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Programming in Security Sector Management with Reference to the Republic of North Macedonia

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Abstract

Programming, defined as a process used to unify various sectors/departments in an organization, also called program management, coordinates several related projects or action plans simultaneously. Hence, a program can be defined as a set of interrelated activities whose main objective is to ensure that all work is related to the goals and objectives of the entire organization. Programs create complex plans in order to achieve long-term positive results. The starting hypothesis in this paper refers to the need for an appropriate programming, thus enabling prioritization in the allocation of resources with an emphasis of the security sector institutions (the Ministry of Interior and the Ministry of Defense) in the Republic of North Macedonia, which have adopted various forms of programming, or program management from which the annual programs are derived and which are subject to revision. The purpose of this paper is to contribute toward theoretical elaboration and improve empirical implementation of programming as a part of the consecutive management procedures starting from the executive decision making through the revision of annual reports of the institutions respectfully. The methodology applied in this paper encompassed qualitative analytical interpretation of primary and secondary data and quantitative display of findings in correlation with programming in the security institutions in the country of North Macedonia.

Keywords: programming, management, security management, Ministry of Interior, Ministry of Defense, Republic of North Macedonia.

Jel codes: F52, D73, H61, M48, N40



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1. Introduction

Etymologically, the term program comes from the ancient Greek word *prographein*, which means "to write beforehand" and later evolved into Latin and French, meaning "a note or list of a series of events". In a contemporary context is defined as "a plan or a system by which action is taken toward goals (Bakreski, 2010). From a theoretical framework perspective in defining a program, it is determined by a program structure made up of program criteria, which can be taxatively listed in the following order:

- program mandate
- definition of material and financial needs and connection with priorities
- objective(s) of the program (all activities, services, products, transfers and projects regardless of the source of funding, but intended for a common outcome)
- success measurability indicators (symmetrical, statistical, etc.)

The realization of the objectives set in the program is achieved through the program elements, arranged on three hierarchical levels. Medium-term budget frameworks are created with the programs (Ministry of Defense of the RNM, 2023).

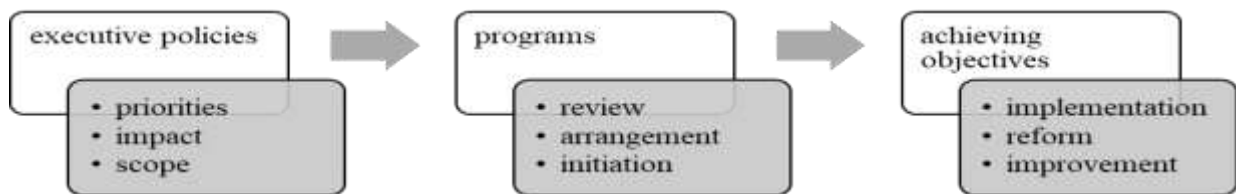


Figure 1: Program budgeting manual

Source: RNM Ministry of Finance, 2015

2. Literature review

According to the concept of public sector management reforms defined by the RSM Ministry of Finance, the programs represent and justify the budgets, through appropriate information on expenditures and performance indicators, which are implemented in legal documents and presented to the public as part from the budget or in addition to the budget.

The Handbook of Program Budgeting. Twinning project MK 11 IB FI 01 from 2015 defines the programs as composed of several public services aimed at the same general and specific goals and represent the second level of the program budget classification, subordinated to a specific government policy and strategic planning, which in turn are at the highest level of the program budget classification.

Programming, on the other hand, as a process, represents the development of medium-term development goals in programs, subprograms, tasks, activities and projects, with the aim of achieving organizational goals, by connecting planning and budgeting, which integrates resource management. Programming is based on analyzes of available financial resources, in order to identify their immediate relation, according to Novick (1966) in the classic RAND edition Origin and history of program budgeting.

Programming, or according to terminology from the perspective of organizational management and leadership – program management, simplified, can be defined as a business process used to coordinate multiple business endeavors by an organization and provides a macro view or bird's eye view of the organization's functioning, as described in Maier's system of system principles.

It developed as a separate scientific discipline at the end of the twentieth century, primarily due to the need that arose during the implementation of increasingly complex activities by organizations and advances in management of public systems (Rubenking, 1995).

