Defence Conversion Modalities In South East Europe - Specific Regional Model

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Centre for Security Cooperation
Defence Conversion Modalities in South East Europe - Specific Regional Model

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by RACVIAC Research Project Team

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*Turkey recognizes the Republic of Macedonia with its constitutional name.*
RACVIAC – Centre for Security Cooperation first started tackling the subject matter of defence conversion following the Declaration issued after the meeting of Defence Ministries of South-East European Cooperation Process (SEECP), held in Bucharest, 31st March 2005.

What followed was a long series of more than 20 workshops organised by RACVIAC Security Sector Reform Pillar and addressing transition of military personnel and military base conversion issues.

The crown of that important endeavor was the initiative to launch the project entitled “Defence Conversion Modalities in South-East Europe (SEE) – Specific Regional Model”. After a one-year delay, the project was finally launched in 2011.

This final project paper is the result of hard work of experts nominated by the Republic of Albania, Republic of Croatia, Bosnia and Herzegovina, Republic of Moldova, the former Yugoslav Republic of Macedonia* and the Republic of Serbia to Project Area 1 – Transition of Military Personnel and Project Area 2 – Military Base Conversion.

This paper also reflects on the outcomes of the series of workshops organised by RACVIAC with the cooperation and support of the Kingdom of Norway and other countries of the RACVIAC steering committee, Multinational Advisory Group, such as Croatia, Bulgaria, Bosnia and Herzegovina, Moldova, Montenegro, Romania and Slovenia.

It is worth mentioning here that the history of defence conversion in the region of SEE, as reflected in this book, reveals some great results achieved on the national levels. Had the regional countries not been stricken with the ongoing economic crisis and structural transition, more success stories would have been displayed in this book.

Nevertheless, the important fact remains that the field of defence conversion has been given due attention in the region and only positive results are to be anticipated.

Last but not least, we strongly believe that this successfully completed project is a result of good international cooperation between the countries of South-East Europe and RACVIAC, which served as their platform for security cooperation.

H.E. Ambassador
Nikola Todorčevski
Director, RACVIAC

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Project Overview

Project "Defence Conversion Modalities in South East Europe - Specific Regional Model" was introduced as a twofold research project designed to identify and document existing standard elements of modern, flexible and efficient defence conversion systems in the areas of separated military personnel career transition support and military base conversion. In this way, the project was intended to provide universal guidance for any similar system development. The direct result of the Project is this publication - a single source of universal guidelines, principles, processes and procedures in developing, executing and sustaining an effective separated military personnel transition/military base conversion system. Thus, our intention was to establish a standard doctrinal platform available not only to RACVIAC expert assistance users, but to all institutions interested in these highly sensitive and sophisticated processes.

Research results indicate the existence of a unique and common regional model that could be applied in any other analogue historical, economic and political environment (facing similar objectives and challenges).

Thus, the main purpose of the Project was achieved and we managed to establish theoretical blueprints for the creation of highly flexible defence conversion systems based on the region's experience in the areas of separated military personnel transition support and military base conversion.

The Project objectives were established as follows:

- to identify and document existing regional defence conversion models, primarily on separated military personnel transition support and military base conversion;
- to lay the foundations for the development of regional security sector reform knowledge base;
- to create institutional memory of RACVIAC's Defence Conversion activities in the period of 2006 - 2010;
- to outline a specific model that should be applicable in any defence system of any society facing similar economic, security, and political transitional processes with regard to their scope and intensity;
- to support the vision of regional ownership principle with regard to common security cooperation issues;
- to enhance regional security cooperation by introducing similar joint projects.
Research Problem and Justification

At the Ministerial Meeting on Defence Conversion, held in Bucharest on 31 March 2005, the Ministers of Defence of the SEECP participating countries issued a special Declaration on cooperation among the SEE countries and international partners on specific defence conversion related processes as part of the overall Security Sector Reform (SSR) in those countries. Defence reform, which includes defence conversion, was recognized as the crucial element of a much wider transformation process. It was underlined that most of the SEE countries faced similar circumstances and challenges in dealing with the economic and social impacts of restructuring and downsizing of armed forces that resulted in base closures, relocation of military units, re-integration of redundant military personnel and destruction of surplus military equipment and weapons. In this regard, it was emphasized that future cooperation should focus on sharing information on relevant national policies and programmes, lessons learned and expertise acquired, including improved access to international expert assistance for the purposes of project development and implementation. RACVIAC - Centre for Security Cooperation was selected as the most appropriate institutional platform for the development of regional expert cooperation network to be engaged in sharing knowledge and experience. In this respect, three Working Groups were established for three respective areas of interest:

- Working Group 1 on Transition of Military Personnel;
- Working Group 2 on Conversion of Former Military Facilities;
- Working Group 3 on Restructuring Redundant Military Industries through Downsizing or Conversion to Civilian Use.

Surprisingly, the requirement for the third area of activities (military industry restructuring) diminished pretty much instantly, while the remaining two were still equally alive after seven years of activities. The encompassed time and the scope of efforts have been significant. Thus, RACVIAC has had a great opportunity to engage its partners in a very extensive and valuable research in both of the Project Areas. There has been significant experience generated in this period and RACVIAC, as the institution that has been directly involved in the organization and execution of all corresponding activities, now has a unique opportunity to close this chapter of security sector reform efforts by documenting it at the source.

Methodology

Conceptual and Theoretical Framework

The Project is twofold. It primarily covers two major defence conversion topics that have been the main point of interest for the regional RACVIAC DCC Working Group 1 and Working Group 2 member countries during the past seven years of RACVIAC activities in these fields. Besides its original purpose, this project also serves as a kind...
of assessment of the success of these joint efforts on defence conversion in the SEE and indicates the level of accomplishment of objectives that were set seven years ago.

It is designed and executed focusing on two Project Areas:

- Project Area 1, which deals with the institutional approach to the development of separated military personnel career transition support programmes/systems;
- Project Area 2, which deals with the conversion of redundant military facilities.

Main thesis

The SEE region is highly specific when it comes to the economic, historical, social, and security aspects, often sharing common burdens of the past, present and future. Actually, this fact was the starting point for the development of the regional ownership concept, while the existing systems in both Project Areas are a unique and direct result of mutual cooperation of the countries of the region. Theoretically, their development was based on the existing doctrinal solutions in Europe and the United States of America, but the regional "environment" was taken into account as well.

The main hypothesis is that in the case of both Project Areas, there is the same concept applied in the region, which implies the existence of the regionally owned and unique defence conversion models that are most suitable for transitional economies facing similar historical, economic and political challenges.

User Participation

Our intention was to use the existing expert network that was involved in previous Working Group 1 and Working Group 2 activities, which means that we insisted on the involvement of the national expert personnel involved in the development of individual national defence conversion programmes/systems.

Data Collection

For the purposes of Project Area 1 data collection, the Survey Form on "Separated Military Personnel Transition Programme/System Development" was used (see appendices). The Survey Form is multifunctional, which means that it can be also used by the participating organizations as:

- individual/comparative programme assessment/self-assessment tool,
- checklist of standard transition programme/system processes, procedures, principles, structures, etc.,
The Survey Form includes various data on the development of the national transition programme, functional characteristics, incorporated principles, existing structure, execution, etc. To its best extent, the Form contains all issues present in this unique process. It provides the mechanism for the identification of best practices or possible downfalls, followed by recommendations for appropriate solutions.

The Survey is divided in seven data fields, as follows:

I  National programme development data
II  Programme characteristics data
III  Programme structure data
IV  Programme execution data
V  Programme projection data
VI  Requirements and recommendations
VII  Form authorisation and data validation.

Project Area 2 data collection tool contains 13 paragraphs covering the status of national regulations, current national situation with regard to military base conversion and planned, ongoing and completed national conversion projects, as well as the identification of priorities.

Data Analysis

The data collected through corresponding surveys and interviews were submitted for case studies, qualitative and comparative content analysis, and then cross-referenced for identification of standard elements and best practices in accordance with specific regional aspects and contexts. The ultimate output of this analysis is the universal framework that contains recommended principles, characteristics and structure of the programme/system.

Results and Dissemination

The main project deliverable is this publication where all research results are presented in writing. It consists of two individual parts, with each part covering the corresponding Project Area.

The Publication is available to any interested institution or individual upon a valid request or through RACVIAC’s standard information exchange channels. This first edition is published in 200 to 300 copies. Besides hard copies, the publication is available for unlimited downloads from RACVIAC’s web site in PDF format.
**Intellectual Property**

All written materials and documentation included in or resulting from the Project activities are owned by their creators, who are also the holders of copyrights. However, RACVIAC has the right to disseminate the information so that the benefits of the research are utilized as widely as possible.

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**Schedule and Duration**

As stated, the Project lasted throughout the year 2011.

This was a phase out Project and it was conducted in three phases:

- **Phase I** or "Preparation Phase" - development of the project concept, development of data collection tools and collection of data, as major project activities;
- **Phase II** or "Execution Phase" - data processing, comparative analysis and publication of results, as major project activities;
- **Phase III** or "Evaluation Phase" - project report and evaluation.

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"... to foster dialogue and cooperation on security matters in South East Europe through a partnership between the countries of the region and their international partners..."
Announcing the launching of the Project

Members of Project Area 1 - Transition of military personnel and Project Area 2 - Military base conversion, joint workshop in Slovenia
Part I

Transition of Military Personnel

by Lieutenant Colonel Davor KIRALJ

Terminology

Just as the people are the nation’s most valuable asset, the use of military forces in preserving national security is the highest form of utilization of this very same asset. Care for people must be in the centre of our attention as the main guarantee of the future of a military organization.

There is an obvious versatility of terms used in this field of interest, which often produce unnecessary confusion if not observed within the appropriate context. Thus, any possible terminology issues have to be clarified at the very beginning. Here are some of them, used to indicate more or less the same essential process:

- "Redundant military personnel retraining and resettlement";
- "Reintegration and re-socialization";
- “Social Adaptation”;  
- "Professional re-conversion and post-career assistance";
- "Separated military personnel transition";
- "Personnel conversion";
- "Demobilization and retraining", etc.


What is the reason for this diversity and possible unnecessary confusion, especially considering the fact that we are more or less talking about the same thing, without too much difference in corresponding programme structures and procedures?

One of the answers, besides that the individual ambition is original, is that every individual programme utilizes specific terminology based on the applied doctrine, including organizational structure and support principles. In fact, the doctrinal approach is one of the key elements in corresponding system design because we truly believe that without previously fully established strategic guidance and original doctrine there is no successful military personnel transition system which could equally satisfy long-term personnel objectives on the organizational level, and immediate support requirements for the separated personnel at the individual level. Thus, we are all considering the same issue but from a slightly different, doctrinal point of view.

By some inertia and inadequate external expert support, at the outset of its defence conversion programme RACVIAC started with the obsolete and inappropriate concepts of Disarmament, Demobilization and Reintegration (DDR) and thus ignored some obvious specificity of the region's defence reform processes. Fortunately, this short-term setback was recognized by the involved regional members themselves and this RACVIAC programme area was quickly realigned with the newly introduced doctrine which is defined through the term of "separated military personnel career transition support".

What is meant by "separated military personnel career transition"?

Another thing that all the countries of South East Europe have in common is the initial context which created the need for the development of corresponding military personnel career transition support programmes. This context included the requirement for the reduction of military forces, or in other words, for downsizing of military personnel. Naturally, a direct outcome of this process is the separation of redundant military personnel, which means voluntary or involuntary termination of military service.

It should be underlined here that accurate definition of military personnel separation includes termination of military service due to various reasons and not just redundancy. This is crucial for understanding the importance of transition function in the overall personnel management system and its permanent and integral role. For this reason, the idea of permanent “separated military personnel transition” support function was introduced and accepted by RACVIAC WG-1 Group members.

The following institutional definition of separated military personnel transition was offered, with an emphasis on the word institutional:

"Transition of separated military personnel can be defined as a specific period of time and/or a process that includes transparent institutional provision of individual assistance during statutory (social) and existential (economic) transition of separated
military personnel from military to civilian community, through carefully designed, standard, in advance and equally available beneficiary personnel management activities and support programmes."

Please note that by no means do we intend to claim that this the best and most valid term - the appropriate doctrinal approach is much more important than terminology. It is just one of many and we truly believe that it is the most advanced, appropriate and comprehensive one in the context of military force modernization and professionalization that were initiated at approximately the same time throughout the region and were actually what prompted the introduction of these systems.

The Doctrine

Transition is all about people. When we consider any personnel doctrine, there is always one indisputable argument: personnel are the most valuable asset of an organization. Therefore proper care for an individual is one of the major guarantees for the future of the organization itself. This statement is especially valid in the case of a military organization due to its specific features, such as highly specific force structure, means and ways of operation, and unique objectives. Military personnel management is a highly challenging and complex process, especially in the period of transition due to changes in military strategy, mission of the armed forces or due to force modernization. The entire process requires a highly sensitive approach and includes several important objectives:

a) firstly, to maintain the quality of the armed forces;
b) secondly, to maintain the readiness of military units;
c) last but not least, to provide appropriate care for the members who might be separated from the military community.

It means that the mission of the personnel management system is primarily twofold - to equally support all valid requirements of the military organization on one hand, and to fulfil legitimate needs of military personnel on the other. The system is a complex and dynamic mosaic of interdependent subsystems or functions. None of these functions can survive independently of others. Everything starts and ends with the function of the force structure, which is determined based on the estimated threats to the national security, availability of the required resources, willingness of the people to confront, and the capabilities of the national economy. This is the key element that influences all other functions. It is a constant and continuous process that directly generates requirements for all personnel management activities, but the most obvious are the requirements for personnel accession on one hand, and the requirements for personnel separation on the other. At this point, the question arises how to keep this personnel life cycle model uninterrupted?

The answer to this question is provided by the function of separated military personnel transition.
Without this function, the personnel life cycle would be broken. Transition is the final function of the personnel life cycle and an integral part of the personnel management system.

This was a brief description of the doctrinal approach which was the foundation of the establishment of the Program and its appropriate execution.

**The Real Nature of the Function**

The essence of transition is contained in an open, correct, and considerate approach to every individual included in this process, regardless of the reasons for his/her separation (service termination). The entire process must be transparent and intelligible to all the embers of a military organization who contributed to its successful functioning. We should never forget that separated individuals continue to present a pool of high quality, trained and experienced personnel that can be utilized again within the defence system, and/or for transferring positive or negative information about the military organization to potential future members of the armed forces.

The real nature of this function is positive and by no means negative. As a fully developed system of personnel support, transition is and must be understood as both part of the overall system of benefits which makes a military organization attractive for accession and retention of high quality personnel, and as a permanent possibility of building a “second career” trough appropriate transition support programmes, regardless of individual circumstances of separation, as long as they are honourable and morally justified.

**“Total Approach Concept”**

In the case when a particular function or system has never existed, the best developmental concept is the total approach concept which includes all three
management levels: the strategic, executive (managerial) and operational one. Disregarding any of these levels sooner or later leads to failure. Therefore proper contribution of all decision making levels is required.

The strategic level of the management processes provides an answer to the question of what to do. This is a strategic level of the organizational pyramid which specifies required goals, policies and objectives.

The executional level of the management processes provides the answer to the question of how to do it by developing appropriate programmes within goals, policies and objectives set by the strategic level. Thus, a specific programme presents an actual answer to a specific strategic requirement, or in other words the programme provides means of implementation of specific strategic objectives. This includes both the development of required organizational structure and procedures.

Still, everything actually starts with the environment which determines the programme subject or the target users. The subject is determined by various aspects which generate constrains to be solved by a specific programme.

**Aspects**

What are the key aspects or externalities with regard to the development of the separated military personnel transition programme?

We divided them into two groups. The first one comprises the omnipresent and well-known aspects which are usually considered:

- economic
- financial,
- institutional,
- legal.

Past experience has shown that the second group of aspects, as listed here, is not so much considered and therefore the development is inevitably partial. This postulate was proven in the early developments of transition systems in the region, which in majority of cases did not consider the full spectrum of individual national features through the prism of these highly specific aspects. For this reason, it is very important to underline the importance of the total approach development concept.

The second group comprises the following aspects:

- doctrinal (military personnel transition as a permanent function of human resources management system with primarily beneficiary personnel support character);
- organizational (specific integrated organizational structure);
- psychological (individual stress and change management, etc.);
- sociological (macro and micro level of social integration, cultural adjustment, etc.);
- technological (utilization of new information technologies);
- historical aspects (consideration of the existing historical context of change that influenced the process - highly specific for the region).

Only if all aspects are included, maximum benefits can be obtained, along with three lateral ones: for society in general, for the military organization and for the separated individuals. This paper will tackle two of the major ones: the doctrinal and organizational aspects, as basic elements of successful system development.

**Principles**

A question arises on how to interconnect two essential aspects: the doctrinal and organizational?

A possible answer is to provide clear definitions of proper implementation and organizational principles which will be incorporated into all processes and procedures.

In the area of **programme execution** there is a specific **set of principles** that must be applied. These principles are individual approach, openness, equal opportunity, personal availability, empathy, discretion, and personal trust.

**Individual Approach**

Sensitivity of the process, personal satisfaction and subjective feeling of security and success regarding personal transition are directly connected with the principle of individual approach to every single person included in the process of separation. It is of high importance to recognize every person as a unique individual going through an
extremely stressful situation, and approach her/him as a human being with all of her/his unique problems, virtues and weaknesses. Conduct must be highly professional and objective, but at the same time including as much humanity and understanding for individual destiny as possible.

**Openness**
As this is a highly sensitive and emotional process causing huge stress to all involved individuals and their family members, the system of care and transition must be extremely open and completely transparent and honest. There must be no secrets, or withholding information or possibilities that are available to every person regarding their rights and equal opportunities, while using available support. This principle is directly connected with the principle of equal opportunity.

**Equal Opportunity**
A transition system must provide to every individual equal level of unconditional support. This is one of the essential principles that could otherwise directly, promptly and fatally impact success and credibility of the entire system. Just one example of inequality or denial of right can produce adverse or irreversible consequences. For this reason all the criteria and terms of support programme utilization must be clearly defined and timely available to all.

**Personal Availability**
Programme availability involves the availability of every one of its elements, including support personnel. As much as reasonably possible, each individual responsible for transition support must be available to supported individuals (beneficiaries). It is necessary for every counsellor to be available, regardless of the counselling hours, but not without influencing her/his personal life. This availability doesn't have to be physical and can include other forms of communication like phone and e-mail messages. Avoidance of personal contact can be quickly detected and the result can only be negative.

**Empathy**
Empathy can be defined as an "ability to identify with a certain person, or an attempt to experience the same feelings and thoughts as the other person". This is an essential prerequisite for understanding individual attitudes and behaviour. The ability to put yourself in someone else's position or "shoes" can greatly help with developing a specific approach to an individual, establishing appropriate interrelationship and finding the most suitable solutions.

**Discretion**
Establishment and maintenance of mutual confidence requires unconditional discretion regarding exchange of personal information. This type of information must not leave out the established circle of trust between the counsellor and the supported individual.
The main reason for this requirement is the fact that transition is a matter of life for this specific person and it requires adequate privacy and reasonable level of emotional sensibility.

**Personal trust**
Personal trust is a result or a sum of all previously mentioned principles: individual approach, openness, equal opportunity, personal availability, empathy and discretion. Imbalance in any of these principles will lead towards a mistrust. Successful transition relies on the support that is a result of mutual cooperation and effort of a counsellor and supported individual. The system must be organized in such a way to provide all necessary conditions for the establishment of a direct and friendly relationship relying on mutual understanding and trust.

However, organizational principles should include regional approach, transparency, support versatility, organizational availability, organizational adaptability, unity of effort, decentralized execution, centralized management and control.

**Regional Approach**
Regional approach provides a higher level of availability and organization of transition support, including a higher level of programme effectiveness. Each individual included in the transition support programme is at the same time a member of the social community in which she or he lives. Considering an individual’s social connections and relationships, this community provides a permanent source of solidarity and sense of security which should not be taken away from the individual. Furthermore, social communities differ in many ways, while the social and economics factors are the most important ones in this regard.

As regards economy, the regional approach relies on appreciation of regional features regarding the economic structure and its traditional branches. This will directly impact preferable types of employment and self-employment (including vocational training as an inseparable element).

