policy, ecological policy, environmental policy, energy policy, social policy, etc. According to I. Niżnik-Dobosz "institution of administrative policy consists of various forms of planning by the public authorities specified by the law and the purposes of public tasks. Therefore, the administrative law imposes on authorities rights and duties to develop specific concepts of action in the form of: program objectives, a study, a plan, a strategy; to ensure rational and effective performance goals and public tasks" [Niżnik-Dobosz, 2009: 377].

Modern administration uses such measures very willingly, thereby ensuring the effective and efficient implementation of the policies by the administration [Niżnik-Dobosz, 2009: 373]. Classic administration activities in this area are planning acts as assumptions, strategies, programs or policies. For a long time they have had their place in the system of sources of law, and budgeting and planning are the areas where it is difficult to imagine the lack of them. They are also increasingly important in planning of state development, this area has even the statutory determination of rules of operation. Undoubtedly, planning of activities for security in cyberspace is very important for the contemporary socio-economic relations.

II. When analyzing the issues of efficient operation, the starting point for discussion usually becomes a question of planning, as the initial phase of the entire decision-making process. Planning shapes the extent of the action taken subsequently, arranges and organizes them. It should also be noted that planning has a particularly large impact on activities of public administration, that being a decision-making system has to constantly satisfy the diverse needs of society and should use the elements ensuring efficiency and effectiveness. Proper planning makes that these actions become more predictable and calculable, and this significantly rationalizes objectives and functions of the administration.

Planning is a component of any rational action. The sciences of organization and management deal with this issue and take up, *inter alia*, the subject of determining the elements of the management processes and their content. Most often it is assumed that planning is the primary and basic function of the management process [Górski, Kierzkowska, 2012: 182].

In the sciences of organization and management planning is called a process of conscious determination of courses of action and making decisions based on objectives, facts and well-considered assessments [Barrow, Barrow, 1992: 12], the process of defining objectives, determining effective and relevant to future operating conditions, the means of achieving them [Stachowska, Oliński, 2005: 101], it is also referred to as the process of defining goals, which give a possibility of achieving these objectives in an efficient and effective manner [Sienkiewicz-Małyjurek, F. R. Krynojewski, 2010: 38].

The strong similarity in understanding the essence of planning should be clearly emphasized. The element that is often repeated is setting goals and identifying the most favorable means of achieving these objectives, as key elements of this process. Therefore, planning is the prediction of future which allows to obtain the objective. One also needs to pay attention to the uniform understanding of planning as a process by individual authors. It is hard to see planning as

an individual activity with clearly set start time and end time. As a rule, it is quite the contrary, it runs continuously and includes the changes which take place in the environment of a planning body. Without planning, as a way of setting targets and implementation measures, it becomes impossible to efficiently organize and manage any sphere of human activity.

The purpose of planning can be defined as the goal set by the body for the future, but the conditions should be in some respect valuable and set the direction and structure of its action to induce or maintain the status quo [Zieleniewski, 1978: 206]. This desired state directs all activities of the entity taken at every stage of the management process. At the planning stage this results in the need to take a succession of steps, aimed at realization of the fundamental goal. Planning should, therefore, begin with the processing of source information, and subsequently should follow the steps to define objectives, identify resources, determine the sequence of actions, and finally as a finalizing stage, to develop a planning document [Czermański, Grzybowski, Ficoń, 1999: 89].

III. Just as in the activity of any organization, and as in the modern state, business planning is a must. It causes that the activities of the state are predictable [Knosala, 2006: 207]. In recent years, one can see even a revival of activity planning, which is surely due to the expansion of the tasks range of public administration, especially the assignment of managerial functions to modern administration, including the need for making rational decisions of a strategic nature [Duniewska, Górski, Jaworska-Dębska, Olejniczak-Szałowska, Stahl, 2005: 143]. The multiplicity and diversity of tasks generates a number of obligations of public administration both for society as a whole and for individual units. Their effective implementation becomes possible only by appropriately designed rules of operation.

In Poland, over the years the role of the planning administration was perceived differently. First of all, the substantive scope of planning has changed fundamentally. Before the political changes of the state planning prevailed in the financial sphere and it included the collection and disbursement of funds. The development of new, effective management techniques aimed at rational disposal of the funds.

In a centrally planned economy planning responsibilities included mainly the economic sphere. Planning at the state level belonged to the Planning Commission at the Council of Ministers, whose task was to prepare both annual and long-term national economic plans. The development of these plans was done using a fairly complex and a multi-stage planning procedure under which the preparation of preliminary plans by companies and their unification took place, followed by the control of ministries, and on this basis the nationwide plans were developed. In turn, the guidelines of the drafted plan were communicated to companies and then realized and they had the character of existing indicators - but when there was a need they were corrected appropriately [Chełmoński, 1980: 454-455].