In retrospect, as a model, it was introduced as part of the World War II war production control system through the identification of needs and expressed resources in terms of physical material rather than financial resources (Novick, 1967).

In a contemporary context, programming is a process of functional connection and hierarchical structuring of goals and indicators used for medium-term budget planning, budget preparation, budget rebalancing, fiscal strategy and final account (Bakreski, *et al.*, 2021).

When elaborating programming, in the context of its explanation, several models of programming are differentiated, which consist of a compilation of activities and the application of several instruments (Thiry, 2016).

The following programming models can be singled out as the most common:

- Functional programming
- Procedural programming
- Modular programming
- Structural programming
- Declarative programming
- Objective oriented programming
- Aspect based programming
- Event programming

These programming models apply mathematical functions, logical formulas and equations and program languages and can be applied both in the physical and the cyber space.

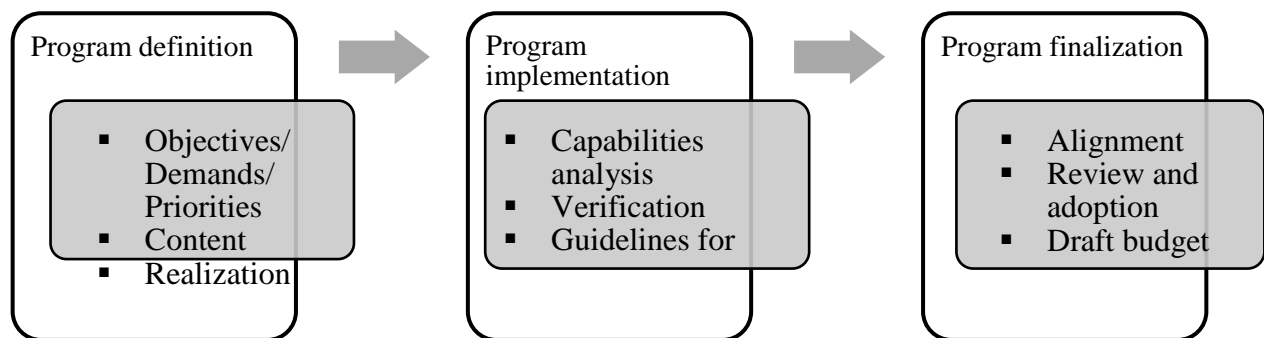


Figure 2: Program duration cycle

Source: University of Waterloo. Program Management, 2022

Prescribed in the Handbook of strategic planning by the General Secretariat of the Government of the Republic of North Macedonia in 2014, grouping and classifying activities in programs according to their structure, tasks, projects, elements and objectives is one of the management instruments.

3. Data and methodology

In terms of current developments, for the needs of this paper, specifically, the subject of interpretation are the programs that result from the Work program of the Government of the Republic of North Macedonia 2023 and 2024, in order to achieve the strategic priorities and priority objectives in the field of security and defense, where the following stand out: the promotion of defense policy in function of development, independence, territorial integrity, the safety of citizens and collective security, as well as the rule of law, the independence of the judiciary, a consistent and non-selective fight against crime and corruption with a broad and binding transparency (Sector for Strategy, Planning and Monitoring, General secretariat, 2020).

When it comes to the Republic of North Macedonia, the applied programming model is objective-oriented programming, where the current budget programs are divided into government programs related to the government's strategic priorities, development programs and budget programs (State Audit Office, 2022).

Through a qualitative analysis of primary and secondary data sources findings for the programs in the designated institutions that are created at the (central) level of executive power (Government), an inductive finding is reached that suggests that they are divided into five areas: economy, social policy, rule of law and good governance, promotion of democracy and freedom and integrations in NATO and the EU (Government of the Republic of North Macedonia, 2020).

From a chronological point of view, it is possible to determine the connection of the undertaken activities in the direction of realization of the strategic objectives, as well as the consistency of the priorities that are differentiated in the programs retrospectively in a time interval of nearly two decades (Ministry of internal affairs of the Republic of North Macedonia, 2010).

3.1. Programming in the Republic of North Macedonia in the Ministry of Internal Affairs and the Ministry of Defense

In the Ministry of Internal Affairs, in accordance with the Strategic Plan 2022-2024, two major programs are implemented, namely: Development of the police - with six subprograms and Promotion of the common functions of the Ministry of Internal Affairs with seven subprograms, which contain projects and activities in accordance with strategic priorities (Strategic plan 2022-2024. RNM Ministry of Internal Affairs).