The social factor includes the existing and specific social attitudes, values and cultural specificity existing in a certain social community, which means that the image of transition is not the same in all parts of a country. This fact must be considered when a particular support programme is developed.

**Transparency**
The entire process must be fully understandable to individuals who are incorporated into a military organization. All information must be verified, complete and true, available to all in a timely manner. This is a fundamental execution prerequisite which directly influences the success of the programme, as well as the establishment of the much-desired mutual trust. As a strategic activity, information management requires a special strategy (establishment of permanent information network, including public relations).
Support Versatility
This principle must be visible through the existence of a wide spectrum of available support programmes. This should provide reasonable number of choices for an individual and thus a balanced solution between her or his personal preferences and that what is available and demanded at the existing job market.

Unity of effort - institutional approach
There must be a high level of involvement and synergy of all interested governmental and non-governmental agencies. This requires the establishment of a programme network that would include all institutions which could contribute with their own resources, knowledge and experience. Strategic partners must be identified in advance and included in the permanent institutional programme foundation at the national level.
Adaptability
Terms under which a programme is executed can be extremely variable - from regular to contingent flow of personnel due to restructuring and personnel downsizing, from sufficient to scarce resources. For this reason, the executitional organization must be flexible, economical and adaptable. This will be visible through the organization's capability to adapt to shifting guidance and operational conditions. Proponent organizations must be ready to react fast and effectively to the changeable programme requirements. Adaptability implies the ability to re-allocate resources in accordance with changed priorities and without reduction in programme capabilities. Finally, besides corresponding organizational capabilities, adaptability requires continuous multifunctional training of transition support professionals, including the development of corresponding professional development models.

Synchronization
Regardless of different terms of programme execution, the goal of the synchronization of efforts is to gain the most benefits from the available resources, at a time and place that would make these benefits most visible. Transition support personnel must understand the vision, objectives and programme priorities. The synchronization of efforts requires careful planning of all procedures and coordination of all individual activities. Only this will secure unity of efforts and final success.

Programme Image
Why is the existence of these principles important?

Besides the higher probability for the programme to be successful, another reasons is to achieve and maintain the desired programme image. What is the most probable perception of the programme among separated military personnel?

If the accepted doctrine is not fully applied in all aspects of the programme development and execution, including organizational development, then the information campaign is useless.

Firstly, the perception of the programme depends on the programme itself: applied doctrine, developed programme structure, support availability, eligibility criteria, transition support personnel, etc.

Secondly, wide acceptance of the programme is influenced by the question of whether all subjects considered by the programme are somehow involved in its development or not. This should provide a broad programme ownership and more efficient implementation.

Additional two elements that originally should not be part of the programme, except if they appear in the form of information, are downsizing policy and separation selection process and criteria.
In this case there must be clear distinction between the transition programme on one hand, and downsizing and separation processes on the other. By its true nature, transition is personnel welfare support activity dealing with the impacts of the downsizing and separation of personnel. Different perception is doctrinally wrong and creates possible difficulties considering positive image of the programme and desirable perception by the beneficiaries.

Actually, this was one of the trick questions in our Project questionnaire for the participating member countries.

The last but not the least factor which influences the programme image and ultimately its success is the level of organizational integration.

**Standard Organizational Model**

What does it mean?
Or rather - what is doctrinally more correct: to have the programme executed by the organization itself, or by some other, external organization, which is not an integral part of the defence structure? This question must be primarily observed from the organizational point of view. If we consider standard military personnel management model and the afore-described doctrine, the organization itself should be the core proponent of the programme execution. Any other solution would not bring the most...
valuable long-term benefits, while the true nature of the function would be lost. Separation is a continuous process and so is the transition. This is especially important in the context of the latest developments in the regional military organizations.

Depending on the level of organizational integration, there are three possibilities or three distinctive organizational models:

- **internal one**, which implies that operational organization is fully integrated and all activities are executed within the defence structure;
- **external one**, which implies that there is no organizational integration and all activities are planned and executed outside of the originating organization, while it is not responsible for the outcomes;
- **the third option** combines the previous two and usually means that core functions are the responsibility of the originating organization itself.

Thus, apart from the functional integration, the next important question refers to the organizational integration - what would be the most suitable type of organization considering the described doctrine?

**Ideal Type of Organization?**

Of course, only a general answer to this question is possible. Everyone should make a decision based on the individual case at hand.

Again, if we consider the afore-described doctrine and accordingly defined implementation and organizational principles, the most suitable organizational model should have a mixed structure with integrated programme core and external support programme execution. It is actually a type of cluster organization which is constituted of permanent principal work units and temporary and specialized support service providers - all working towards the same goal.

Apart from doctrinal compatibility, this implementation organization concept equally supports the well-known economic and institutional approaches.

Specialized external support service utilizes the already existing capacities and successful solutions and experiences of public or private providers, through the integration with already developed governmental or non-governmental programmes.

This organizational concept should provide more flexible, economical and efficient
programme execution through the regional approach and operational integration of key partners, utilization of modern technologies and methods.

Other benefits include optimal use of resources, avoiding duplication of efforts, standard and equally available support activities, regardless of where or when they are provided. At the same time, external elements can be easily replaced or terminated in accordance with the requirements or availability of funds.

Principal core elements which should be the responsibility of the originating organization are: planning, funding, managing, coordinating, controlling, and evaluating. These elements must be centralized, with the exception of core individual transition support activities that should be executed regionally.

External elements of this organizational model should be specialized support activities, executed regionally. Examples include vocational training, employment, self-employment, business start-up assistance, etc.

The Outlook - The Future?

The future is already happening for the majority of the region. The main backdrop is the familiar story of globalization.

Globalization is considered a relatively recent process, but some authors believe it is more than half a century old. It became visible after the ideological aspect of the confrontation in the modern world disappeared. There is also an additional paradox worth mentioning. By its declarative definition, globalization is multilateral, but at the
same time it is marked by strong integration processes, leading towards practical unilateralism. The same process can be observed in the field of security.

In terms of world globalisation, the security concept of low intensity conflicts presents an ideal type of confrontation. This claim is the result of the fact that global political and economic stability could be disrupted if any country from the globalisation core initiated a large-scale military conflict. This scenario is resolved through the concept of alliances - when a medium or high intensity conflict breaks up, the total stress is divided among the allies and there is no significant impact on the mentioned stability of the core. Mutual economic and political cohesion and dependence has become the most reliable guarantee of world peace.

Another important issue is that globalisation does not recognize national boundaries. The achieved level of development for the global society, together with the ongoing changes in the field of security, require adjustments of military service towards becoming an ultimately professional occupation. This will enable deployment of forces as part of the alliance whenever and wherever required.

Therefore, military service must become a job like any other. The mythical component of the military profession, traditionally connected with the destiny of the nation and the state itself, is rapidly vanishing. Military service is no longer just a citizen's duty towards the homeland or the symbol of national identity. It is also a properly paid job which requires a high level of specialized training and equally high level of new kinds of motivation and incentives. The tradition of patriotism or national heroism is not the only component of motivation any more.

Like the low intensity conflicts present the ideal type of armed confrontation in the global society, all volunteer armed forces are the ideal type of the military organization. Considering military personnel management, the main changes will occur in the field of military personnel accession. Bulk of forces will not be conscript soldiers any more, but volunteers who apply for a maximum of two to three tours of duty. Only a few of the most successful will choose a military career and become non-commissioned officers. It means that the transition system will become even more important. The functional and organizational integration of this function inside the military personnel management system is inevitable.

A common mistake made when establishing professional armed forces is to have the impression that it can be achieved simply by implementing a single and extremely popular political decision of abolishing compulsory military service.

This process is much more complicated, much more complex, resource consuming, and demanding. Its main objective is usually twofold: to develop considerable military capabilities on one hand, and to increase civilian control over military system on the other. It includes different organizational and sociological processes which equally enable establishing modern, highly capable forces committed to democracy, as well as stronger integration of military and civilian society. It requires high quality personnel,
and it can undoubtedly increase the complexity of the mission of the military personnel management system.

With the previously described redefinition of the military profession, a military organization would have to compete with other employers at the labour market for the high quality workforce. The key incentives that can be offered to new members of the armed forces are transition support programmes which can provide a desired civilian training and increase the certainty of a desired civilian employment after separation, for those who do not want to or cannot continue a military career.

To be able to build the image of a desirable employer, a military organization must, among other benefits, have a highly sophisticated and integrated transition system set in place.

Considering all of the above, one might conclude that there is enough space for continuous development and improvement of the military personnel transition systems. Those who have just started or plan to start the process should not miss the opportunity to avoid possible shortfalls and establish an advanced model from the very beginning.

This is simply a list of possible steps towards future improvements. As you can see, it is an open list and will hopefully grow very fast through the exchange of knowledge and experiences.

Here are some possible developments:

- system of civilian certification of military skills must be established as soon as possible. It is a two-way process and it will certainly require adjustments in military training and education curricula;
- vocational training should be offered as an accession benefit for the enlisted soldiers and offered from the very beginning of active service;
- as part of the personnel management system, the transition function should be transferred to the military personnel service, which is one of support services inside the armed forces;
- utilization of new information technologies across all transition activities would enable support service to become more efficient and available;
- a positive image of the transition support system should be created from the very beginning of the individual’s military service.
Transition Doctrine Summary

“Military Personnel Transition is the final function of the personnel life cycle and an integral part of the personnel management system.

The essence of transition is contained in an open, correct, and considerate relation towards every individual included in this process, regardless of the reasons for his/her separation (service termination). The entire process must be transparent and understandable to all members of the military organization who contributed to its successful functioning. We should never forget that separated individuals continue to present a pool of high quality, trained and experienced personnel that can be utilized again within the defence system, and/or for transferring positive or negative information about the military organization to potential future members of the armed forces.

The nature of this function is positive and by no means negative. As a fully developed system of personnel support, transition is and must be understand as both part of the overall system of benefits which makes a military organization attractive for accession and retention of high quality personnel, and as a permanent possibility of building a “second career” through appropriate transition support programmes, regardless of individual circumstances of separation, as long as they are honourable and morally justified.”

Research Project Team 1
The main assessment tool utilized for the purposes of this Project was the “Separated Military Personnel Transition Programme/System Development Survey”. The idea was to develop a multifunctional tool that would serve equally to all parties involved in multilaterally established Project "Defence Conversion Modalities in SEE", as:

- individual/comparative programme assessment/self-assessment tool;
- checklist of standard transition programme/system processes, procedures, principles, structure, etc.;
- benchmark of the attained programme/system development level.

Its structure includes various data on the development of national transition programme, functional characteristics, incorporated principles, existing structure, execution, etc. While designing the survey, we tried to identify and incorporate all issues included in this unique process, with the major aims of identifying best practices or possible shortfalls followed with the recommendations of appropriate solutions, enabling users to independently review their own personnel transition programme/system, and finally of allowing a more transparent experience exchange on the regional level for the purposes of the Project.

In general, the survey was built around three groups of data queries.
The first one included very simple elements such as: programme title, programme timeline if it exists, and programme utilization level.

The second data group included specific elements and a corresponding mark indicating whether certain element existed or not, while the last one was designed to state countries’ assistance requirements with regard to military personnel transition programme development and sustainment.

The applied data structure was designed with the primary objective to provide the following standard programme development indicators:

**Complete strategic guidance** - the force downsizing indicates whether strategic guidance was available in the form of all required standard strategic documents or not, and whether it properly reflected the downsizing and transition processes. There must be at the very least a strategic defence review before the transition programme is developed and executed.

**Financial sustainability** - indicates whether financial resources are secured in advance or not. A perfect situation would include the government as the core provider of financial support. This goes together with the element of organizational integration which means that the executing organization is an organic part of the defence structure (the Ministry of Defence or Armed Forces).

**Doctrinal approach** - indicates if appropriate personnel management doctrine is in place together with the compatible execution and organizational principles.

**Individual approach** – indicates that core transition activities are planned and executed on individual basis, including individual transition assistance, counselling and appropriate follow-up activities.

**Organizational integration** - indicates that sufficient organizational structure is developed and integrated into national defence structure (the Ministry of Defence or Armed Forces).

**International support** - indicates that the country was provided with some sort of foreign assistance during programme development and/or execution. Possible fields of assistance include the development of the programme concept, programme document, programme information strategy, transition workshops, individual transition assistance, labour market assessment, vocational training, individual employment, individual transition follow-up, programme evaluation mechanism, etc.

**Time limitation** - indicates that the programme has specific period of duration within which the objectives should be reached and the programme terminated. The absence of time limitation indicates that military personnel transition is established as a permanent function and this should be the case in the future.
Clear political decision - indicates that clear political decision was made based upon valid recommendation and adequate defence review documents. This should equally indicate broad national support to the programme execution, although this is not always the case.

Transparency - indicates that the entire process, procedures, criteria, etc. are equally visible to everyone included in the transition. This element is directly connected with a timely establishment of support standards, programme utilization criteria and information support activities and actually denotes that a regular information campaign had been in place before the programme was initiated.

Centralized control - indicates that principle core elements, such as planning, funding, managing, coordinating, controlling, establishment of support standards and evaluation of programme efficiency are centralized. This is an essential element of efficient management and provision of standard support regardless of where it is provided.

Regional execution - indicates that all specific programme support activities, such as individual transition assistance and counselling, retraining, employment, self-employment and business start-up are executed regionally considering the existing distinctive economic, cultural and geographical regions.

Selection boards - selection process is not an element of transition, but does have an indirect influence thereon, as well as possible programme image implications. It indicates that the principle of equal opportunities was in place with regard to the separation process. This will probably be mentioned several times, but transition is by its nature a beneficiary activity and it should not define downsizing policies or separation selection criteria which should be present just in the form of information as constraining assumptions primarily for the planning purpose.

Equal availability - indicates that the same support programmes and activities are equally available, regardless of personnel category (primarily among officers, NCOs and soldiers). This is a doctrinal aspect and can also have possible programme image implications if not applied properly.

Civilian personnel included - indicates that the same support programmes and activities are equally available to separated civilian personnel. This is just an additional piece of information because a few of the programmes consider both categories of personnel equally.

Special coordination bodies - when the transition system has to be established for the first time, coordination at all levels is crucial for success. To ensure this institutional approach, special and temporary coordination bodies must be established to guarantee the execution of joint activities. It also indicates that the government supports transition efforts.
Supporting legal framework - besides appropriate and timely funding, clear and appropriate legal framework is the next most important prerequisite for regular and continuous programme execution.

Broad program ownership - indicates that all stockholders considered by the programme were included in its development and execution planning (this, for instance, implies users, identified partners, considered government and non-government organizations, etc.) This is a desirable approach for increasing support for the programme execution. The programme will have more chance if all of the parties considered by the programme participate in its development.

In-service individual transition - means that majority of transition activities is done while an individual user is still a member of the armed forces. This approach will become increasingly important if the armed forces switch to all volunteer accession and it is directly connected with a suitable transition doctrine.

Military personnel management function – this is a clear statement that military personnel transition is one of the military personnel management functions. This is another indicator of a valid doctrinal approach.

Regular programme structure – indicates that the national transition programme matches standard programme structure predicted by the survey form. Possible elements of the programme structure usually include information activities, individual transition assistance and counselling, labour market assessment, vocational training and education, employment assistance, self-employment assistance, small business start-up assistance, individual transition follow-up, relocation assistance, re-housing assistance, etc.

Integration of support programmes – indicates that there is a conditional relation between specific support programmes. For example, an individual cannot use other transition activities if individual transition assistance activities had not been previously executed, or cannot use certain employment or self-employment programme without appropriate type of business start-up training.

Programme implementation strategy - its purpose is to establish priorities in resolving different and specific national programme execution issues, or in other words, to find a balance between objectives and available resources.

Programme evaluation mechanism - indicates the existence of a regular and objective assessment of programme efficiency.

All-volunteer force - this fact strongly determines the permanent nature of the transition programme.

Regular information campaign – this is the third most important prerequisite, after legal and financial framework. It must be launched before initiating the programme.
and present true and reliable information, using all available channels for information dissemination.

Regular transition assistance programme - indicates the existence of one of the standard elements of programme structure. It may be comprised of different support activities such as individual change management and attitude adjustment, social networking, individual transition organization and planning, individual financial transition planning, individual time management, specific transition skills such as effective communication, job seeking, job finding, job keeping, negotiation skills, etc.

Regular employment assistance programme - this is another common element of the programme structure.

Clear and standard procedures - this is the prerequisite for a standard and problem free execution at the operational level. It ensures standard and equally available support. Standard procedures must be developed before initiating the programme.

Civilian recognition of military education - indicates that specific military skills are recognized by the civilian education system and acceptable by the civilian labour market. This is very important for the future development of the military personnel transition systems.

Continuous programme improvement - it is directly connected with the programme evaluation mechanism. Programme is a live entity and requires continuous improvements and adjustments if it cannot properly satisfy the established requirements.

Programme utilization level - it represents a ratio between the population included in transition activities and the total number of actually separated personnel. This is the first and very simple statistical indicator which does not denote the programme’s success.
### I - NATIONAL PROGRAM DEVELOPMENT DATA

**I.1. Country**

Enter here:

**I.2. National Program title**

Original title:

English title:

**I.3. Program development start date**

Enter here:

**I.4. Program development agency**

Enter here:

**I.5. Program development point of contact**

Title/role:

Organization:

Phone:

Fax:

Email:

**I.6. Program development status**

- In process
- Developed
- In review
- Pending approval
- Approved

Enter finalization date:

Date of approval:

**I.7. Considering Program development, did you or do you have any formal assistance outside of our joint initiative?**

**I.7a. If Yes, what is/ was the field of assistance (please see instructions)**

**I.7b. If Yes, please name the assisting organization/ organizations**

Field of assistance (A,B,C,...):

1. 
2. 
3. 
4. 
5.