In the 80s of the twentieth century, the belief in the effectiveness of state planning and administrative law as an instrument to influence the socio-economic phenomena was greatly undermined, and after 1989 the central planning was recognized as one of the most important features of the previous system, and the cause of the contemporary economic crisis, and therefore planning activities in the public sphere became very limited. The increased interest in planning activities of the public administration was only in the late 90s of the twentieth century as a result of the adoption of modes of action characteristic for public institutions operating in the European Communities and the European Union. Planning covered not only the economy, but also many other spheres of public life, such as environmental protection, security and public order, fire and flood, crisis management, and space management. Back to planning on a large scale one could see with the Polish accession to the European Union. Under the currently applicable ideas, documents such as plans, strategies and action programs should ensure uniformity, consistency and effectiveness of individual states throughout the Union [Treaty of European Union, art. 12].

IV. It should be emphatically stressed that in today's administration planning should be regarded as one of the key forms of activity. It facilitates the definition of public purposes that should be achieved, and also defines the mechanisms of rational use of available resources and allows to increase the effectiveness and efficiency of actions. One can say that it stimulates and raises of the sustainable social, economic and spatial level. In the sphere of modern administration and security management planning takes on a special character, especially when it comes to planning of various types of protective action. Their efficiency and effectiveness often depend on the proper diagnosis of the existing risks and take immediate effective steps. Prior planning makes it possible to train the relevant departments, which in turn can significantly reduce the response time and influence the positive balance of the entire project. The area of security belongs to such areas where one does not need to seek the best methods of operation only by successive taking of further actions, as the social costs of such an approach would be too large. However, rational planning of activities may be the basis of the expected success.

Planning in administration may involve both the external and internal sphere. External planning concerns directly a citizen, and therefore the principles of such planning should be determined by legislative acts of general application. Acts of planning in the external sphere are taken to achieve certain social objectives and require a direct impact on persons outside the administrative apparatus by creating for them certain rights and responsibilities. It covers a development of a plan to protect critical infrastructure, planning, flood and fire, as well as other forms of planning in the field of internal security. Among this group of planning acts a fairly large discrepancy of forms, inconsistency and diversity of the legal nature is noticeable [Górski, Kierzkowska, 2012: 187].

Internal planning is the result of rational activity which should characterize any entity and public entities, including the administration, should present this feature in a special way. Determining the order, rules of conduct, rules of performing routine activities help undoubtedly improve the daily work of every unit. Such rules are usually determined by the head of the unit, and it may be done depending on the current needs. The head of the unit implements such actions by the current behavior when he determines an internal work plan, a control plan, a meetings plan or a training plan. That is why for internal planning will be the general standard competency sufficient [Cieślak, 2004: 61]. It even seems that a sufficient basis for planning will be here general principles of public administration, in particular the principle of efficiency and effectiveness, providing for the achievement of those objectives as the least expenditure of energy, power and resources [Starościk, 1972: 25 and next]. Acts of planning in this group should appear if the provisions of current or internal law do not provide any obligation of this type [Górski, Kierzkowska, 2012: 187].

In the sphere of public administration the role of planning is not the same. In these areas where administration works in traditional forms of providing administrative acts - normative or individual ones, planning is usually not possible due to lack of data, which would allow realistically predict what kind of acts and in what number they should be issued. However, the sphere which can and should be included in planning is the administration activity which consists in direct shaping of social relations where an organizational activity of administration dominates [Leoński, 2010: 131]. Planning for the purpose of security protection is just that kind of activity. Any kind of forecast of security threats and plans of ways to counter these threats - as plans for flood control, fire plans, or plans for crisis management - are examples of just such planning in public administration. Planning in this area is of great importance, it serves both prevention, prepares to take protective measures and combats the hazards. Only previously analyzed and rehearsed schemes of action may become routine activities that will be implemented automatically in case of a real danger. It should be emphasized that in individual cases planning concerns often different and distant problems, so most of them should be set at this stage separate rules of procedure.

Planning is an expression of close ties of administration and politics. Politics sets targets for the state and the administration by planning gives them a shape for feasible actions. The role of politics

is to indicate the general assumptions and forecasts, and they cannot be created in isolation from the surrounding reality. The activities in the political sphere, especially if they are supposed to bring desirable effects, from the point of view of the interests of the whole society, need to gather the necessary information, and next a further implementation of the entire decision-making process. So it becomes natural that politics and administration overlap in order to achieve the stated purpose. By planning one can notice specific blurring of boundaries between business administration and political activities [Knosala, 2006: 211]. Cooperation between administration and politics should be something natural and desirable. It seems that planning can initiate and organize such a cooperation.

However, planning is not a universal means to organize public administration activities. This is because it has limited coverage, it reduces freedom of action, or enters the responsibility for faulty and unrealized plans and forecasts. On the other hand, the benefits of planning for the state outweigh these problems. Reduction of the negative impact and the risk of planning errors will be lower, especially when planning decisions will be taken in a suitably adapted time perspective.

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