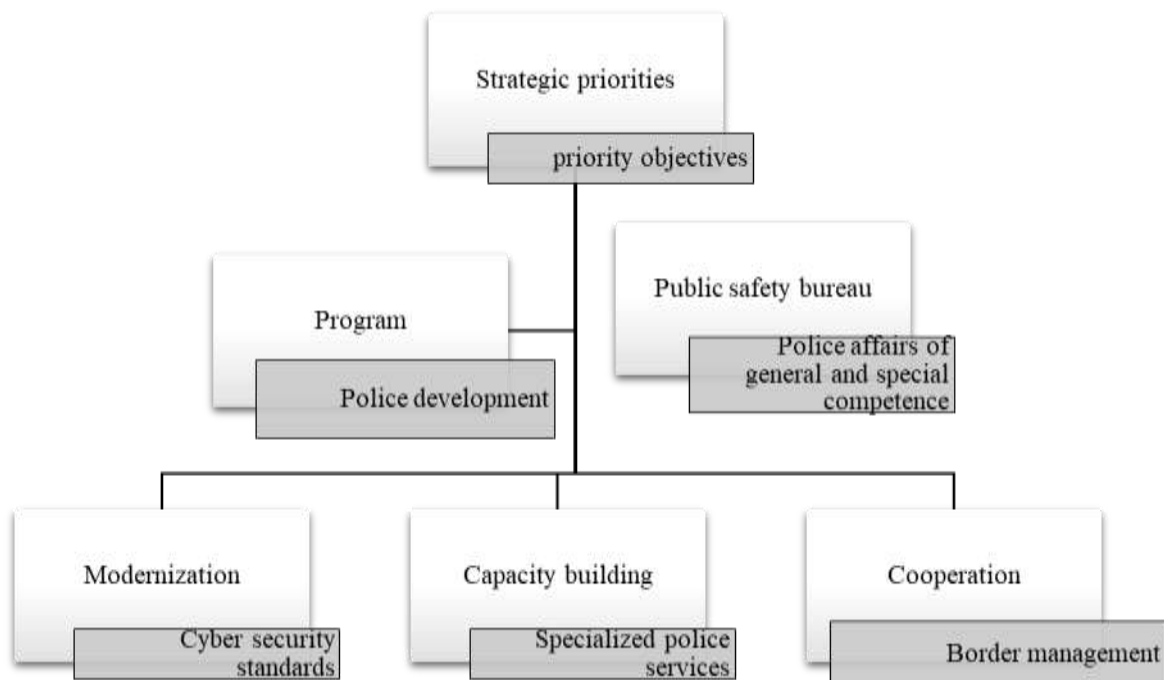


Figure 3: Police Development Program in the Ministry of Internal Affairs.

Source: Ministry of Internal Affairs, 2024.

Within the competences of the Ministry of Defense for planning the needs and preparation of the annual financial plans and programs for the defense, in accordance with the programming guidelines from the Long-Term Plan for the Development of Defense Capabilities 2023-2032, based on the projections and the regulation for multi-year planning, programming, budgeting and execution, develops eight programs with subprograms for defense development and classification of costs in accordance with the NATO cost methodology. personnel, operations and maintenance, as well as for equipment and modernization (Long-term plan for the development of defense capabilities 2023-2032; Programming guidelines 2023-2026).



Figure 4: Program Administration in the Ministry of Defense

Source: RSM Ministry of Defense, 2024

4. Conclusions and recommendations

Creating programs, i.e. programming in the management of the security sector, with the aim of implementing policies for internal and external security, is in the direction of creating operational flexibility, improving integrity, increasing the scope of audited public assets, performing performance audits in function of realization of accountability and good governance, examination of the results in terms of economy, efficiency and effectiveness of the activities of the public sector, informing the stakeholders and the public about the determined situations in the final audit reports. Hence, the creation of programs, i.e. programming, serves to encourage a culture of institutional openness, to build capacities in the public administration and to strengthen the mechanisms for achieving greater accountability in the institutions, in order to support the executive level of government and budget users in making decisions and determining priorities, in correlation with the specific context of the Program for reforms in the intelligence and security sector in the Republic of North Macedonia (2021-2026).

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