### II - PROGRAM CHARACTERISTICS DATA

**II.1. Please mark and/or add any strategic/doctrinal documents which are fully developed and approved**

**II.1a. Do they properly reflect your force downsizing process (Yes or No)?**

- National Security Strategy
- National Defense Strategy
- National Military Strategy
- Military Personnel Strategy
- Military Personnel Doctrine
- Additional:

**II.2. Who made initial decision on defense reform and force downsizing?**

**II.2a. Based on proposal made by**

- Government (Prime minister)
- Minister of Defense
- President of the State
- Chief of General Staff
- Parliament:

**II.2b. If there is a specific formal decision document, please name it here**

Please enter decision date:

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**Made by Lieut Davor Knežji**

**RAVCIDC SSR**

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II - PROGRAM CHARACTERISTICS DATA (continued)

<table>
<thead>
<tr>
<th>Question</th>
<th>YES</th>
<th>NO</th>
<th>DON'T KNOW</th>
</tr>
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<tbody>
<tr>
<td>11.3. Was the previous decision made based upon appropriate strategic defense review?</td>
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<tr>
<td>11.3a. If YES, please enter date and document title</td>
<td>Date</td>
<td></td>
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<tr>
<td>11.4. What is the main source of your military personnel accession?</td>
<td>Compulsory service</td>
<td>Voluntary service</td>
<td>Mixed</td>
</tr>
<tr>
<td>Soldiers</td>
<td></td>
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<tr>
<td>NCOs</td>
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<tr>
<td>COs</td>
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<tr>
<td>11.5. Does Program equally apply to all categories of military personnel (soldiers, NCOs, COs)?</td>
<td></td>
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<tr>
<td>11.5a. If NOT, which categories are included?</td>
<td>Soldiers</td>
<td>NCOs</td>
<td>COs</td>
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<tr>
<td>11.5b. If NOT, will you include any of other categories gradually?</td>
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<tr>
<td>Which one?</td>
<td>Soldiers</td>
<td>NCOs</td>
<td>COs</td>
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<tr>
<td>11.6. Does Program include same level of support equally available to all civilian personnel?</td>
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<tr>
<td>11.6a. If NOT, please state what elements are not applied equally?</td>
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<td>b)</td>
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<td>d)</td>
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<td>11.7. What is the Program eligibility criteria - please mark all provisioned requirements</td>
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<tr>
<td>11.7a. Time in service</td>
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<tr>
<td>If person has more than (enter) years in service</td>
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<tr>
<td>11.7b. Retired personnel</td>
<td>Early - (enter) years in service</td>
<td>Regular - (enter) years in service</td>
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<tr>
<td>11.7c. Honorable discharge</td>
<td></td>
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<tr>
<td>If person is not discharged more than (enter) months before Program has started</td>
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<td>11.7d. Upon personal request due to armed force downsizing</td>
<td></td>
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<tr>
<td>11.7e. Military Component membership</td>
<td>Active duty personnel</td>
<td>Reserve personnel</td>
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<tr>
<td>11.7f. Additional - enter here</td>
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<td>12.7a. Additional - enter here</td>
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<td>12.7b. Additional - enter here</td>
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<tr>
<td>12.7c. Please list all legal documents providing stated criteria</td>
<td>1.</td>
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<td>j.</td>
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<td>11.8. Does Program have duration time limitation?</td>
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<td>11.8a. If YES, please write down planned execution period (years)</td>
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<td>Start (calendar year)</td>
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<td>End (calendar year)</td>
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<td>11.9. Is the Program execution program (responsible agency) part of defense organization?</td>
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<tr>
<td>11.9a. By the organizational placement/authority/responsibility, this agency/organization is:</td>
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<td>Internal</td>
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<td>External</td>
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<td>Mixed</td>
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<tr>
<td>11.10. Have you identified your Program execution partners?</td>
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<tr>
<td>11.10a. If YES, please state your Program partners and respective field of cooperation</td>
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<tr>
<td>Strategic</td>
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<td>3.</td>
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<tr>
<td>Other</td>
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msi_survey_form
**II. Program Characteristics Data (continued)**

<table>
<thead>
<tr>
<th>II.11. Have you institutionalized your partnerships?</th>
</tr>
</thead>
<tbody>
<tr>
<td>YES</td>
</tr>
<tr>
<td>a) Interagency Oversight Board (executive level oversight and coordination)</td>
</tr>
<tr>
<td>b) Interagency Cooperation Board (operational level coordination and operations)</td>
</tr>
<tr>
<td>c) Letters of understanding</td>
</tr>
<tr>
<td>d) Interagency agreements (contracts)</td>
</tr>
<tr>
<td>e) Regular coordination (board meetings, etc.)</td>
</tr>
<tr>
<td>f) Regular information exchange</td>
</tr>
<tr>
<td>g) Distributed budget planning</td>
</tr>
<tr>
<td>h) Additional - enter here</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>II.12. What are current legal obligations toward separated personnel, based on applicable national legislative (Military Service Law, Labor Law, Social Care Law, Retirement Law, etc.)?</th>
</tr>
</thead>
<tbody>
<tr>
<td>II.12a. Legal obligation (provision)</td>
</tr>
<tr>
<td>1.</td>
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<tr>
<td>2.</td>
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<td>3.</td>
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<td>4.</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>II.12b. Law title</th>
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<tbody>
<tr>
<td>1.</td>
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<td>2.</td>
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<td>3.</td>
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<td>4.</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>II.12c. Respective legal obligation number (II.12a)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
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<tr>
<td>2.</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>II.13. Is/has there a need for respective national legislative adjustments?</th>
</tr>
</thead>
<tbody>
<tr>
<td>YES</td>
</tr>
<tr>
<td>II.13a. If YES, have you identified required legal changes and initiated them?</td>
</tr>
<tr>
<td>II.13b. If YES, have you incorporated required legal changes into your program?</td>
</tr>
<tr>
<td>II.13c. If YES, list legal document, required changes and answer if they are applied</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Legal document title</th>
<th>Change description</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
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<td>2.</td>
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<td>3.</td>
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<td>4.</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>II.14. Is/has there any required legal documents that never existed before (law or regulation)?</th>
</tr>
</thead>
<tbody>
<tr>
<td>YES</td>
</tr>
<tr>
<td>II.14a. If YES, list them below and answer if they are applied</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Legal document title</th>
<th>Regulated issue(s)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td></td>
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<td>2.</td>
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</tbody>
</table>
### II - PROGRAM CHARACTERISTICS DATA (continued)

<table>
<thead>
<tr>
<th>II.15. Have you conducted any kind of survey/assessment among military population prior to Program development? (e.g. about downsizing process, information availability, separation selection process perception, acceptable support measures, exiting Program public image, etc., prior to Program finalization)</th>
</tr>
</thead>
<tbody>
<tr>
<td>(a) If yes, have you considered these results when you've been developing your Program, Program Information Strategy and other support programs?</td>
</tr>
<tr>
<td>(b) If yes, can you make few examples?</td>
</tr>
<tr>
<td>(c)</td>
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<tr>
<td>(d)</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>II.16. Is the personal transition conducted during individual's military service time, and before planned date of separation?</th>
</tr>
</thead>
<tbody>
<tr>
<td>(a) If yes, do you have any problems with execution of this principle? Please explain</td>
</tr>
</tbody>
</table>

| II.17. Have you formally designated time available for individual transition? |

<table>
<thead>
<tr>
<th>II.18. Is this designated individual transition time structured, or in other words, is there a formally designated time frame for every distinctive transition activity (personal transition schedule)?</th>
</tr>
</thead>
<tbody>
<tr>
<td>(a) If yes, can you list down formally scheduled institutional transition activities?</td>
</tr>
<tr>
<td>(b)</td>
</tr>
<tr>
<td>(c)</td>
</tr>
<tr>
<td>(d)</td>
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<tr>
<td>(e)</td>
</tr>
<tr>
<td>(f)</td>
</tr>
</tbody>
</table>

| II.19. Is your transition system part of personnel management system? |

<table>
<thead>
<tr>
<th>II.20. Who runs your personnel management system?</th>
</tr>
</thead>
<tbody>
<tr>
<td>MoD Personnel Department</td>
</tr>
<tr>
<td>Military Personnel Service</td>
</tr>
<tr>
<td>Don't know</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>II.21. Is there applicable personnel separation/retention selection criteria?</th>
</tr>
</thead>
<tbody>
<tr>
<td>II.21a. If yes, name the developing organization?</td>
</tr>
<tr>
<td>II.21b. If yes, was criteria information available equally and in advance to all service members?</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>II.22. How is involuntarily separation selection done (how is individual redundancy determined)?</th>
</tr>
</thead>
<tbody>
<tr>
<td>a) Administrative decision</td>
</tr>
<tr>
<td>b) Special selection board decision</td>
</tr>
<tr>
<td>c) Additional - enter here</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>II.23. If you apply distinctive separation/retention selection process, how it is scheduled?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Annually</td>
</tr>
<tr>
<td>Monthly</td>
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<tr>
<td>As required</td>
</tr>
<tr>
<td>Other</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>II.24. If you apply specific involuntary separation criteria, what are they?</th>
</tr>
</thead>
<tbody>
<tr>
<td>War veteran</td>
</tr>
<tr>
<td>Time in service</td>
</tr>
<tr>
<td>Civilian education</td>
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<tr>
<td>Military education</td>
</tr>
<tr>
<td>Foreign military education</td>
</tr>
<tr>
<td>Foreign language proficiency</td>
</tr>
<tr>
<td>Career efficiency</td>
</tr>
<tr>
<td>Age/career model compatibility</td>
</tr>
<tr>
<td>Social status</td>
</tr>
<tr>
<td>Medical capability</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>II.25. How separation selection process is formally connected to personnel transition process?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Please describe existing procedures and list specific documents</td>
</tr>
</tbody>
</table>

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Made by LIC Darko Kiralj
PACVIAC SSR
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mp_survey_form
### II - PROGRAM CHARACTERISTICS DATA (continued)

<table>
<thead>
<tr>
<th>Question</th>
<th>YES</th>
<th>NO</th>
<th>DON'T KNOW</th>
</tr>
</thead>
<tbody>
<tr>
<td>II.26. Who is supreme national state authority for the Program approval?</td>
<td></td>
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<tr>
<td>National Parliament</td>
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<tr>
<td>Prime minister</td>
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<tr>
<td>Minister of Defense</td>
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<tr>
<td>Head of the State (President)</td>
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<tr>
<td>Assistant Minister</td>
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<tr>
<td>Don't know</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Somebody else (please enter)</td>
<td></td>
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<td></td>
</tr>
</tbody>
</table>

#### II.27. Is your Program formally recognized by your government as effort of national interest?

**II.27.a.** If YES, was it presented to your Government and/or Parliament?

#### II.28. Do you apply individual approach to separated personnel transition? (see instructions)

**II.29.** Is your country member of NATO?

**II.29.a.** If YES, does your Program plan to join NATO?

**II.29.b.** If YES, is there a specific timeline? *( )

#### II.30. Do you have all voluntary armed force?

**II.30.a.** If YES, does your Government plan to introduce all voluntary armed force?

**II.30.b.** If YES, is there a specific timeline? *( )

### III - PROGRAM STRUCTURE DATA

<table>
<thead>
<tr>
<th>Question</th>
<th>YES</th>
<th>NO</th>
<th>DON'T KNOW</th>
</tr>
</thead>
<tbody>
<tr>
<td>III.1. Please specify your transition program structure elements!</td>
<td></td>
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<td></td>
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<tr>
<td>Separation selection criteria</td>
<td></td>
<td></td>
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<tr>
<td>Individual transition counseling</td>
<td></td>
<td></td>
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<tr>
<td>Selection process</td>
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<tr>
<td>Vocational training and education</td>
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<tr>
<td>Resettlement assistance</td>
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<tr>
<td>Relocation assistance</td>
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<tr>
<td>Downsizing policy</td>
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<tr>
<td>Employment assistance</td>
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<tr>
<td>Additional - enter here</td>
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<tr>
<td>Information activities</td>
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<tr>
<td>Self-employment assistance</td>
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<tr>
<td>Additional - enter here</td>
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<tr>
<td>Transition workshops</td>
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<tr>
<td>Small business start-up assistance</td>
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<td>Additional - enter here</td>
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<tr>
<td>Labour market assessment</td>
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<tr>
<td>Individual transition follow-up</td>
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<tr>
<td>Additional - enter here</td>
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</tbody>
</table>

#### III.2. Is the usage of one specific support program/activity condition for usage of other support specific program/activity?

**III.2.a.** If YES, please make respective conditional groups of support programs/activities.

<table>
<thead>
<tr>
<th>Support program/activity</th>
<th>Support program/activity</th>
<th>Support program/activity</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
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</tbody>
</table>

#### III.3. Is Program Information Strategy (Communication Strategy) developed as a special document?

**III.3.a.** This activity/program is by it's place of organization and execution:

- Internal
- External
- Hybrid

#### III.4. Please mark included information presentation/dissemination media/methods/activities

<table>
<thead>
<tr>
<th>Media/Method/Activity</th>
<th>YES</th>
<th>NO</th>
<th>DON'T KNOW</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chain of command</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>Internet banners</td>
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<tr>
<td>Direct phone contacts</td>
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<tr>
<td>Personnel service</td>
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<tr>
<td>Email correspondence</td>
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<tr>
<td>Education fairs</td>
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<tr>
<td>Flyer (leaflet)</td>
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<tr>
<td>Video clips</td>
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<tr>
<td>Job fairs</td>
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<td>Booklets</td>
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<td>Public discussions</td>
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<td>FAQ</td>
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<td>Transition guides</td>
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<td>Advertising</td>
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<td>Newspaper articles</td>
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<tr>
<td>TV and radio broadcasting</td>
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<tr>
<td>Additional - enter here</td>
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<td>Open phone lines</td>
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<td>Press conferences</td>
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<td>Additional - enter here</td>
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<tr>
<td>Web pages</td>
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<tr>
<td>Transition ceremonies</td>
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<tr>
<td>Additional - enter here</td>
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</tbody>
</table>

#### III.5. Have you conducted any specific target group opinion studies on downsizing / separation / transition process?

**III.5.a.** If YES, what studies end when?

<table>
<thead>
<tr>
<th>When</th>
<th>YES</th>
<th>NO</th>
<th>DON'T KNOW</th>
</tr>
</thead>
<tbody>
<tr>
<td>1st</td>
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<td>2nd</td>
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<td>3rd</td>
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</tbody>
</table>
### III - PROGRAM STRUCTURE DATA (continued)

<table>
<thead>
<tr>
<th>III.6. Have you identified your information campaign target groups?</th>
<th>YES</th>
<th>NO</th>
<th>DON’T KNOW</th>
</tr>
</thead>
<tbody>
<tr>
<td>III.6a. Yes, please list them down.</td>
<td></td>
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<td>1.</td>
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<td>10.</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>III.7. Have you produced respective information packages considering desired messages?</th>
<th>YES</th>
<th>NO</th>
<th>DON’T KNOW</th>
</tr>
</thead>
<tbody>
<tr>
<td>III.7a. Yes, can you describe one of them?</td>
<td></td>
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<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>III.8. Do you use successful stories as regular Program information activity</th>
<th>YES</th>
<th>NO</th>
<th>DON’T KNOW</th>
</tr>
</thead>
<tbody>
<tr>
<td>III.8a. Yes, please people with successful stories participate in your Program activities?</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>III.9. Is there any kind of transition counselling and individual transition assistance program?</th>
<th>YES</th>
<th>NO</th>
<th>DON’T KNOW</th>
</tr>
</thead>
<tbody>
<tr>
<td>III.9a. This activity / program is by its place of organization and execution:</td>
<td>Internal</td>
<td>External</td>
<td>Mixed</td>
</tr>
<tr>
<td>III.9b. Specific support program structure</td>
<td>Included</td>
<td>Not included</td>
<td>Individual</td>
</tr>
<tr>
<td>d) Individual change management and attitude adjustment</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>b) Social networking</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>c) Individual transition organization and planning</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>d) Individual financial transition planning</td>
<td></td>
<td></td>
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</tr>
<tr>
<td>e) Individual time management</td>
<td></td>
<td></td>
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<tr>
<td>g) Specific transition skills (communication, job seeking, job finding, job keeping, negotiation skill, etc.)</td>
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<tr>
<td>h) Self-assessment procedure</td>
<td></td>
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<tr>
<td>i) Future career decision making</td>
<td></td>
<td></td>
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<tr>
<td>p) Personal labour market assessment</td>
<td></td>
<td></td>
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<tr>
<td>q) Individual transition counselling</td>
<td></td>
<td></td>
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<tr>
<td>h) Additional / enter here</td>
<td></td>
<td></td>
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<tr>
<td>i) Additional / enter here</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>III.10. Do you formally encourage social networking and exchange of experience/information among people included in transition process?</th>
<th>YES</th>
<th>NO</th>
<th>DON’T KNOW</th>
</tr>
</thead>
<tbody>
<tr>
<td>III.10a. Yes, in what way?</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>III.11. Have you developed vocational training (retraining) support programs?</th>
<th>YES</th>
<th>NO</th>
<th>DON’T KNOW</th>
</tr>
</thead>
<tbody>
<tr>
<td>III.11a. This activity / program is by its place of organization and execution:</td>
<td>Internal</td>
<td>External</td>
<td>Mixed</td>
</tr>
<tr>
<td>III.11b. Yes, please list available standard vocational training programs</td>
<td>Educational organisation</td>
<td>Internal</td>
<td>External</td>
</tr>
<tr>
<td>1.</td>
<td></td>
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<td>2.</td>
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<tr>
<td>11.</td>
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<tr>
<td>12.</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>III.12. Do you approve any additional form of training / education out of your standard pool?</th>
<th>YES</th>
<th>NO</th>
<th>DON’T KNOW</th>
</tr>
</thead>
<tbody>
<tr>
<td>III.12a. Yes, who makes approval?</td>
<td></td>
<td></td>
<td></td>
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</tbody>
</table>
### III - PROGRAM STRUCTURE DATA (continued)

<table>
<thead>
<tr>
<th>Question</th>
<th>YES</th>
<th>NO</th>
<th>DON'T KNOW</th>
</tr>
</thead>
<tbody>
<tr>
<td>III.13. What is the vocational training cost limitation? (€)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>III.13a. How is the training cost distributed between user and available Program funds?</td>
<td></td>
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<tr>
<td>User (%) Program (%)</td>
<td></td>
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<td></td>
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<tr>
<td>Standard forms of training</td>
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<tr>
<td>Additional forms of training</td>
<td></td>
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<tr>
<td>III.14. Is there formal time limitation for personal vocational training activities?</td>
<td></td>
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<tr>
<td>III.14a. If yes, please state the time limitation in months?</td>
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<tr>
<td>months</td>
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<tr>
<td>III.15. Please describe process of decision making on personal user’s selection of individual vocational training activities (who makes final decision and based on what; who verifies this decision, etc.)?</td>
<td></td>
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</tr>
<tr>
<td>III.16. Is there a formal process for civilian recognition of specific military skills and/or knowledge (military training and/or education)?</td>
<td></td>
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<tr>
<td>III.16a. If yes, do you plan to start, or have you already started with this process?</td>
<td></td>
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<tr>
<td>III.16b. If yes, name the formal institution responsible for this process</td>
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<tr>
<td>III.16c. If yes, please enter the title of corresponding document</td>
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<tr>
<td>III.17. Do you make formal conditional connection between vocational training and employment support programs?</td>
<td></td>
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</tr>
<tr>
<td>III.17a. If yes, how is this formal connection established? Please describe</td>
<td></td>
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<tr>
<td>III.18. Do you use any of existing national and/or other GO’s and NGO’s employment programs?</td>
<td></td>
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<tr>
<td>III.18a. If yes, please list individual programs and respective proponent organizations</td>
<td></td>
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</tr>
<tr>
<td>Existing national employment program title</td>
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<tr>
<td>Proponent</td>
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<tr>
<td>1. Requirements</td>
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<td>2. Requirements</td>
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<td>3. Requirements</td>
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<td>4. Requirements</td>
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<tr>
<td>5. Requirements</td>
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<tr>
<td>III.19. Does your Program provide specific institutional employment support activities/programs?</td>
<td></td>
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<tr>
<td>III.19a. If yes, please mark similar and/or add additional ones</td>
<td></td>
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<td></td>
</tr>
<tr>
<td>Employment counselling and assistance program</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Small business entrepreneurship start-up information support program</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Employment with the known employer support program</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Special self-employment incentive (special severance pay) support program</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Self-employment loans</td>
<td></td>
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<td></td>
</tr>
<tr>
<td>Joint self-employment support program</td>
<td></td>
<td></td>
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<tr>
<td>Additional - enter here</td>
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<td>Additional - enter here</td>
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<tr>
<td>Additional - enter here</td>
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</tr>
</tbody>
</table>
### III - PROGRAM STRUCTURE DATA (continued)

<table>
<thead>
<tr>
<th align="left">III.20. Do you apply financial incentives for early separation (pay-off or severance pay)?</th>
<th align="left">YES</th>
<th align="left">NO</th>
<th align="left">DON'T KNOW</th>
</tr>
</thead>
<tbody>
<tr>
<td align="left">If YES, do you apply same criteria for all personnel categories?</td>
<td align="left"></td>
<td align="left"></td>
<td align="left"></td>
</tr>
<tr>
<td align="left">If NO, please mark respective personnel category and provide asked data?</td>
<td align="left"></td>
<td align="left"></td>
<td align="left"></td>
</tr>
<tr>
<td align="left">Note</td>
<td align="left"></td>
<td align="left"></td>
<td align="left"></td>
</tr>
<tr>
<td align="left">Personnel category</td>
<td align="left">Military personnel</td>
<td align="left">Comissioned Officers</td>
<td align="left">Non-commissioned officers</td>
</tr>
<tr>
<td align="left">Basic severance pay (€)</td>
<td align="left"></td>
<td align="left"></td>
<td align="left"></td>
</tr>
</tbody>
</table>

| III.20c. If YES, please describe basic criteria | |

<table>
<thead>
<tr>
<th align="left">III.21. Is the severance pay cost part of your Program budget?</th>
<th align="left">YES</th>
<th align="left">NO</th>
<th align="left">DON'T KNOW</th>
</tr>
</thead>
<tbody>
<tr>
<td align="left">If NO, how is funded?</td>
<td align="left"></td>
<td align="left"></td>
<td align="left"></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th align="left">III.22. Does your program include implementation strategy?</th>
<th align="left">YES</th>
<th align="left">NO</th>
<th align="left">DON'T KNOW</th>
</tr>
</thead>
<tbody>
<tr>
<td align="left">If YES, please provide brief description</td>
<td align="left"></td>
<td align="left"></td>
<td align="left"></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th align="left">III.23. Have you developed any kind of Program evaluation mechanism?</th>
<th align="left">YES</th>
<th align="left">NO</th>
<th align="left">DON'T KNOW</th>
</tr>
</thead>
<tbody>
<tr>
<td align="left">III.23a. If YES, please name the organization responsible for the Program evaluation process?</td>
<td align="left"></td>
<td align="left"></td>
<td align="left"></td>
</tr>
<tr>
<td align="left">III.23b. If YES, please describe applied methodology?</td>
<td align="left"></td>
<td align="left"></td>
<td align="left"></td>
</tr>
<tr>
<td align="left">III.23c. If YES, please list evaluation indicators</td>
<td align="left">Note</td>
<td align="left">1.</td>
<td align="left">2.</td>
</tr>
</tbody>
</table>

### IV - PROGRAM EXECUTION DATA

<table>
<thead>
<tr>
<th align="left">IV.1. Program execution proponent (main responsible agency/organization)</th>
<th align="left">YES</th>
<th align="left">NO</th>
<th align="left">DON'T KNOW</th>
</tr>
</thead>
<tbody>
<tr>
<td align="left">Organization title</td>
<td align="left"></td>
<td align="left"></td>
<td align="left"></td>
</tr>
<tr>
<td align="left">Organization address</td>
<td align="left">Street =</td>
<td align="left">Number =</td>
<td align="left"></td>
</tr>
<tr>
<td align="left">City =</td>
<td align="left">City code =</td>
<td align="left"></td>
<td align="left"></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th align="left">IV.2. Program execution point of contact</th>
<th align="left">YES</th>
<th align="left">NO</th>
<th align="left">DON'T KNOW</th>
</tr>
</thead>
<tbody>
<tr>
<td align="left">Title/tank =</td>
<td align="left">E-mail =</td>
<td align="left"></td>
<td align="left"></td>
</tr>
<tr>
<td align="left">First name =</td>
<td align="left">Phone =</td>
<td align="left"></td>
<td align="left"></td>
</tr>
<tr>
<td align="left">Last name =</td>
<td align="left">Fax =</td>
<td align="left"></td>
<td align="left"></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th align="left">IV.3. Do you have Program Execution Plan in place?</th>
<th align="left">YES</th>
<th align="left">NO</th>
<th align="left">DON'T KNOW</th>
</tr>
</thead>
<tbody>
<tr>
<td align="left">IV.3a. If YES, is it approved?</td>
<td align="left">Yes</td>
<td align="left">No</td>
<td align="left">Date</td>
</tr>
<tr>
<td align="left">Approving authority =</td>
<td align="left"></td>
<td align="left"></td>
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</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th align="left">IV.4. Have you secured required financial resources in advance (for regular Program execution)?</th>
<th align="left">YES</th>
<th align="left">NO</th>
<th align="left">DON'T KNOW</th>
</tr>
</thead>
<tbody>
<tr>
<td align="left">IV.4a. If YES, please list your main financial resources</td>
<td align="left">Ministry of Defense (military budget)</td>
<td align="left">International country donors</td>
<td align="left">Other government organizations</td>
</tr>
<tr>
<td align="left"></td>
<td align="left"></td>
<td align="left"></td>
<td align="left"></td>
</tr>
</tbody>
</table>
### IV.5. Who does Program financial planning?

**Enter here**

### IV.6. Who does Program financial oversight and audit?

**Enter here**

### IV.7. Does your MoD have Planning, Programming and Budgeting System (or similar) in place?

IV.7a. If (yes), is your Program included in this system?

### IV.8. Have your MoD planned Program execution funds for the next budget year?

IV.8a. If (yes), what activities/program elements are funded by MoD (government)?

<p>| | |</p>
<table>
<thead>
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<th></th>
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<tbody>
<tr>
<td>a</td>
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</tbody>
</table>

### IV.9. Have you developed all execution documents (regulations, directives, manuals, plans, reports, etc.) prior to program execution?

IV.9a. If possible, please list your execution documents by their hierarchy?

<p>| | |</p>
<table>
<thead>
<tr>
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</thead>
<tbody>
<tr>
<td>a</td>
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</table>

### IV.10. Have you developed transition program user data base?

IV.10a. If (yes), this data base is

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<tbody>
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</tbody>
</table>

### IV.11. If you are using/developing special remote data base, is this data base compatible with existing MoD personnel data base?

IV.11a. If (yes), how do you verify your transition program user data?:

<p>| | |</p>
<table>
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<tbody>
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</tbody>
</table>

### IV.12. Have you developed transition program user application form?

IV.12a. If (yes), please identify application form’s functionality

1. Administrative
   - Formal program application
   - Initial personal attitude toward transition process
   - Initial personal career aptitude analysis

2. Individual transition activities scheduling

3. Formal transition activities tracking

4. Additional valid forms

---

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**IV - PROGRAM EXECUTION DATA (continued)**

**IV.13. Who is responsible for application forms reception, validation, processing and keeping? Please describe the process.**

**IV.14. Have you defined organizational structure for Program's execution agency/organization?**

**IV.14a. If YES, have you established criteria for selection and professional development of Program’s execution personnel?**

**IV.14b. If YES, please list main organizational units, specify their number and organizational position in relation to military organization.**

<table>
<thead>
<tr>
<th>Organizational unit title</th>
<th>How many</th>
<th>Internal</th>
<th>External</th>
<th>Don't know</th>
</tr>
</thead>
<tbody>
<tr>
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</tbody>
</table>

**IV.14c. If YES, please list different main transition personnel duty positions and respective military and civilian training requirements.**

<table>
<thead>
<tr>
<th>Duty position</th>
<th>Military occupational specialty</th>
<th>Civilian training/education</th>
</tr>
</thead>
<tbody>
<tr>
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</table>

**IV.14d. If YES, have you manned this positions?**

<table>
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<th>%</th>
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<tbody>
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</tbody>
</table>

**IV.15. Does your organizational structure include principle of centralized coordination and control, and regional approach to Program execution?**

**IV.16. Please identify your distinctive national geographical/cultural/economical regions.**

<table>
<thead>
<tr>
<th>#</th>
<th>Note</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
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</tbody>
</table>

**IV.17. Are the executional parts of this agency deployed regionally?**

**IV.17a. If YES, are these regional transition agencies independent or part of overall effort and organization?**

<table>
<thead>
<tr>
<th>Independent</th>
<th>Integrated</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
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</tr>
</tbody>
</table>

If they are independent, are they obligated to regularly exchange resources, information and experience?

**IV.18. What is your Program responsibility structure - please name all participating organizations by hierarchy (if possible) and organizational position (internal or external). Please define their responsibility. (see instructions)**

<table>
<thead>
<tr>
<th>Internal</th>
<th>Organization</th>
<th>Main field of responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
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</tbody>
</table>

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RACV/AC SSR.
### IV - PROGRAM EXECUTION DATA (continued)

<table>
<thead>
<tr>
<th>YES</th>
<th>NO</th>
<th>DON'T KNOW</th>
</tr>
</thead>
</table>

**IV.18. Continued from previous page**

<table>
<thead>
<tr>
<th></th>
<th>Organization</th>
<th>Main field of responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td></td>
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</tr>
<tr>
<td>2.</td>
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<td>3.</td>
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<td>4.</td>
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<td>5.</td>
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<td>6.</td>
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<td>7.</td>
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<td>8.</td>
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<tr>
<td>9.</td>
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<tr>
<td>10.</td>
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</tr>
</tbody>
</table>

**IV.19. Have you started with the Program execution?**

- IV.19a. If YES, please enter the start date:
- IV.19b. If NOT, when are you going to start:

**IV.20. Was your information program active before your transition program initialization?**

- IV.20a. If YES, when it was started prior to your transition program activation (in months): __________ months.
- IV.20b. If NOT, who did provide the curriculum and training:

**IV.21. Do you have your own curriculum for official transition personnel training?**

- IV.21a. If NOT, who will provide the curriculum and training:

**IV.22. Do you make coordination with your program partner on regular basis?**

If YES, please mark appropriate answer:
- Weekly
- Monthly
- Quarterly
- Annually
- Other

**IV.23. Is your Program execution planned on annual basis?**

- YES
- NO
- DON'T KNOW

**IV.24. Is your Program execution supported / linked with appropriate personnel management activity plans?**

If YES, please identify and list mentioned plans:
- Authorized personnel strength
- Promotion plans
- Military personnel accession plan
- Additional - enter here
- Military personnel separation plan
- Additional - enter here
- Personnel distribution plan
- Additional - enter here

**IV.25. Please list any standard form of document which is the result of individual transition activities (forms, contracts, certificates, etc.)**

1. 
2. 
3. 
4. 
5. 
6. 
7. 
8. 
9. 
10. 

**IV.26. Have you determined and formalized all processes?**

<table>
<thead>
<tr>
<th>YES</th>
<th>NO</th>
<th>DON'T KNOW</th>
</tr>
</thead>
</table>

- Program application process
- Application validation
- Transition staff members criteria
- Transition data collecting/processing/keeping/dissemination
- Transition staff members training
- Planning
- Organization responsibilities
- Reporting
- Individual staff responsibilities
- Additional - enter here
- Standard operational procedures
- Additional - enter here
- Administrative procedures
- Additional - enter here

**IV.27. Have you standardized, formalized and documented every individual transition activity by defining following elements?**

- Activity proponent
- Coordination matrix
- Activity purpose
- Additional - enter here
- Activity execution terms
- Additional - enter here
- Activity description
- Additional - enter here
- Possible problems and how to overcome them
- Additional - enter here

**IV.28. Have you established regular Program quality surveys/queries among separated personnel population / your Program users?**

- YES
- NO
- DON'T KNOW
### IV. PROGRAM EXECUTION DATA (continued)

IV.29. Do you use mentioned quality backfeed data for your Program improvement?

<table>
<thead>
<tr>
<th>YES</th>
<th>NO</th>
<th>DON'T KNOW</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
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</tbody>
</table>

IV.30a. If yes, what were the improvements so far?

1. 
2. 
3. 
4. 
5. 
6. 
7. 
8. 

### V. PROGRAM PROJECTION DATA

V.1. Annual separation preview table - please start with the year 2007 and finish with the year 2010.

<table>
<thead>
<tr>
<th>Year</th>
<th>Planned</th>
<th>Actual</th>
<th>(+/-)</th>
<th>Included in transition process</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Military</td>
<td>Civilian</td>
<td></td>
<td>Military</td>
</tr>
<tr>
<td>2007</td>
<td>0</td>
<td>0</td>
<td>0</td>
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<tr>
<td>2008</td>
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<td>2009</td>
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<tr>
<td>2010</td>
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<td>0</td>
</tr>
</tbody>
</table>

Subtotal: 0 0 0 0 0 0 0 #DIV/0!
Total: 0 0 0 0 0 #DIV/0!

Note

V.2. Future plans for personnel downsizing (please ignore shaded part of the table)

Annual separation projection

<table>
<thead>
<tr>
<th>Year</th>
<th>Planned</th>
<th>Actual</th>
<th>(+/-)</th>
<th>Included in transition process</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Military</td>
<td>Civilian</td>
<td></td>
<td>Military</td>
</tr>
<tr>
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</tbody>
</table>

Subtotal: 0 0 0 0 0 0 0 0 #DIV/0!
Total: 0 0 0 0 0 0 0 #DIV/0!

Note

Made by LIC Devoz Kiraj
RACVIAC SSR
Page 12/14 mpt_survey_form
### VI - COUNTRY MEMBER REQUIREMENTS AND RECOMMENDATIONS

#### VI.1. Please list your transition program / system development and / or execution main activities for the next year. If possible, please do this by their priority:

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#### VI.2. Please identify required fields of assistance by their priority:

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#### VI.3. Please feel free to provide us with any kind of remark or recommendation:

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### VII - FORM AUTHORIZATION AND DATA VALIDATION

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#### VII.3. Document classification

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#### VII.4. Submission date

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#### VII.5. Permission certificate

The Regional Arms Control, Verification and Implementation Assistance Centre (RACVIA) is permitted to publish or present a part or the whole of data from rpt_survey_form_X questionnaire, during RACVIA's meeting, in RACVIA official newsletter, annual book, on its webpage and to distribute it by means of electronic, mechanical, including photocopy, recording or any information storage and retrieval system, without any change.

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#### VII.5a. If YES, list all of the parts of this survey that we must not present, publish (as stated in VII.5.)

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Note
During the past fifteen years, Bosnia and Herzegovina passed through the process of defence reform, which was based on the principle of collective security and the necessary reform of professional armed forces, compatible and interoperable with the Euro-Atlantic requirements.

The legal framework for the implementation of the defence reform was developed in accordance with the requirements for joining the Partnership for Peace (NATO / PfP), which resulted in the adoption of the new Defence Law of Bosnia and Herzegovina and the Law on Service in the Armed Forces of Bosnia and Herzegovina in December 2005. The Decision of the Presidency of Bosnia and Herzegovina on the size, structure and locations of the Armed Forces of Bosnia and Herzegovina was adopted in July 2006.

Following these Laws and the Decision, the entity of the Ministries of Defence and the entity of the Armed Forces were revoked in late 2005, while in early 2006 a unified defence system of Bosnia and Herzegovina was established, which consists of 16,000 members, as follows: 10,000 professional military personnel, 1,000 civilians and 5,000 reservists.

In order to assist redundant military personnel, discharged during the defence reforms in 2004 and 2006/2007, upon the request by Bosnia and Herzegovina, NATO / PfP Trust Fund for Bosnia and Herzegovina was established, which was implemented from mid-2007 to 30 September 2009 and assistance was provided to 2,860 discharged personnel in their reintegration from the military into civilian life. The lead nations of NATO / PfP Trust Fund were the United Kingdom of Great Britain and Northern Ireland, the Kingdom of the Netherlands and the Republic of Croatia. 18 countries participated
as donors and the budget amounted to 5,994,750 euros. Types of assistance applied in the reintegration of these discharged soldiers into civilian life included the assistance in starting or expanding agricultural activities (1,732 persons or 60%), setting up a small business (837 persons or 29%), employment (215 persons or 8%) and retraining (76 persons, or 3%). These types of assistance were implemented through the applied methodology of individual counseling and consulting / visits, assistance in project development, distribution and servicing of equipment, monitoring and dissemination of contacts with local service providers. Final evaluation, carried out by an independent evaluator company "Prism Research" from Sarajevo, indicated user satisfaction with certain aspects of the programme on a scale of 1 to 5, as follows:

- satisfaction with the training received within the NTF's project - 3.65;
- satisfaction with the speed of delivery of received goods/services - 3.59;
- the quality of received products / services provided - 3.55;
- advice/support received - 3.50%.

The process of termination of military service and transition of military personnel in the Armed Forces of Bosnia and Herzegovina, which began in early 2010, was implemented in accordance with the legal restrictions as defined in Article 101 Paragraph 1 of the Law on Service in the Armed Forces of Bosnia and Herzegovina, which indicates the maximum length of service of military personnel in the Armed Forces:

- a) officers - 30 years, with the maximum age of 55,
- b) non-commissioned officers (OR 5-9) - 30 years, working to the age of 50, and
- c) soldiers (OR 1-4) - 15 years, with the maximum age of 35.
Upon the implementation of these legal decisions, 1,949 soldiers were discharged from professional military service during 2010 to 31 August 2012.

The Ministry of Defence of Bosnia and Herzegovina, within its legal competencies and powers, undertook a series of concrete activities that effected the assistance and support to soldiers in transition and reintegration into civilian life.

The Ministry of Defence developed its own system of personnel transition and established appropriate transitional facilities and in that regard, a range of activities have been carried out, such as:

- action Plan for establishing transition and assistance system was adopted on 13 May 2008;
- policy on transition and assistance of discharged personnel was developed on 07 October 2008;
- programme on transition and assistance "PERSPEKTIVA" was adopted on 23 March 2009;
- regulation on transition and assistance was adopted on 30 June 2009;
- analysis of the personnel in transition was completed in March 2009;
- on 25 May 2009 and 10 April 2012, in addition to the Personnel Transition Support Unit (PTSU), which is within the Sector for Personnel Management of the Ministry of Defence, four Regional Recruiting and Transitional Centers (RRTC) were established: Sarajevo, Čapljina, Tuzla and Banja Luka. RRTCs are within the Personnel Management Command of the Armed Forces of Bosnia and Herzegovina. PTSU is manned with four highly educated civilian employees, while transition activities within each RRTCs are performed by three employees: one highly educated civilian employee, an officer OF-3 and one noncommissioned officer OR-8. Additionally, the Ministry of Defence and the Armed Forces of Bosnia and Herzegovina undertook a series of activities aimed at strengthening transition capacity (strengthening the human resource management system, technical and IT upgrading of the database management system, continuous education of personnel, building systems of screening of the AF B&H post-traumatic stress syndrome, etc);
- the 2010, 2011 and 2012 budget of the Ministry of Defence earmarked 1 million of convertible marks for the financial participation in NATO – PERSPEKTIVA Programme;
- the Parliamentary Assembly of Bosnia and Herzegovina, the Presidency of Bosnia and Herzegovina, Council of Ministers and the Joint Commission for Defence and Security, Parliamentary Assembly of Bosnia and Herzegovina supported the efforts of the Ministry of Defence to build and implement their own system of transition, as well as the NATO – PERSPEKTIVA Programme;
• informational campaign and media presentation of the military personnel transition process targeting personnel in transition, members of the Armed Forces of Bosnia and Herzegovina, the public, the international community and potential donors is carried out continuously;

• the entire process of development of personnel transition system and transition capacity is supported financially and professionally by international donors (the Kingdom of Norway, the United Kingdom of Great Britain and Northern Ireland and NATO HQ Sarajevo);

• in the late 2009 and early 2010, the Ministry of Defence of Bosnia and Herzegovina, with the support of NATO Headquarters in Brussels and member countries of the Alliance, worked intensively on establishing a new Trust Fund for Bosnia and Herzegovina. These efforts resulted in adoption of the decision on NATO – PERSPEKTIVA Programme in Brussels on 20th May 2010, while the Financial Agreement, Annexes and the Executive Agreement were signed on 1st October 2010. The opening ceremony was held on 18th November 2010 in the Parliamentary Assembly of Bosnia and Herzegovina. The Project duration is defined for the period 01 October 2010 – 30 September 2012, while Lead nations include the Kingdom of Norway, the Republic of Slovenia and the Kingdom of the Netherlands. The Executive agent is the International Organization for Migration (IOM), in cooperation with the Ministry of Defence and NATO HQ Sarajevo. The budget for NATO - PERSPEKTIVA Programme amounts to some 5,2 million EUR donated by 11 countries, of which Bosnia and Herzegovina is participating with 1,5 million EUR per Conclusion of the Council of Ministers of Bosnia and Herzegovina No. 05-07-1-2980-29 made on 3rd November 2011. During the NATO -PERSPEKTIVA Programme implementation period 2010-2012 NATO HQ Sarajevo has been additionally supporting the information campaign from its budget.”

The lessons learned from the experiences exchanged by the transition teams of the countries in the region (the Republic of Croatia, the Republic of Serbia, the former Yugoslav Republic of Macedonia, the Kingdom of Norway, United Kingdom of Great Britain and Northern Ireland, the United States, experts from NATO HQ Sarajevo, the company MPRI, IOM, and within the Working group 1 for the transition of personnel of RACVIAC - Centre for Security Cooperation, before and during the implementation of NATO – PERSPEKTIVA Programme, were extremely valuable in building individual transition systems compatible with the systems of the countries in transition in the region, as well as in avoiding major social problems in the reintegration of discharged soldiers into civilian life.

It can be concluded that the project fulfilled the initial purpose, goals and tasks to facilitate reintegration of discharged personnel into civilian life and provide a rejuvenation and interoperability of the Armed Forces of Bosnia and Herzegovina on the road to full NATO membership.

We experienced the greatest challenges and risks during 2010. This is reflected in a large number of discharged professional soldiers who faced with the transition process
for the first time and consistently tried to stay in the defence system or to get retired, even though they crossed the age limit. On the other hand, it is extremely important to preserve operational capability and interoperability of the Armed forces of Bosnia and Herzegovina for the regular implementation of tasks defined by law.

With striking efforts of all bodies and individuals involved in this process, reintegration of discharged soldiers into civilian life has been facilitated, avoiding the severe social upheaval, strikes, demonstrations and occurrence of crime.

The most important achievement in this process was that it introduced the system of military personnel transition for the first time in the defence system of Bosnia and Herzegovina, which facilitated reintegration of discharged military personnel into civilian life, and continued the rejuvenation and recruitment of the Armed Forces of Bosnia and Herzegovina, in accordance with the law.

In the meanwhile, the implementation of the NATO – PERSPEKTIVA Programme, has progressed on significantly. The status on 31 August 2012 was as follows: 1,949 persons were discharged, 1,840 persons registered (94.36%), 1,840 persons individually counseled (100%), 1,837 projects prepared, 1,730 projects approved, 107 projects are under approval process, 1,724 assisted (99.65%), and 6 projects are in the delivery process. Types of assistance applied in the reintegration of discharged soldiers into civilian life include the following: support in establishing (223) or expanding of agricultural activities (911), or small business (570), employment (6) and retraining (14). They were applied through standard methods of individual counseling / visits, assistance in project development, distribution and servicing of equipment, monitoring and dissemination of local connections.

In the upcoming period, until the end of 2012, the implementation of the personnel transition system will be continued through strengthening of the transition capacity and implementation of NATO – PERSPEKTIVA Programme.

In the period from 2013, the Ministry of Defence and the Armed Forces of Bosnia and Herzegovina will continue the process of transition of military personnel. The current analysis shows that the AF B&H will discharge 948 soldiers in 2013, 77 in 2014, 61 in 2015, 99 in 2016 and 96 in 2017 year, giving total of 1,281 soldiers by the end of 2017 year. In that context, the Minister of Defence sent the letter on 12 June 2012 to the Secretary General of NATO HQ in Brussels asking for the extension of NATO - PERSPEKTIVA Programme in 2013. This letter was also delivered to NATO - PERSPEKTIVA Programme Lead nations and donor countries. It is expected that the Lead nations agree with donor countries to extend the NATO – PERSPEKTIVA Programme/NATO Trust Fund for B&H in 2013. The decision about it is expected to be delivered at the beginning of October 2012.

After 2013 and onwards, the Ministry of Defence and AF B&H are aiming to continue the process of transition of military personnel independently provided that the budget is assured in accordance with the number of military personnel who would be in the
process of transition, as it was stated in set of policies regarding transition – PERSPEKTIVA Programme.

The Ministry of Defence will also consider the possibility of including other categories of discharged personnel in the transition system (all categories of discharging, from the expired contract to retirement, which is not the case now), as well as expanding and improving the quantity and quality of rights and support to the personnel in transition, so that the transition becomes their choice, and not a form of coercion.

The Ministry of Defence considers there are opportunities to further continued cooperation with all regional transition teams and international organizations, including RACVIAC, through mutual exchange of experiences and lessons learned.
Grounds of Transition

Transition is a long-lasting process which begins when a certain change causes a response. Unlike changes whose external appearances can be measured and evaluated, the transition itself happens to be a state of an individual which is personal by nature, considering its duration and character. Thus, transition is a specific process that takes some time.

As far as the Separated Personnel Care and Transition Programme is concerned, it is taken for granted that the change itself usually means a loss of job which generally causes personal trauma and psychological instability in a certain period of time. The old routine and practice are of no use in a new situation. A person must face their own emotions in this situation and find new ways and means.

Basically people feel the loss which is triggered by transition and the transition itself can hardly be possible without such a response. The degree of emotional response mostly depends on whether separation is our own decision or imposed on us by someone else. If we are fired without our own consent, the situation is even worse. If we quit a job because it is our own decision, then we feel that we at least have partial control over the situation and the process of transition tends to be less stressful.

The initial reaction appears as a sort of escape into one's own self and also an attempt to accept the situation for what it really is. Later on, as part of that process, we understand that we actually get stronger by having to deal with all these changes.
It is normal to experience stress symptoms which disappear as we get used to the new situation. There are ways to successfully overcome the change and the new situation which can be of some help to us:

- to make use of the support network;
- friends and relatives could be a help, particularly in talking and listening to us, for, the more we discuss the things that upset us, the less difficult and easier to solve they appear;
- once we have accepted separation and successfully faced our emotions, we have to adopt new skills that will enable us to find a new job;
- learning about our own reactions;
- in order to successfully cope with the discharge, we should accept the way our emotions control our behaviour;
- after receiving a dismissal notice, a person tends to be emotionally instable and have frequent mood swings, which should be taken into consideration;
- after successfully getting over the situation, personal growth and development ensues, and a person realizes that they are capable of dealing with the changes.

**Bridge's model of “3 zones of transition”**

The process of transition consists of 3 stages:

**ENDING** – comprises the following phases:
• identity confusion – dismissal in part involves identity loss, for quitting the company simply shows that one is no longer part of the whole, and that the “us” identity is gone;
• the lack of being involved – it just happens that from time to time in the final transition phase we are not involved into any sort of activities, relations and roles which we would otherwise consider important;
• perception of the environment changes – during employment, there is a relation with a company that is abruptly terminated by our dismissal. There is a huge discrepancy between the world of the employed and the world of the unemployed. The question “Why have I been dismissed?” changes our perception of the environment and at the same time makes a key point of the transition, for we understand that the reality we used to live in exists no more;
• the lack of objectives – all of a sudden our perception of the future changes, everything is different and very often a feeling of temporary desolation prevails in a person, the feeling of gap. However, the real problem is contained in the fact that a person gets into a situation of insecurity and loss of identity, which is characterized by the well-known fears, and in the long run such an outcome very often leads to the new way of thinking.

**THE NEUTRAL ZONE** – refers to the zone of loneliness, without a firm base; the embarrassing emotions resulting from ending one cycle of life, and finding the end to be something unpleasant, include:

• withdrawal
• sometimes subconscious
• a need to take a broader look at life from a distance
• a chance to re-think some important decisions
• void and chaos
• void can trigger the feeling of chaos
• though it seems passive, this period of time is rather active, in emotional and cognitive terms
• it feels like a need to take notes of one’s experience
• writing down strange emotions and thoughts makes one understand what it feels like to be in a transitional stage of one’s life
• to gain self-control over this period of life, one can take note of the issues which are not closely related to transition (for instance keeping a diary, reading books, developing projects)
• if we decide not to have strict control over our lives, there is a possibility of becoming creative and developing fresh new ideas
• a deeper insight into one’s own self
• the prime mission in the so called neutral stage is to meditate over the objectives of one’s life
• a person is inclined to better evaluate their own values and traits in the neutral stage.
STARTING A NEW – this stage of life usually includes reconsidering a possibility to find a new job, but what really matters is to view oneself from a completely new perspective. The emotions in this stage include:

- dismissing
- to be able to start anew, one should give way to the new situation and “release” the old situation
- contemplating new priorities
- independence
- closely related to the new beginning
- one should obey their inner voice
- the trouble ensues when a person is not ready to take his/her own decisions but follows somebody else’s advice
- the main point becomes to take responsibility for one’s own decisions
- coincidence
- good guidelines on transition are not always available when we need them, for it is also coincidence that can play a vital role in one's life
- unless we are alert most of the time, a chance to decode signals is missed in case an opportunity comes along
- very often a good opportunity which luckily comes along is missed because we are used to following the old pattern of behaviour.

Most of the people are frightened by a new situation they find themselves in, for it regularly brings about insecurity to an individual. Transition is about independence/autonomy – it’s about the attitude on the way we control our own life. If people feel inability to face change, they usually blame the environment which allegedly makes it impossible for them to accept the change. A new start can take some persons towards a change, while the others don't undergo any changes.

Croatian model of Transition

Separated Personnel Care and Transition Programme is a complete, professional and efficient programme developed on the basis of the international experience and domestic idiosyncrasies, with the purpose of enabling the separated MOD personnel to successfully develop a professional career in the civilian environment.

It was developed as part of the defence system reform. As of 3rd October 2002 the Croatian government adopted the Programme on the national level which handles the matter of transition and care of the separated personnel in the MoD of the Republic of Croatia.

The concept of “separated personnel” is a common thing in the NATO terminology, applied to the personnel that is separated from the system and preparing for a new career in the civil environment. As a respective part of the MoD HR Directorate,
Transition Division is in charge of the implementation of Separated Personnel Care and Transition Programme.

The responsibility for the operational implementation of the Support Programmes rests with the regional Transition Sections situated in Zagreb, Osijek, Rijeka and Split, and covering 22 counties. The operational personnel in charge are Transition Counsellors who directly contact the Programme users and make it possible for them to take advantage of the support programmes available and also take care of the Programme users during the process of transition and when starting a new career.

Within the framework of the Separated Personnel Care and Transition Programme there are several support programmes, as follows.

**Information Programme** – provides for the correct and timely information to the separated personnel regarding the implementation of the Programme, but also includes the target groups such as: employers, government institutions, educational institutions, local authorities and others. The programme itself is carried out through individual contacts within the framework of Transition Division and through marketing material respectively.

**Transition Workshop Programme** – attending transitional workshop with the purpose of implementing different support programmes is a prerequisite. The programme is carried out as part of a training programme which includes: getting familiar with and
increasing consciousness about one's own potentials, individual preferences analysis, system of values and capabilities, testing one's communication and career skills, decision making process, setting objectives, developing skills of presenting one's own personality. The transition workshop is broken down into particular modules that are carried out during three six-class days.

The workshop is carried out in a dynamic manner through interactive cooperation with the Programme users. Along with the main theoretical part of the workshop, its curriculum is designed to provide for developing practical skills that could be useful in applying for a new job or running one's own business, in short, in achieving one's own career goals.

The basic purpose of attending workshops is to develop a personal Transition Plan which helps participants create their own line of career development in the civil environment. By designing their personal Transition Plan the attendees of the workshop make a first step towards developing their “new career”.

**Vocational Training Programme** - Decision making on the level of user's individual vocational training activities is done by the users themselves. In coordination with their individual Transition Counsellor the users select vocational training that needs to be verified by the Ministry of Science, Education and Sports and needs to comply with the user's Personal Transition Plan and qualifications. After choosing the adequate individual vocational training, user brings to his Counsellor the entire Training Curriculum. Based on that curriculum, the Transition Counsellor compiles an Administrative Notice by which he/she approves the vocational training the user selected. After the vocational training is successfully completed, the user brings to his Counsellor the Training Completion Certificate. Together with the Administrative Notice, User's personal documents and the Training Completion Certificate, the Transition Counsellor requests for the money refund approval by the Head of Transition Division. After the approval has been signed (in the form of Contract), the entire User's file of vocational training is sent to the MoD's Financial Service.
The Ministry of Defence provides financial assistance by covering 85% of the cost of individual training with the amount as high as 15,000,00 kn (approximately 2,000,00 EUR).

**Employment Assistance Programme** – carried out through individual counselling governed by the idea of finding a job which prepares the Programme user for writing an attractive CV and Job Application Letter, as well as for the interview with the employer. Within the framework of this Programme support is offered that includes regular market observation and labour market research, as well as the research of the economic situation at the regional level, in cooperation with the Croatian Employment Agency as well as with local employment agencies.

**Self-employment Assistance Programme** – carried out through individual counselling governed by the idea of self-employment with the assistance of the entrepreneurship centres and the Ministry of Economy, Labour and Entrepreneurship. Within the framework of the Programme the users are provided information on programmes and incentives related to small businesses, and the opportunity is provided for the beginner entrepreneurs to be trained and educated at entrepreneurship centres.
1. Programme History


The Strategic Defence Review resulted in the creation of several strategies which set the direction for the development of the defence system. The Human Resource Management Strategy in the Ministry of Defence and the Army, adopted in 2004, encompassed 20 policies resulting in 30 programmes, with the purpose of establishing a modern human resource management system. The reduction of the military personnel was one of the greatest challenges of the defence transformation process. The Strategic Defence Review projected a fair surplus personnel reduction. Especially problematic was the reduction of the officer personnel, i.e. the lower ranking officers and the cadets educated at the Military Academy. For that purpose, the Ministry of Defence developed a special Surplus Personnel Management Programme which envisaged several modalities: transfer to other state institutions (Ministry of Interior - Border Security, Ministry of Justice – The Court Police and the jails, as well as the

*Turkey recognizes the Republic of Macedonia with its constitutional name.
Directorate for Protection and Rescue and the Directorate for Crisis Management), early retirement and postgraduate studies for young officers and cadets.

The LEPEZA Resettlement Programme (hereinafter referred to as: the Lepeza Programme) as part of the Human Resource Management Strategy was adopted in November 2005, with the intention of assisting and supporting the military personnel upon the termination of their service in the army in their adjustment to the work in civilian structures and starting a second career.

The practical implementation of the Programme started in late 2006. In the period before the Programme implementation, the Ministry of Defence of the former Yugoslav Republic of Macedonia in cooperation with the Ministry of Defence of the Kingdom of Norway realized several activities for establishing the organizational structure of the transition system, the training of trainers (counsellors) involved in the transition activities and the modernization and equipping of the transition centres. In the period specified for the realization of the programme, 2006 - June 2011, a total of 428 personnel were involved in the Programme. In the initial period, the surplus officers were the main target group. In 2010, the professional soldiers whose army service terminates after they turn 38 became the main target group.

The new ARM Service Law adopted in 2010 regulates the preparation for the first time resettlement, thus making the former Yugoslav Republic of Macedonia the first country in the region whose transition has been legally regulated in the same way as the transition in the western countries, NATO members.

The revised Transition Programme of the Military and Civilian Personnel upon the Termination of Their Service in the Army has also been adopted, thus extending the transition system and improving the support to the personnel whose military service is about to be terminated.

2. Basis of the transition system (Transition Programme)

The general purpose of the Programme is to provide high quality assistance and support to the personnel in transition (officers, NCOs and professional soldiers as well as the civilian personnel serving in the Army) whose service in the Army has ended in accordance with Article 215 of the ARM Service Law, to return to civilian life, provide a high level of general and specific civilian knowledge, skills and qualifications, and assist them in finding employment in the civilian sector, i.e. starting a second career in the civilian structures.
Specific goals of the Programme:

- quality implementation of the Programme and its endorsement by the general public in the Republic of Macedonia enabling the attraction and recruitment of qualified personnel in the Army;
- maintaining a high-quality system of organizing and realizing the activities in the Programme;
- involving a maximum number of personnel in the Programme;
- identifying the transferred knowledge and skills to former military personnel and their application in the civilian institutions;
- full professional reorientation of former military and civilian personnel serving in the ARM and creating opportunities for initiating a second career in the civilian structures;
- upgrading to the full professionalization of the already acquired knowledge in the civilian institutions;
- increasing the competitiveness of the target groups to better meet the demand on the labour market;
- promoting qualifications of the former military and civilian personnel serving in the ARM to the public and to the potential employers;
- providing adequate assistance in finding employment, and creating conditions for providing financial assistance for the requirements of the target group upon initiating their own business;
- cooperation with the remaining bodies of the state management (the Ministry of Education and Science, the Ministry of Labour and Social Policy, the Ministry of Economy, the Ministry of Agriculture, Forestry and Water Distribution, the Employment Agency, etc.) and other institution in order to provide institutional support in the process of employment in the civilian structures, immediately after the termination of their service in the Army.

The LEPEZA Programme determines the target groups – personnel for transition, in accordance with article 215 of the Army Service Law, determining the right to a resettlement package and the eligible personnel.

The following target groups can exercise their right to a resettlement package:

- professional soldiers whose service in the Army will terminate when they turn 38, at least six months prior to the expiration of their employment contract;
- officers, NCOs and civilian personnel serving in the Army, in case of termination of their employment in the Ministry of Defence, due to structural alterations in the Army Formation Act, i.e. due to alterations in the Ministry of Defence Systematisation Act, six months prior to the termination of their employment;
- officers, professional soldiers and civilian personnel whose service in the ARM is terminated due to the deterioration of their health or physical capability to serve in the Army.
Active military and civilian personnel whose service in the Army has terminated upon their request or due to certain disciplinary measures, termination of employment, i.e. loss of rank, are not entitled to the resettlement package.

The resettlement package covers:

- change management advice and second career choice in the civilian structures;
- vocational training for the civilian professions;
- advice and support for using the programmes and projects of the Government aimed at employment or self-employment.

As part of the LEPEZA Programme, transition centres carry out the following activities:

- provide information about the benefits offered by the programme;
- psychological counselling on change management;
- advising on a second career choice;
- four-day transition seminars (motivation courses),
- advising on the choice of vocational training type appropriate for the second career choice;
- organizing vocational training for civilian professions, via the educational institutions;
- following the requirements of the labour market, and providing assistance in the process of looking for employment;
- assistance in finding employment, with the mediation between transition personnel and the interested employers;
- advising on the use of the programmes of assistance, employment and self-employment offered via other ministries and authorised institutions and establishing contact with the authorized personnel in respective institutions;
- following the transition personnel for two years upon the termination of their service in the Army;
- maintaining contacts with other Ministries, state administration bodies, local self-government, employers and other NGOs participating in the resettlement process.

3. Organizational structure of the transition system

The LEPEZA Programme is implemented by the Transition Section as an integral part of the Human Resource Department in the Ministry of Defence. The section has three transition centres in Skopje, Shtip and Kichevo. The transition system has a total number of 12 employees.

The Skopje transition centre has many advisors of various profiles: planning advisors, psychologist, lawyer, economist, public relations advisor, and administrator. The Shtip and Kichevo regional transition centres have two personnel each.
The initial idea was to establish three centres with an equal structure (head, psychologist, layer, economist and an administrator). However, due to the limitation in the total number of personnel, the transition system has introduced the current solution. The advisors from the Skopje Transition Centre participate in certain activities in the Shtip and Kichevo Transition Centres, which does not present a huge organizational problem due to the relatively small distance (less than 100 km).

The Programme defines the obligations of the personnel bodies in the units and commands (G-1/S-1) in the transition process, especially with regard to the basic information concerning the opportunities provided by the Programme.

In the future, there will probably be a requirement to increase the number of advisors in the other two centres with the increase of the annual number of personnel whose service in the Army will be ending.

The transition centres are fully equipped and furnished, including IT and Internet access. Thus, high-quality conditions for conducting transition activities are created. They are available to the personnel for transition each working day, for a period of two years, upon the termination of their service in the Army.

The basic fortnight training of the trainers – transition advisors has been conducted by the experts of the Right Management Consultants from the United Kingdom and experts from the Kingdom of Norway, prior to the start of the practical implementation of the Programme. The advanced one week training of the advisors has been implemented in order to prepare them for giving advice on employment or self-employment.
4. Legal aspect of transition

Since the establishment of the Programme in 2010, it functioned as a Project Programme financed by the Kingdom of Norway. The implementation of the activities was governed by a Resettlement Preparation Manual, adopted by the Minister of Defence in early 2007.

The ARM Service Law (“Official Gazette of the RM”, No. 36/2010) adopted in March 2010, for the first time incorporated provisions for resettlement, thus providing legal basis for the process.

Heading XIX – Resettlement Preparation, Article 215 determines the right to a resettlement package and the personnel eligible for this package. The right to a resettlement package applies to the last six months of service in the Army.

Article 215 (a) specifies the implementation of the expert training for civilian professions, covering training, retraining, and further qualification.

Article 84 regulates the relief of duty in the course of vocational training for civilian professions, thus enabling the implementation of most of the transition activities in the course of their service and a continuation of work immediately after the service. The eligibility for a resettlement package and the vocational training for civilian professions have been regulated by special provisions determined by the Minister of Defence: Ordinance on the Method of Acquiring the Right to a Resettlement Package of the Active Military and Civilian Personnel in Service in the Army of the Republic of Macedonia and the Ordinance on the Method of Implementation of the Vocational Training for Civilian Professions and Discharging. The relations with other state institutions in the transition process have been determined by decisions adopted by the Government, Memorandums of Cooperation and Cooperation Agreements, specifying mutual responsibilities in the implementation of the activities.

5. Lessons learned

5.1. The Programme needs to be adopted by the Government. The Government needs to adopt a decision determining the powers and responsibilities of the state institutions in the transition process or memorandums of cooperation and cooperation agreements between the state institutions.

- The LEPEZA Programme has been adopted as a programme of the Ministry of Defence, supported by the Kingdom of Norway. Experience has shown that a complex and efficient transition system capable of providing successful resettlement, from change management to employment in the civilian structures, cannot be established without the participation of the state institutions. The inclusion of the Ministry of Labour and Social Policy, the Employment Agency and other state institutions facilitate the process of employing professional soldiers in the civilian structures. By signing the memoranda
of cooperation and other agreements, the cooperation and support for the transition system has been institutionalised in the Ministry of Defence and other authorized institutions.

5.2. The appropriate legal regulations have been the basis for a successful functioning of the transition system.
- Upon adopting the resettlement provisions in the Army Service Law most of the problems have been dealt with (the content of the support, the authority of the institutions, the budgeting have been defined).

5.3. The realisation of the transition process in the final 6 (six) months of service enables a successful individual transition.
- The transition process starts in the final year of service in the Army. The personnel entering transition period receive a notification concerning their termination of service and are included in the transition process. The vocational training for civilian professions is conducted in the final six months of the army service. In the course of the training the person is relieved from the tasks in the unit.

5.4. The participation of the top authorities in the establishment of the system and its connection to the institutions of the system has a key significance for the system.
- After the Minister of Defence and the remaining authorities truly got involved in the process and became interested themselves in establishing links with the state institutions, all the activities became more efficient, simpler and gained dynamics.

5.5. The vocational training for civilian professions should be adjusted to the requirements of the transition personnel.
- The transition personnel are offered various types of vocational training. However, if someone has another vision for a second career, individual vocational training may be organised as well, so as to enable the person to get employment in the civilian institution.

5.6. The inclusion of donors in the initial phase of the Programme implementation is exceptionally significant
- The financial and material conditions necessary for the construction of facilities, training the employees in the transition system and implementation of transition activities with the support of outsourcing require participation of donors. The cooperation with the Kingdom of Norway has been established directly, without the participation of executive agencies (such as the IOM), which proves that this type of cooperation can operate successfully.

5.7. The informative campaign is exceptionally important
- The informative campaign is of utmost importance at the beginning of the Programme implementation. The initial negative reactions to the reduction process have been partially eliminated by the overall internal and external information campaign, with the support provided by the engagement of a specialized public relations agency.
However, the best informative campaigns are the successful examples and the satisfaction that the clients transfer to the potential clients in the general public.

6. Meeting the basic goals of the Programme

The LEPEZA Programme has produced the required results in the Army transformation process, especially in facilitating the personnel reduction process. The implementation of the transition activities and the vocational training for civilian professions has raised the level of trust in the programme and the programme benefits.

The programme fulfilled its objectives of eliminating initial displeasure among the professional soldiers whose service in the Army terminates upon reaching 38 years of age. The high quality implementation of the transition activities resulted in appropriate understanding and acceptance of the Programme, and the establishment of a high-quality basis for employment in the civilian structures.

7. Challenges and problems in the implementation of the programme and ways to overcome them

7.1. The greatest problem in the first years was non-existence of appropriate legal regulations on the transition process.
- By incorporating the resettlement provisions in the ARM Service Law, this problem has been overcome.

7.2. As regards the adoption itself, the Programme was adopted as the Programme of the Ministry of Defence, and not of the Government. Moreover, the relations with other state institutions were not regulated and therefore the cooperation was a result of the good will of the institutions.
- In 2010, based on the Government decision, other Ministries and state institutions were included in the implementation of the Programme. Memoranda of Cooperation with certain institutions were signed. Here, we should especially underline the Memorandum of Cooperation with the Ministry of Labour and Social Policy and the Employment Agency, which was the basis for the professional soldiers to get the opportunity to use the benefits offered by the Operational Plan for Active Measures and Employment Programmes.

7.3. Initially, part of the professional soldiers, were not ready to accept the programme as a way of solving their status upon reaching 38 years of age, and they even organized protests.
- Upon the realization of the informative campaign and successful realization of transition activities, most of the soldiers (more than 90%) accepted the Programme and used the benefits arising therefrom.
8. The most significant effects of the Programme implementation

So far the transition period has brought about great effects for the transition personnel, as well as the Ministry of Defence and the Army in general, while it is expected do produce even greater effects in the future. The following effects and achievements are the most significant:

- a transition system, compatible with the systems of the western countries and aimed at providing support and assistance to the personnel whose service in the Army was terminated, was established with the purpose of continuation of working activities in the civilian structures;
- the transition system in the Ministry of Defence was accepted as a method of providing assistance to the military personnel in the course of their employment in the civilian institutions. Despite different views on the system held in the course of its establishments in 2006, the interest in participating in the Programme among the personnel whose service in the Army was terminated has increased in the past two years. More than 90% of the personnel whose service was terminated have participated in the transition process;
- the majority of the personnel whose service in the Army was terminated, have become involved in the process of vocational training for civilian professions;
- an appropriate legal regulation the transition process was established in accordance with the standards of the NATO member countries. The former Yugoslav Republic of Macedonia is one of a few countries in the region that integrated the transition system in its legal framework as a permanent part of human resource management in the Army;
- as a result of the quality setting of the Programme, the Kingdom of Norway has used this model to establish similar programmes in other countries of the region;
- most of the professional soldiers who underwent the transition process are already employed. Also, most of the officers and NCOs have found work with their attained knowledge and skills in the transition process;
- the institutional support for employment given via the Agency for Employment, the inclusion of the responsible Ministries and other state institutions, as well as the contacts with the companies, economic associations and other non-governmental institutions, add additional value to the process of employment of former military personnel.

9. Current activities and solutions and their influence on future activities

The counselling part of the Programme (advice about dealing with changes and the choice of a second career) is a permanent part of the system, which facilitates the acceptance of change among transition personnel through individual advice and transition seminars, enabling them to better adjust to the newly formed conditions
after the termination of their service in the ARM, as well as to make a decision on starting a second career. In the period of 2006 - 2011, at least two individual talks and 2-5 telephone conversations have been conducted with all persons eligible for transition. 35 transition seminars, attended by 428 persons, have been successfully realized, as shown in the table below by categories and years.

Individual discussions, advice and transition seminars will also continue in the future. The successful realization of vocational training for civilian professions of transition personnel (training, retraining, and further training) contributed to a more successful inclusion in different economic operators or starting one’s own business. A wide array of vocational training is offered to the persons in transition, in accordance with their decisions. The vocational training is largely conducted in civilian educational institutions, while the language training is executed in the Army’s Foreign Language Centres. So far 322 persons have completed different types of vocational training for civilian professions - 242 over the span of 2010 and 2011. According to the LEPEZA programme, vocational training for civilian professions will continue in the future, with a view to increasing the range of training offered.
Counselling for using institutional support for employment and self-employment. Starting from this year, the support for employment and self-employment is provided through the Ministry of Labour and Social Policy and the Agency for Employment in the framework of the Active Programme Operational Plan and employment measures for 2011. Four persons have availed of employment subsidies, and 6 persons have used the opportunity for self-employment. In addition, the system of transition of a large number of professional soldiers has enabled the establishment of contacts with companies interested in employing them, in the framework of measures undertaken by the Ministry of Defence with the personal engagement of the Minister of Defence. In addition to the Memorandum of Cooperation with the Ministry of Labour and Social Policy, the Ministry of Defence also signed Memoranda of Cooperation with the Chamber of Commerce, the Chamber for Security of Persons and Property, and the transport associations of road and cargo transport drivers. The Ministry of Defence continues with the expansion of its network of employers interested in employing professional soldiers. Professional soldiers have also been informed about the opportunities for using the assistance programmes via the Ministry of Economy, the Ministry of Agriculture (IPARD Programme, Programme for Rural Development and others) and the Agency for Development of Entrepreneurship. The assistance of the abovementioned institutions continues in the future as well.

We paid special attention to the informative campaign, as a significantly important segment of functioning of the transition system. In the framework of internal information, several briefings have been conducted with potential users, as well as with the full component. The elaborated information material, the basic brochure and leaflet intended for the users have contributed to a positive perception of the Programme. Personal letters of the Ministers to the users have attached seriousness
to the approach to the users by the Ministry of Defence. Information on the Programme on the Programme activities, the benefits that the users may receive with their inclusion in the Programme, as well as the manner of introduction and the manner of organization of the activities was put on the web site.

In the domain of external informing, special attention was devoted to the presentation of the civilian qualities of the military personnel, as well as its introduction to the general public regarding the measures that the Ministry of Defence has been undertaking in the resolution of the problem of the surplus personnel and the problems with the termination of employment of professional soldiers upon reaching 38 years of age. Through several forms of public presentation, the desired effects have been achieved, but the continuation of these activities is required.

10. Current problems and possible solutions

There are no organisations and legal problems which would have negative influence on the programme implementation. However, there is a need to intensify the cooperation with other state institutions and to expand the network of cooperation with the companies interested in employing former professional soldiers in order to provide better conditions for the employment of former professional soldiers.

There is also a need to continue with the presentation of civilian qualities of the military personnel, with the activities in the domain of external informative campaign.

11. Is the system fully developed according to your liking?

Current legal solution regarding the preparation for resettlement, along with legal regulations, the established working procedures, the organizational setting of the transition system, training of the employees in the system and the established institutional cooperation with the competent Ministries and governmental bodies, have demonstrated that the transition system in the Ministry of Defence has been developed in accordance with the principles for establishing similar systems in the western countries, NATO members.

12. Vision for functioning of the Programme in the future

The LEPEZA Programme, with the adoption of the current legal decision, will not function as a project programme in the future, regardless of the fact that the preparation for resettlement became part of the human resource management system in the MOD and the ARM. However, the Ministry of Defence has undertaken activities for continuing the cooperation with the Ministry of Defence of the Kingdom of Norway by 2014, when the Ministry of Defence of the former Yugoslav Republic of Macedonia shall fully undertake the realization of the Programme.
The preparation for resettlement is part of the Long-term Defence Development Plan. The Ministry of Defence continues promoting civilian qualities of the military personnel and establishing links with economic and other subjects in providing support for employment to the professional soldiers.

The development of cooperation and further engagement of other state institutions is required (such as the Ministry of Economy, Ministry of Agriculture, Forestry and Water Distribution, Ministry of Education and Science, Agency for development of Entrepreneurship and other organs), especially in providing help and support aimed at employment or self-employment.

13. Developing of regional cooperation in the future

The cooperation in the domain of transition in the past five years, established in the framework of RACVIAC, has paved the way for the development of the transition systems in the countries of the region.

The development of the cooperation is possible and required in the following areas:

- Exchange of experiences between the representatives of the countries in the region, on the basis of annual conferences under the auspices of RACVIAC, which will provide continuity in the cooperation, otherwise regional cooperation in the domain of transition might be marginalized.
- Joint projects of the regional members aimed at presenting the regional approach more widely, i.e. in other regions where it has been insufficiently developed.
I Basis for a resettlement programme

Programme for Resettlement in the Serbian Ministry of Defence and Armed Forces - PRISMA was a component of the social programme that fully addressed the issue of civilian integration of military personnel made redundant in the course of defence reforms. The Programme was developed with a long-term purpose to provide quality resettlement to military personnel made redundant in the course of defence reforms and to further become a permanent feature of the staffing system in the Armed Forces. Namely, with the armed forces downsizing, the possibility for all military members to remain in service until retirement also diminished, due to the need of having personnel with specific profile, with certain abilities, due to age and inability to regulate service status of all older officers and NCOs by adequate placement. Hence, a specified number of such personnel will constantly appear and impose the need for continuous resettlement support.

Apart from professional officers and NCOs, which comprised the main personnel category in need of resettlement support for civilian reintegration, the Programme also envisaged resettlement support for civilian employees and contracted individuals. This provided unique institutional support to all personnel categories of service leavers, thus directly increasing the interest of younger population in military profession.

The need to implement this Programme was reflected in the commitment of the Republic of Serbia to join the Partnership for Peace Programme and other forms of security integration, which included defining of armed forces, by structure and size, standards that apply to such forms of security system organization.
The starting point in designing this Programme was contained in the commitment of the Republic of Serbia to defence system reform and the redundancy resulting there from. The Republic of Serbia committed itself to comprehensive defence system reform. This commitment was based on the awareness of the need to make changes in this sector, in line with changed international relations, achievements in military science and technique and commitment to join integration processes in the security field. Such a commitment included the development of smaller-sized but highly professional and equipped Armed Forces, capable of responding to their purpose and tasks defined in the Defence Strategy and Military Doctrine. This commitment paved the way for the establishment of a comprehensive military resettlement programme, with the intention to develop both the programme and institutions that would implement it before the execution of redundancy plans.

The issue of resettlement of redundant military personnel was addressed in the conditions of high unemployment rate, high number of those made redundant in the course of industrial privatisation, slow economic growth, lack of funds for capital investments and discouraging terms for granting loans.

Internal challenges were reflected in the encumbrance with regard to institutions dealing with issues which are non-military issues in contemporary armies, such as unfavourable age structure, unfavourable structure of ranks among officers, as well as in the encumbrance with regard to social problems, primarily housing. In addition, a large number of military personnel are the only bread makers in the family and therefore their salaries are the only financial source for the entire family. These challenges made the resettlement process of military personnel to be discharged in the course of the defence system reform considerably more difficult.

Armed Forces downsizing was achieved via natural outflow of personnel – retirement and other grounds, by organizational detachment of units and institutions and their transfer to other business sectors and also discharge of redundant personnel - using prescribed forms of resettlement contained in the Programme.

General objectives of the Programme may be identified as follows:

- raising awareness of the public about good working performance of defence personnel, focusing on potential employers;
- identifying transferable knowledge and skills of defence personnel and their application in non-military structures;
- develop resettlement programmes that will ensure adequate resettlement for redundant military personnel;
- using using specific knowledge and skills that defence personnel acquired during their military education and service in the Armed Forces for faster growth of economy and society in general;
- providing continuous funding to the extent needed to implement the Programme components as planned;
- ensuring full transparency of the Programme and its components;
• developing an evaluation system to ensure quality control of performance and enable timely correction in order to achieve best results.

Specific objectives of the Programme are directly linked with the personnel to be made redundant and the programme that is aimed at direct work with such personnel in order to:

• provide timely and thorough information about the programme to all defence personnel, their rights and methods of its realization through the media and internal information system within the Armed Forces;
• ensure easier psychological adaptation of such personnel and prepare them for employment under new circumstances through motivational courses; provide adequate support in searching for a new job;
• provide continuous assistance by career management advisors;
• enable training of officers, NCOs and civilian personnel educated in military schools for employment in the civil sector at the respective qualifications level, focusing on personnel whose qualifications cannot be adequately applied in non-military structures;
• prevent conflict of interest between military personnel made redundant and those made redundant in other structures of the society and the unemployed, registered at the employment services.

Training is conducted in accordance with expressed desires of such personnel and the needs of the labour market. In the initial implementation period of the training programme, special attention was devoted to officers, i.e. personnel with a university degree since in civil structures there is a small number of institutions dealing with resettlement of this personnel category.

Resettlement support programmes for redundant personnel whose service was terminated vis-à-vis service needs were, in line with the possibilities and available funding, providing information and media support, motivational courses, providing information on small and medium-sized entrepreneurship, advice and support in job search, regular severance pays, loans to a known employer (subsidized employment), support in self-employment, vocational training and employment in other state institutions.

II Background and Results

The Programme for Resettlement in Serbian Ministry of Defence and Armed Forces - PRISMA was approved by the Minister of Defence in May 2004, when the Regional Resettlement Centre (RCC) was established within the Personnel Department, evolving into the Directorate for Resettlement in June 2005, and later subordinated to the Human Resources Sector of the Ministry of Defence. The Directorate for Resettlement consisted of a Head Office and four Regional Resettlement Centres. After separation of Montenegro from the State Union in 2006, the Directorate continued operation
with three RRCs. Within the framework of new organization-mobilization changes in 2010, it changed its name back into Directorate for Resettlement which is subordinated to the Head of Department for Tradition, Standard and Veterans. Three former RRCs within the Directorate were unified into one Regional Resettlement Centre with four offices in Belgrade, Nis, Novi Sad and Kraljevo, each with one or two employees.

The Directorate for Resettlement is the one responsible for resettlement support to former defence personnel from Serbian MoD and Armed Forces. The Ministry of Defence and the Directorate and its regional offices provide resettlement services through:

- registration of redundant personnel and direct contacts;
- providing information on prescribed manners of resettlement and their components, as well as the rights and possibilities of each individual;
- realization of motivation courses;
- providing advisory services in career selection and preparation for a new job, contacting potential employers;
- assistance in preparing documents for new job;
- assistance in preparing for business creation;
- referral to utilizing available funds, preparation for and referral to vocational training;
- continuous monitoring and assistance to discharged personnel until their new employment and for two years after the discharge.

Those eligible are former professional officers, NCOs, soldiers and civilian personnel.

Staff implementing the resettlement programme are officers that gained skills through various forms of professional training (professional courses, learning by doing), as well as civilian employees of specific profile, such as psychologists, economists and legal advisers.

The main criteria for measuring the programme’s success is the number of newly employed persons after being discharged from the Armed Forces. Due to unfavourable economic situation and lack of funding, several projects in the field of vocational training and the trust fund project have been initiated through international military cooperation. 6.695 beneficiaries have been registered in the Directorate so far, of which 69% found new employment.

Officers Training Centre project in Belgrade (within the Faculty of Organizational Sciences), was financed by the UK government from 2004 to 2008. University level training was completed by 602 persons. The Project was implemented by the Faculty of Organizational Sciences, University of Belgrade, and the donation for this project was €1.136.500 worth.

Officers Training Centre project in Nis (Mechanical Engineering Faculty in Nis), was financed by the Dutch government from 2005 to 2008. University level training was
completed by 351 trainees. The Project was implemented by the Mechanical Engineering Faculty, University of Nis, and the donation for this project was €701,500 worth.

NATO/PfP Trust Fund Project for Assistance to Discharged Defence Personnel in the Republic of Serbia (NTF Project) was presented for the first time on 15 December 2005 with Norway as the Lead Nation and International Organization for Migration (IOM) as the Executing Agent. Memorandum of Understanding between MoD Serbia and IOM was signed in May 2006. Implementation began in early 2007 and ended in June 2011. IOM was chosen by donor nations as the executing agent for the NTF Project. The NTF was funded by 18 donor countries (Norway, Italy, Denmark, Netherlands, Spain, UK, Czech Republic, Luxembourg, Finland, Slovakia, Slovenia, Ireland, Hungary, Island, Poland, Bulgaria and Switzerland).

The objective of the NTF was to complement the ongoing efforts and activities within the national resettlement programme and facilitate employment, by way of providing financial support for business creation, business expansion, training courses and subsidized employment. The objective was also to build capacities of the Serbian MoD for dealing with all types of resettlement support. €9.3 million have been spent within the NTF Project, of which 71.4% were spent on various forms of direct assistance to the beneficiaries, for business creation and business development in the civilian sector. The NTF Project in Serbia has been evaluated as one of the most successful projects of this kind and represents a good model for similar projects in the region and beyond.

6,025 people received NTF counselling, 4,596 submitted applications for grant assistance. 4,547 were approved. Of that number, 78.6% was for business creation, 0.2% for business expansion, 10% subsidized employment and 11.2% for financing specific courses (receiving certificates and licences). Within the framework of the NTF Exit Strategy, aimed at capacity building of the Directorate, the MoD, i.e. Directorate, took over the possibility to refer beneficiaries to use capacities of business incubators with which the IOM had cooperated to this end, by providing a specified number of vacancies.

The Agreement between the Republic of Serbia and the Ministry of Defence of the Kingdom of Denmark, the Ministry of Defence of the Kingdom of Norway and the Government of the Kingdom of Sweden on the Cooperation in the Establishment and Operation of the NCO Training Centre in the Republic of Serbia was signed on 29 March 2007. 11 retraining courses have been organized since April 2007; 830 people have attended them. €1,006,580 has been spent within this Project so far. Two labour market surveys were conducted for the purpose of programme development and in order to define training profiles per region. The NCO Training Centre Project in the Republic of Serbia, providing vocational training to NCOs and other personnel categories, was initially planned until March 2011. However, signing of the Annex to the Protocol on Donation with the Nordic Initiative has extended its operation until the end of 2012.
III Basic experiences with the programme implementation

The programme has fulfilled its purpose, objectives and tasks by successfully supporting defence system reforms and enabling social and economic integration of redundant personnel into civil society.

The main achievements of the programme include: the support with social-economic reintegration of more than 6,000 former defence personnel, support to defence system reforms, building permanent structures for the provision of resettlement support as a permanent feature of human resources management and support to security stability of the society.

The biggest challenge to be overcome during the implementation of the programme was the lack of funding, which was overcome during the course of defence reforms in Serbia through international cooperation by establishing the trust fund and vocational training projects, providing funding for training, business creation and subsidized employment. An additional challenge was the harmonization of programme implementation with the existing legal framework, which was successfully overcome and vocational training was incorporated in the Law on the Serbian Armed Forces.

Experience has shown that resettlement programmes are not inexpensive as much as they are intricate. Often they cannot be implemented by countries in transition due to the lack of expertise on the subject, as well as the lack of specific funding allocated within their own state budgets for such activities. Joint (host nation and international support) implementation has proven to be the most ideal and effective combination. Legal frameworks have to be revised or adapted before launching reform activities, but it also has to be taken into consideration that changes might continue to occur even during its implementation. Project implementation and support in these processes must therefore be designed with a certain degree of flexibility. Systematic and objective assessment of activities/projects implementing reform processes should be integral part of the planning and design process. Legal frameworks must be considered at large and not only limited to the defence sector when developing resettlement programmes.

Resettlement programmes must be self sustainable. Internal and external funds should be combined whenever possible, especially in the course of defence reforms, primarily through trust funds. In the forthcoming period, allocations should be identified and if possible made from own budget. There is still no budget line in the MoD for this purpose so future activities will focus on providing timely information and referring beneficiaries to use severance and other own financial resources and support of other relevant institutions in finding new employment.

Experiences of the Serbian MoD show that it is necessary to fully separate the process of discharging personnel from the resettlement support process, i.e. fully separate the institutions implementing these processes. For the discharged personnel, it is very often unacceptable that the same institution that makes them redundant, or decides
about their discharge, is at the same time responsible to assist them in their resettlement.

In terms of structures, a central body that analyses, processes and directs regional offices is ideal for ensuring uniform programme implementation. Regional offices should be established looking at the place of residence of beneficiaries, as well as geographical conformation of the territory to allow easier access to the services. In our case, higher accessibility of services for beneficiaries was achieved by opening the 4th office of the Regional Resettlement Centre of the Directorate in Kraljevo in 2009. Thus, we have covered the most remote part of Serbia in terms of the vicinity of existing offices, the part with a high number of potential beneficiaries. In addition, the NCO Training Centre Project enabled us to subsequently provide vocational training in Novi Sad and Nis, apart from Belgrade, with the ability to provide accommodation for persons not residing in the cities where the training is organized.

When defining the size of the resettlement structures, it should be kept in mind that a higher number of staff and larger office premises may be required in the initial phase of implementation due to a higher initial number of beneficiaries. Experience has shown that the number of employees in the Directorate has been reduced and adapted to the needs on several occasions during the implementation of the programme.

The capacity building of the staff involved in the resettlement activities is a process that will certainly rely on a “learning by doing” approach. When initiating a project through international military cooperation mechanism, it is important to foresee capacity building as an essential project component and also a key to ensure proper exit strategy and gradual handover to the national institution, as was the case with the NTF Project in Serbia. It is necessary to pay attention to consolidating the structures looking at the provision of equipment and refurbishment of facilities.

In addition, it is necessary to ensure visibility of the programme in order to achieve the intended results, while fully implementing promotional activities. It is important to organize public information campaign, wherein the main focus should be the exploitation of the professional image and experience of servicemen, often coupled with their relatively young age. An essential part of the campaign should be devoted to providing information to other governmental counterparts, essential for implementing the resettlement activities.

It is highly important to use available resources to conduct a labour market survey in order to use it in the prioritisation of geographic areas and/or social area topics, such as was our case when defining resettlement training profiles within the NCO Training Centre Project. Cooperation and agreement should be found with relevant national counterparts in order to share information, build synergies and ensure uniformity with regard to the survey and findings.

Counselling is an essential component of the assistance. Through counselling it is possible to provide support in economic reintegration but also look at the social
integration of the beneficiaries that is essential for a sustainable reintegration in the local communities. Specialized tests and questionnaires have proven to be a useful tool. It is important to leave the initiative on the reintegration process to the beneficiaries.

The Trust Fund is an excellent tool to gather donor interest allowing different players to work together.

The best way to assist people in their reintegration is to support self-employment in micro enterprises (preferably in sectors of local economic growth). This support has an indirect impact on the local economy and can create additional job opportunities.

If possible, grants should not be disbursed in cash, but used to purchase equipment for beneficiaries or to subsidize employment, training or education. After the end of the reform processes, it might be difficult to find the budget allocations for grants and other financial support. Where this is the case, reintegration institutions or programmes should rely on the support of other government structures, responsible for labour and employment issues.

When providing social economic assistance, the amount of the grant/loan is of lower relevance when compared to when and how it is delivered. Psychological support is an essential component of the project; only through a “changing mind” process are redundant personnel able to make the best use of the provided assistance and successfully reintegrate into civilian life.

Transparency and anti-corruption methods should look at procurement issues and interactions with beneficiaries and service providers, but also at good management and relations with donors.

**IV Future activities**

Defence system reforms in the Republic of Serbia ended in 2010. Thus the role of the Directorate for Resettlement, providing support to reforms through the PRISMA Programme and assisting a large number of people, has changed. Resettlement support as an integral part of the HR management should in the future support professionalization of the armed forces. The future target group includes professional soldiers who will not be able to extend their contracts. However, assistance will continue to be provided to other personnel categories in line with the needs and possibilities.

By the end of 2015, it is foreseen that some 300 persons would be discharged annually without attaining the right to pension. This primarily concerns professional soldiers that will not be able to extend their contracts.
By the end of 2012, the NCO Training Centre Project will provide vocational training for more than 250 persons through four training cycles. Having in mind the economic situation in the country, we will continue working on initiating similar projects for employment support through international cooperation mechanism. In addition, beneficiaries will be referred to using severance pays and funds provided by government institutions responsible for labour and employment in a timely manner.

Regional cooperation in the field of resettlement should be developed in terms of constant experience exchange that would be helpful in further development of national programs.
Part II
Military Base Conversion

by Lieutenant Colonel Sergiu RAILEAN

General Background

One of the persistent challenges of the still ongoing defence and security sector reform in the countries of South East Europe (SEE) is how to restructure and downsize military forces adapting them to the new security situation and the economic realities of the SEE region.

In this context, it needs to be stressed that the defence conversion processes in SEE, including the conversion of former military bases and facilities, were mostly driven by the prospects of joining NATO and the EU. In this regard, most of the countries were expecting that defence conversion would help finance their military reforms.

The closure of hundreds of military bases across the entire region, presented the countries with a back-breaking burden of problems such as the reorganization of economic activities of the affected population, identification of possible civilian reuse of vacated military installations and their consequent redevelopment, as well as the environmental rehabilitation of territories previously occupied by the military.

Accordingly, in order to address these commonly shared challenges, the SEE countries have recognized the need for regional co-operation in the field of defence conversion.
To this end, following the decision of the Ministers of Defense of the South-East European Cooperation Process (SEECP) of March 2005, they agreed to build on and use the existing capacities of RACVIAC – Centre for Security Cooperation to develop regional support networks, concentrate know-how on defence conversion and promote an integrated donors approach. They also requested RACVIAC to establish three Working Groups. One of them, a Working Group on Military Base Conversion (MBC), was formed as part of RACVIAC’s Defence Conversion Cell (DCC). As part of RACVIAC’s internal structure, the DCC played a crucial role in leading the efforts of the Working Group and elaborating a comprehensive conceptual approach with regard to the MBC project development.

Over the period 2006 - 2011, RACVIAC has, in co-operation with its international partners, organized 13 workshops of the Working Group on Military Base Conversion, which brought together over 300 participants and experts from SEE and other regional and international organizations (UN, EU, NATO, OSCE, BICC, DCAF, BRAC, etc.). This joint effort has enormously contributed to effective exchange of relevant experiences among the countries, as well as transfer of external expertise and know-how to local implementers and heads of different ministries of the regional countries. The additional value of these meetings was the in-country approach used with regard to the organization of the Working Group activities. The field study trips to successfully implemented military base conversion sites in Bulgaria, Romania, Croatia, Slovenia, Montenegro, Bosnia and Herzegovina, provided participants with plenty of opportunities to learn from best national approaches to the conversion of former military bases and installations. The successful work of RACVIAC in this field can truly be considered as one of the major steps towards regional ownership.

Research Project on Military Base Conversion In South East Europe

Methodology and Objectives

The research project on MBC in SEE is divided into two main sections. The first one is a descriptive-conceptual portion that identifies and evaluates a range of conversion challenges, achievements and lessons learned to date. It is primarily based on the analyses of joint efforts within RACVIAC’s Working Group on Military Base Conversion, as well as on the information collected from various regional and international sources on conversion issues. Above all, it contains a suggested conceptual regional model of conversion aimed at helping the regional countries to address their national conversion challenges and streamline their relevant national experiences.

The second part of the project contains information on national approaches to the MBC supported with numerous examples of practical base conversions. It was compiled by conversion experts based on the conversion survey provided by RACVIAC.
Our intention is not to judge national conversion systems and projects in terms of success or failure. On the contrary, by conducting the research project on MBC we pursued the following objectives:

- to make an overview of the work accomplished to date by RACVIAC’s Working Group on Military Base Conversion;
- to identify and document existing regional MBC models and provide examples of practical conversions;
- to give an overview of instruments available for conversion in the countries of SEE;
- to conduct a thorough analysis of regional MBC experiences. The results thereof can further improve the understanding of common conversion issues and encourage the countries to find viable solutions to them in a co-operative manner;
- to provide experts’ conclusions and guidelines as well as concrete proposals for further activities;
- last but not least, this research project should also serve as an appeal to the national governments and the EU to create a framework that will enable relevant actors to achieve successful conversion at the local level.

**Project Survey**

The survey contains 13 paragraphs designed to provide detailed account and analyses of the following aspects with regard to national MBC processes:

- an overview of political, economic situation (restructuring of armed forces, reform of the defence system, socio-economic development) that triggered a national process of MBC;
- the scale of the problem in 2006 (including statistics on the number of bases to be converted, areas in need of clean-up, etc.);
- what constitutes the term “military base conversion” in accordance with national legislation and practices (as in the case of transfer of the right to use the property to another state authority/institution)?
- progress achieved between 2006 and 2011 (how many bases were redeveloped, lands released as a result of the implemented MBC projects). What models of conversion were practiced and what resources were involved (state funds, private funds, international assistance, specialized programmes, etc.)?
- evaluation of the economic impact on the communities and areas after the completion of the MBC projects;
- national organizations/agencies involved in the process of MBC (tasks, responsibilities, and existing problems). Is there a National Programme/Plan on MBC? If yes, what does it include? What progresses/results were achieved in its implementation?
Military Base Conversion Challenges in South East Europe

If I had one hour to save the world I would spend fifty-five minutes defining the problem and only five minutes finding the solution.”
– Albert Einstein

This quote does illustrate an important point: before jumping right into solving a problem, we should step back and invest time and effort to improve our understanding of it.

In most cases base conversion is a lengthy process and highly dependent on economic and social prospects of the local and regional environment. Therefore, defining a problem will be the focal point of all problem-solving efforts. It also requires a great amount of creativity from a conversion planner in order to identify possible civilian reuse of military bases that are no longer needed for military purposes. In such a situation there is an obvious need for co-operative approach and inspiration.

Over the last 7 years RACVIAC has been successful in building and expanding a network of regional and international conversion experts, thus continuously supporting the countries of SEE in finding new meaningful uses for bases and properties vacated by the military. In order to define the common challenges in the field of MBC, first activities of the Working Group were mostly focused on information gathering and assessing the counties’ needs with regard to the conversion of former military bases. In 2006, RACVIAC’s team of MBC experts conducted field study trips to Albania, Bosnia
and Herzegovina, Bulgaria, Croatia, Moldova, Montenegro and Serbia. Their main purpose was to gather information on national MBC progress and challenges as well as to reach a common understanding on RACVIAC’s assistance in the field of MBC. The visits that took place in the majority of national institutions involved in the MBC process allowed to make a thorough assessment of the core MBC-related issues shared by all the countries concerned, which are as follows:

- identification of possibilities for the attraction of international investors and private financial institutions interested in MBC projects in the SEE region;
- the need for assistance in developing national MBC programmes;
- lack of clear definition of the “military base conversion” among the SEE countries. In fact, it varies from country to country and is often equated with transfer, sale of military property, modernization, income generation, modernization of bases for new operational tasks etc., but not necessarily with the benefits to individuals, local communities and regions;
- lack of expertise and technical support for the evaluation of MBC projects;
- the need for legal framework;
- insufficient national capacities (financial resources and expertise) in dealing with the environmental rehabilitation of the polluted former military sites;
- political problems (MBC process creates space for corruption);
- differences in attitudes - very often the needs and expectations of the governments and municipalities with regard to the future uses of former military properties differ;
- insufficient inter-institutional co-operation;
- insufficient level of regional co-operation.

A further analysis and generalization of these problems enabled a more structured and focused approach towards addressing the whole spectrum of MBC-related issues in the SEE region:

- lack of relevant expertise and experience in the MBC project development;
- lack of resources and legal framework;
- insufficient inter-institutional and regional co-operation in the field of MBC.

**Conceptual Approach to Military Base Conversion**

One of the major achievements of co-operative regional efforts in the field of MBC was the development by regional MBC experts of the conceptual approach to the MBC in the SEE region. The concept provisions and recommendations are based on relevant international experience shared by foreign MBC experts during Working Group workshops and country study trips. The concept was further developed in order to address the above-mentioned conversion challenges of the SEE countries and to streamline the obtained experience and expertise on conversion project development and implementation.
Benefits of conversion project development and implementation

The military base conversion project provides for the future use of the vacated military property in order to achieve the defined community and state goals and objectives. Therefore, successful implementation of a conversion project should result in the following positive outcomes:

**Avoidance of adverse fiscal impact on affected communities:** the conversion project helps reduce negative fiscal impacts on the local municipality by distributing the burden and responsibility among the state, NGOs and donor organizations for the provision of services and management of the site. Studies have shown that a large amount of capital funding would be required for the maintenance and improvement of such facilities as the wastewater treatment plant, roadways, utilities systems, etc. In addition, operating deficits of substantial capital on the annual basis will be attracted to support the site until the new business can create a viable tax base. Financing the capital improvements and providing additional municipal services often exceed the capacity of the host communities. Educational expenses, wastewater treatment plant improvements, water system improvements and recreation facilities for the community, are all examples of the needs, which will be addressed by the project implementers (hereinafter referred to as the Implementation Unit) and the involved institutions in a co-operative manner.

**Orderly redevelopment:** the conversion project provides a mechanism for the orderly transition from military to civilian use. It will advance the goals of new employment and environmental protection. The extensive public planning process, with the involvement of a broad spectrum of citizens, state and local officials will result in a plan that has benefits for everyone: economic development, provisions for environmental protection and open space and preclusion of undesirable uses. The conversion project also offers an opportunity to guide the state decisions on land use for parcels determined to remain in government ownership, and to maximize the positive impacts on the communities. The orderly development of the site with the attendant financial and organizational support provided by the conversion project will promote the orderly planning and fiscal management of the host community, particularly through the avoidance of severe fiscal impacts likely to materialize without the approval of the conversion project.

**Accelerated job creation:** the infusion of the diverse capital resources coupled with military base resources will be used to prepare the site for development and to position and distinguish the site favourably in a very competitive real estate market. These resources will be needed to provide the infrastructure, to fund marketing efforts, to attract innovation and technology-based companies and new jobs to the site.

**Environmental protection:** the conversion project offers a unique opportunity to protect and enhance the environmental resources in a coordinated approach, and in accordance with international standards.
Strong local control of development: the conversion planning process will provide the affected community with the ability to determine the future of the site, utilizing the most effectively the allocated funds, covering the cost of implementation. The open participatory planning process of community workshops, task forces and public outreach, will allow tremendous public involvement in the preparation of the project. Based on detailed site information mapped for a variety of factors (habitat, wetlands, slopes, etc.), the public will not only select the general land uses, but will also directly participate in more detailed master plan decisions about open space, recreation, roadways, infrastructure, environmental protection and quality of development. This level of input and control is unprecedented in local zoning control, and the conversion project will definitely benefit from it.

To sum up, the main focus of a conversion project should remain on the unique physical and infrastructure attributes of the selected site, to attract new businesses, to support existing industry clusters in the region, and to protect and enhance natural resources. These attributes include the availability of large, easily developable sites, access to utilities, excellent regional road and rail network, and a usable stock of existing buildings. The conversion project is focused on using these resources to create economic development that will generate jobs.

The role of state institutions in conversion project development and implementation

The main role of state institutions will be in supplementing and supporting the local decision-making. Throughout the entire economic adjustment process a community may rely on the support of the state institutions (the Ministry of Defence (MoD) or other specialized Agency) in the following areas:

- providing policy direction;
- helping with mobilization of local efforts;
- encouraging local jurisdictions to work together;
- helping with the development of economic adjustment potential at the local level;
- providing technical and financial assistance for community programmes.

The state institutions could accomplish these objectives by undertaking the following measures:

- conducting proactive “outreach campaigns” to communities, businesses and workers to raise awareness about the base reuse issues, to focus on local and regional concerns and needs, and to identify the types of assistance available;
- facilitating community, business and workers access to the state resources;
- linking communities regionally to address common base reuse issues.
The role of the Implementation Unit (IU)

An effective decision-making process with regard to conversion project development and implementation rests with the coordination mechanism that should be developed and achieved by the IU, thus easing the burden of those impacted by the military base closure. The Implementation Units are designated by community officials to work on their behalf and may consist of representatives from local governments, private sector, NGOs and other authorities. In their activity, IUs should be guided by the following considerations:

**Awareness:** the IU should conduct a thorough study of the potential impacts upon the community. What are the strengths and weaknesses of the local, regional and state economies? How many businesses in the community are directly or indirectly dependent on the activity at the military base? Is a large portion of the housing market dependent on rental or mortgage payments made by base personnel? Are there opportunities for economic growth?

**Leadership:** the IU should become the catalyst for the community's adjustment effort. The organization, planning and implementation of any adjustment effort depend on the ability to build alliances and partnership across the entire community spectrum, including workers and businesses, civil leaders, and local interest groups, as well as various technical and financial sources.

**Direction:** the IU should possess necessary knowledge and expertise on many issues in order to be able to provide clear direction on such key points as workers retraining, environmental issues, and off-base initiatives. Such help can be received from others who have undergone similar base reuse experiences.

**Investment:** the IU should engage the commitment of local and regional political and financial resources to support the overall adjustment effort. Necessary “seed capital” is critical since it spurs community commitment to accepting and resolving challenges arising as a result of the base closure. Therefore, attracting foreign donors and investors is crucial for the project implementation.

Accordingly, the primary role of the IU will be in ensuring that the economic adjustment process, including base reuse, addresses the needs of the overall community. In this respect, the IU shall:

- lead the process and be prepared to make decisions, mobilize resources and build consensus;
- raise the awareness of the community; face the issues of past defence dependency and the need for economic diversification;
- speak up about the need for economic adjustment and initiate a process aimed at making the entire community healthier and more productive;
- understand the community's strengths and weaknesses;
- communicate with the community to define a vision for the future;
• create an entrepreneurial environment in the community — from the policies of the town council to new programmes — to encourage innovation;
• provide, through its Project Managing Team, a comprehensive assistance to support community organization, planning and transitional activities. The IU will provide the first assistance for the communities;
• designate a Base Transition Coordinator (BTC), who will be a local, on-site point of contact and who will act as an "Ombudsman" for the community. The BTC is a key contact, problem solver and information source for the local community.

IU support to affected local population

The IU supportive role to affected local population will mainly be focused on minimizing employment disruption. Therefore, the IU will, in close co-operation with national employment services and other related institutions, act as a facilitator – providing information, resources and assistance in the following areas:

• defining dislocated and at risk worker population, their concerns and needs. For base employees, this effort begins with the local sub-structure of the national employment office and for professional soldiers with the resettlement centres;
• creating demand-based training opportunities for impacted workers. Engage resources and provide the workers with advanced skills to match new jobs and business opportunities;
• learning which state resources are available for worker adjustment and helping those in need to access them;
• facilitating dialogue among all interests concerned: the labor force, unions, universities, service organizations, local interest groups, local governments and the military base itself. To ensure that all are working co-operatively towards common goals without duplication of effort;
• involving members of the local private industry and choosing organizations that will conduct the training locally.

IU support to affected local businesses

As part of the same effort, the IU should take measures for the support of local businesses affected by base closures. To this end, the IU should:

• understand vulnerable businesses and their needs. Are there businesses ready to make transition to new markets? What will they need to accomplish this and how can the local government help?
• know the economic development tool kit, particularly any business development tools and resources that may be of assistance;
provide access to data on current and future trends with regard to base consumption in the local economy. This will be particularly helpful to local businesses anticipating the base closures;

- educate local businesses about opportunities, including foreign markets, technology transfer, manufacturing networks, initiatives to increase competitiveness, access to new markets and new product development;

- maintain an ongoing dialogue with businesses;

- link the efforts of all organizations in the community that provide assistance to local businesses.

Organization and Structure of Implementation Unit

The IU will be a vehicle for base reuse activities. It is important for the IU to allow for maximum public input in its deliberations to reach a consensus on base reuse.

The process of organization is the community's first priority. Any community whose base is announced for closure should consider "dual-tracking" to anticipate ultimate closure approval. After an installation is approved for closure, community officials will be requested to promptly designate the IU to work on their behalf with the Government on reuse planning. This relationship will include counseling about closure-related issues (i.e. resource drawdown and property disposal) and creating a local decision-making process to identify and advance the community's overall economic recovery strategies, including base reuse. The IU will provide leadership and build consensus for base reuse. It will establish a Community Board, including, but not limited to, those jurisdictions with zoning authority over the property. It will have sole responsibility for planning reuse of the property and serve as the community's point of contact for all matters related to the closure.

The Figure 1. below shows a suggested coordination structure that the IU should employ to address its consulting and planning responsibilities.

There are ten common principles in the structuring of the IU Managerial Team and temporary committees, described below:

- representing the impacted area and its demographics;

- including private as well as public sector representatives — network and established partnerships. A closure necessitates that all resources be marshaled from within;

- striving for a manageable number of members for the Managerial Team (MT) — groups of no more than 6 to 8 are most effective for team dynamics. The MT should have an equitable representation of political, economic and other community interests. The MT provides oversight and leadership. The MT will include local representatives;

- aiming to create a comprehensive subcommittee structure to draw upon local resources. While the executive council oversees the actions of the community
Subcommittees perform the detailed work in specific programme areas. These areas might be environmental issues, housing and homeless needs, worker adjustment, community adjustment, business adjustment, infrastructure, personal property and base reuse/economic redevelopment; taking advantage of existing resources: numerous organizations may already be working to promote the community. Whether they are focused on regional development or quasi-public advocacy, their existing efforts should be built upon rather than replicated or brought into conflict with those of the IU; clearly defining the IUs MT responsibilities: is the MT focused solely on planning for reuse of the installation and related adjustment efforts? Are there other agenda items that could distract from the primary reuse planning activity? The Government is looking for a focal point at the community level to deal with all issues pertaining to base reuse. The MT will focus its efforts on crafting the redevelopment plan. Implementation responsibilities should await completion of the redevelopment plan and any financial feasibility analysis; be public: keep the public informed and solicit input in all phases of the programme. This input not only ensures that the IU continues to focus on the interests of its communities, but also provides state officials with realistic access to the community; setting and enhancing capacity: varying degrees of expertise will be needed to consult over closure issues, as well as to formulate a base redevelopment plan. Is there existing staff with capacity for the task? What types of staff will
be needed? Will consultants be needed for the effort? Remember the considerable resources and expertise available at no cost from various state officials, the Government, the BTC and the IU Project Manager. These personnel will be invited to attend the IU meetings and participate in discussions and working sessions with the IU members;

- providing political and financial resources to support the IU as the community's response vehicle: the IU should be designated as the one community voice in response to the closure. The community thereby gets behind a single, unified response to the closure and seeks to diversify the IU’s funding support;
- be flexible: Base closures are dynamic and the IU’s structure will be responsive to new information, issues and responsibilities as it proceeds with the initial planning effort. The Government resources rely on flexible local decision making to ensure that the IU remains responsive.

Conversion Planning

Ideally, the conversion planning should start before the date of approval of the base closure (date of approval). Figure 2. shows some of the principal activities and milestones associated with the overall base conversion process. Although many of these milestones are prescribed by statute, community officials should realize that within legal limits every effort would be made to accommodate the community’s individual circumstances. The IU’s conversion planning activities and the MoD’s disposal planning activities can generally be grouped and described in terms of the number of months following the date of approval.

The suggested conversion planning timeline (it can be significantly shortened whenever circumstances permit) will incorporate the following activities:

First 6 Months — The Government will determine which parts of the military base are no longer needed by the Ministry of Defence ("excess" property) or by another state institution, and will publish an official notice identifying the surplus property as being available for conversion. The IU, after being recognized by the Government and the local authorities, will begin comprehensive conversion planning for the base.

6 to 12 Months — The IU will conduct outreach activities to provide information on the vacated former military property to the representatives affected by the base closure and to other interested persons. The IU will also solicit notices of interest with regard to the former military property from the state and the local governments, representatives affected by the base closure and other interested parties in order to assist the local planning effort. To accomplish this objective, the IU will prescribe the dates for receiving these notices and will publicize them locally.

12 to 18 Months — After considering the notices of interest received, the IU will prepare a conversion or redevelopment plan, incorporating environmental
considerations such as clean-up activities, natural resources concerns (endangered or threatened species and habitat) as well as cultural and historical requirements. This plan will identify the IU’s overall reuse strategy for the military base. The IU and the community will ensure, through public comment, that the plan adequately balances local community and economic development needs with those affected by military base closure.

**Approximately 18 to 24 Months** — The IU’s completed redevelopment plan will be submitted to the Government. Not later than this time, the Government will also notify the sponsoring state organizations/agencies of the property that may become available for public conveyances. Then the sponsoring state organizations/agencies will notify eligible entities, evaluate their applications and make recommendations to the Government who will in turn keep the IU apprised of any interests.

The plan will also be submitted to the State Agency for Urban Development as part of an application to help address the community’s housing needs. The Agency will review the application to determine whether in its judgment the IU has adequately balanced local community and economic development needs with those of the homeless. If the Agency determines that the application does not strike this balance, the IU will then be provided an opportunity to address the Agency’s concerns.

**Approximately 24+ Months** — The Government will complete its environmental impact analysis no later than 12 months after receiving the IU’s redevelopment plan. This analysis normally uses the IU’s plan as the proposed action and describes any alternatives considered. During the disposal and reuse decision phase, final Government disposal decisions will resolve any competing requests for the property and will, in many cases, be consistent with the IU’s redevelopment plan. Once disposal
decisions are made, the Government initiates final disposal actions in accordance with its disposal plan.

The Base Redevelopment Plan

The IU’s goal is to formulate a redevelopment plan, offering a community a prescription for economic recovery in response to the base closure. It includes specific details on reuse of the former military facility, potentially the single greatest economic asset in the community. Base land and buildings offer an opportunity to satisfy unmet requirements for viable business investments, affordable housing, community facilities and services, as well as an opportunity to create jobs. The IU’s challenge is to identify local economic and community development needs, including those of the marginalized groups, and to develop a plan that achieves a balance between them. The achievement of this objective, as Figure 3. shows, will depend on proper strategic, feasibility and operational planning.

Strategic Planning

- Goals: The first step is to determine the community goals that will guide the planning process. Defined by the IU, these goals serve as the foundation of the overall recovery strategy. This strategy helps gain private sector confidence and promotes renewed business investment. Often, the primary goal is job creation. Other examples are making redevelopment economically feasible, expanding the tax base, diversifying the local economy, maintaining a level of environmental quality, meeting affordable housing needs or creating a redevelopment theme;
- Objectives: In setting the community's goals, the following are but a few of the objectives that may be identified: civilian job replacement, public use of portions of the site, highest and best use of land and facilities, phased development to meet short-term goals but not preclude longer-term goals, expanded site access (roads, rail and water), quality appearance, compatibility with existing and planned off-site development, image change from military to civilian and minimal public cost;
- Identification of needs: Through its outreach efforts, the IU will solicit and consider the needs of the state and local entities, including both public and private sector interests (i.e. affected local government, park boards, hospitals, development consortia, universities and governmental units). The needs of the Governmental agencies shall also be recognized and provided for;
- Local strengths, weaknesses, opportunities and threats: Considerable baseline data need to be developed to evaluate feasible reuse alternatives for the base and surrounding area. This analysis may lead the IU beyond its original needs. Such an analysis shall identify a new competitive element of the property, a new marketing approach to the installation's unique buildings or other major assets;
Beyond the known: Potential public and private uses shall be explored with imagination as far as economic feasibility permits. Types of uses include aviation, commerce, industry, education, health, recreation, incarceration, housing and public administration. Facility surveys and market analysis will reveal which uses are possible. The IU’s responsibility is to identify opportunities that offer potential;

Consensus on a concept: The IU shall take into consideration the initially identified needs, goals and objectives of the community. Often, this consensus serves as the basis for preliminary IU consultations with the Government, MoD and other interested property users.

Feasibility Planning

- Civilian reuse: A range of economically and environmentally feasible land use alternatives shall be developed and evaluated. Commonly, this will include
market studies and facility surveys to gauge the feasibility of the alternative option. If one of the major objectives is to minimize public costs, a balance of public benefit (no-cost) acquisition and private sector redevelopment is a wise pursuit. Public or non-profit uses of portions of the base for aviation, education, recreation, wildlife conservation, seaports and health purposes generally involve no cost. However, there will be public costs to redevelop and operate the facilities for public uses, with little or small tax income generated. Also, public benefit uses have "strings attached". They must continue to be used for these public purposes, which constrains long-range development flexibility;

- Balanced plan: The IU will specifically consider the needs of the local community and economic development requirements. The final redevelopment plan shall demonstrate how it has balanced community and economic development needs with the Government interests.

**Operational Planning**

- Outline for implementation: Upon consensus on a redevelopment configuration, specific guidance is needed for the implementation of the plan. What will be the structure of any follow-on entity tasked with putting the installation into civilian use? Are there subsidies required for the effort and what will be the source? How will various uses be integrated and supported through delivery of public services? What are the schedules for site improvements? How will sources of funding be secured to finance economic development on the site? This is termed as the "action" component of the plan and becomes the basis for implementing the plan. When completed, the plan shall represent that reuse configuration with the greatest comparative advantage for the community, maximizing benefits while minimizing costs;

- Site-specific work: Once the final redevelopment configuration is supported as the proposed action for the MoD's analysis and incorporated into the Government's overall disposal plan for the facility, the IU can then focus on the details of the site layout, plot division, phased redevelopment, design controls and property management considerations. Local comprehensive plans and zoning must also be updated and adapted to reflect the redevelopment plan. It is imperative that these actions occur as much in advance of the property's disposal as possible, particularly for those portions of the base that will be purchased by the private sector.

The experts of the Working Group on MBC consider that the suggested planning is crucial for successful base redevelopment. It encompasses major conversion aspects and challenges and may serve as an applicable practical MBC model for the countries of the SEE region. Again, the Implementation Unit will be the major driving force behind the whole planning, which has to be achieved through close and effective co-operation with the state and local entities involved in the respective MBC process.
In some cases, an augmentation of staff resources might be required to enable the IU to help the existing staff. Additionally, consultants are often hired since the magnitude of the task is often beyond normal capacities.

If the community has no programme for economic redevelopment, the reuse process provides an opportunity to develop one that is community-based. Consultant teams can be helpful in identifying an adequate mechanism. The IU’s decision becomes one of matching the needs with available resources and remedying any shortfalls.

MBC Success Stories and Lessons Learned

“We may have all come on different ships, but we’re in the same boat now.”
– Martin Luther King Jr.

Since the inception of the Working Group activities in 2006, RACVIAC has been constantly encouraging the countries of SEE to work together on the broad defence conversion issues, including the conversion of former military bases and facilities. One of the primary common objectives towards this outcome was building sufficient regional capacity through the study of international and regional MBC experiences, which would ultimately support the institutions of the SEE countries in developing adequate defence conversion systems and programmes. In this regard, the “in-country approach” introduced by RACVIAC with regard to the organization of Working Group activities was considered by regional countries as especially helpful. This practice allowed the countries to conduct field study trips to successfully implemented MBC sites in the region and learn from best national approaches to MBC.

The successful MBC redevelopments presented below were all studied as part of RACVIAC Working Group workshops and provided us with plenty of opportunities to establish the strengths, possibilities and obstacles and derive lessons learned. Since these success stories are not covered by individual national MBC previews, we consider that their short overview is absolutely necessary for the achievement of the research project objectives.

BULGARIA – Former Military Base in Simitli

Simitli is a small city in the Blagoevgrad Province in southwestern Bulgaria. The closures of the motorized infantry base and aluminium mine have adversely impacted the community leading to a 70% unemployment rate in the area. For several years the base was not used and the available buildings, roads and other facilities were abandoned and were not maintained. The initiated project was financed under PHARE Programme (the Programme is one of the three pre-accession instruments financed by the EU to assist the applicant countries of Central and Eastern Europe in their
preparations for joining the EU) and provided a mechanism for a smooth and methodical transition of the infrastructure from a military one into a civil usage infrastructure.

The project was implemented within two years (2006-2007). It resulted in significant improvement of the technical infrastructure of the former military base, thus providing better conditions for the development of the new businesses and social initiatives aimed at rehabilitation of the transport network, restoration of the buildings and their adjustment for public activities, reconstruction and improvement of the power supply and sewage networks and environment preservation.

ROMANIA – District “DOBROGEA 2” Project in Mangalia

Mangalia is a city and a port on the coast of the Black Sea in the south-east of the Constanța County.

Similarly to the case of former military base in Simitli (Bulgaria), the District “DOBROGEA 2” Project in Romania represents one of more successful approaches to MBC, whereby the former military site was redeveloped and made suitable for subsequent civilian use.

The Romanian Ministry of Defence transferred ownership of an air base on the Black Sea coast to the municipality of Mangalia, which
constructed housing there for military personnel, a kindergarten and a sports centre, financed by private investors and the Romanian Government.

**BOSNIA AND HERZEGOVINA - “PALANČIŠTE” (Prijedor) and “MANJAČA” Projects**

Prijedor is the sixth largest municipality in Bosnia and Herzegovina. It is an economically prosperous municipality hosting a wide range of industries, services and educational institutions. The town’s geographical location close to major European capitals has made it an important industrial and commercial hub nationally.

The former military barracks “PALANČIŠTE” in Prijedor and the training area “MANJAČA” near the city of Banja Luka in northern Bosnia and Herzegovina are two more success stories where the rational approach and creativity towards the redevelopment of former military infrastructure come
together. Both areas have been redeveloped respectively into a business incubator and an agricultural centre.

**MONTENEGRO - Wine Cellar “ŠIPČANIĆ”**

The wine cellar “ŠIPČANIĆ” in Montenegro, presented to the participants of the 10th Workshop on Military Base Conversion in 2009, is an outstanding example of the redevelopment of the former hardened shelter for military aircraft. The wine cellar was opened in late 2007 after the first phase of reconstruction which lasted more than a year in which the **Enterprise “Plantaže”** invested 2 million Euros.

The whole project included the management as an important segment of the tourist offer called “Wine Road”. The hill Šipčanik is situated on the eastern side of the capital Podgorica.

The wine has been aging in two million wooden barrels and bottles in almost
ideal and completely natural and technological conditions, thus supporting local economy and tourism.

Remarkably, according to the manager of the enterprise, the initial idea for the conversion of this site into a wine cellar came from the delegation of winemakers from the Republic of Moldova who visited the place shortly before the start of the project. This fact once again supports the idea of co-operation, innovativeness and sharing of information as important prerequisites for successful conversion.

**An Example from beyond the SEE region**

**CONVERNET – Common Approach to MBC in the Baltic Sea Region**

As it was pointed out earlier, a successful conversion requires, among other important things, networking and inspiration. This fact kept prompting us to establish new contacts with experts and organizations both from the SEE region and beyond. In this regard, the regional approach to MBC in the Baltic Sea Region studied during one of the Working Group meetings, presented the regional experts with a multitude of inspiring conversion stories.

The CONVERNET network has dedicated itself to redeveloping former military sites for civilian use. 21 partners from 8 countries surrounding the Baltic Sea (Germany, Sweden, Finland, Lithuania, Estonia, Latvia, Poland, and Czech Republic) have collated and analyzed their conversion experiences. Between April 2003 and July 2006, the Network CONVERNET was run within the EU INTERREG III B Baltic Sea Region Programme. Consequently, the partner countries established an impressive database on MBC in the region, created a web site and compiled the “Conversion Handbook for the Baltic Sea Region” and the ”Regional Action Plan in the Baltic Sea Region” as main results.

The "Conversion Handbook" contains practical conversion examples as well as conclusions and recommendations, while the "Regional Action Plan" defines action fields and sets up guidelines that include concrete steps for future activity and co-operation.

Both publications provide practical assistance and serve as an excellent source of inspiration for those actors who have to overcome the problems regarding the conversion of former military bases and installations.
Lessons Learned

Despite all the differences among the countries of the SEE region in their national approaches towards the MBC, the study of successful base redevelopments in the region allowed to derive lessons learned and to formulate the following critical conditions favourable to successful conversion:

- appropriate top-level political support;
- the development of clear short and medium-term policy;
- any conversion programme should be preceded by an adequate public awareness campaign; the personnel involved and society at large should be aware of the local impact of conversion and its possible environmental aspects;
- military Base Conversion can only be a success if implemented as part and parcel of the reform of the security sector as a whole;
- financing should be secured for the entire duration of the conversion process. In the best case scenario, such financing should be arranged according to the revolving principle: national institutions in charge of the sale of former military bases and facilities should have the power to use the obtained income to continue the conversion cycle, so that other former military properties can be made fit for the market. The effect of such approach can further be enhanced in case when revolving funds are being used together with municipal, state and international funding;
- planning and implementation of a conversion strategy need to be preceded by the establishment of one or more inter-governmental agencies. To this end, an early RACVIAC partner on the MBC matters, the Bonn International Centre for Conversion (BICC) has identified four alternative approaches for the implementation of a conversion process:
  - the ministerial approach;
  - the agency approach;
  - the approach of direct transfer of former bases to local and regional administrations;
  - the establishment of an ad-hoc organization to deal with base conversion.
- a further analysis of these approaches revealed that the ministerial and agency models are the most promising solutions. However, to minimize the drawbacks related to insufficient professional skills and capacities in the ministries concerned and the need to create new structures in case of the agency model, it is recommended to combine these two approaches. In this case, the ultimate responsibility would remain with a national ministry, whereas the most of the actual work would be done by designated agency. In the same context, it also needs to be stressed that regardless of the type of model, the main objective should be a well-structured process with clear lines of responsibility and accountability. Legal and awareness instruments should be in place in such a way that the whole process is transparent for parliamentary oversight as well as for various parties directly involved in the process, such as the local population, local and regional authorities, potential investors and, last but not least, potential donors;
• early conversion planning, which should ideally start prior to the withdrawal of the military units;
• consideration of community needs - any site redevelopment should consider the impact on local communities;
• as pointed out earlier, the path of the MBC might be a very thorny and arduous one for a lone traveler. Therefore, enhanced co-operation the SEE countries have been developing along the years remains one of the major conditions for successful conversion. Such co-operative efforts should further be focused on continuation and extension of conversion networking, exchange of experience as well as building business relationships in the conversion sector. It is also equally important to work co-operatively on the national level, where effective and extensive communication will make the process smoother over the long run;
• creativeness is one of the keys to successful conversion. Decisions and solutions, within applicable laws and regulations, can be new and different;
• private businesses, trade unions and other financial institutions should play a key role in the process of conversion. Foreign technical and financial assistance should be properly coordinated. Unfortunately, support from the international community is often not properly interlinked, leading to duplication and short-term approaches. An agreed policy framework, clear definitions regarding the areas of conversion and, where needed, a division of labour, are necessary in order to create a platform on which donors and domestic actors can operate more efficiently;
• common sense. Solutions should fit within the overall guidance, but they also should be site-specific.
Introduction

In Albania the state had the ownership and control over the military bases until the year 1991. After that, Albania went through some profound changes in the transition economy. During the 20-year period, Albania has undertaken the property management and has achieved substantial progress in the transfer of ownership and recognition of property rights.

In this context, the Ministry of Defence of the Republic of Albania, which is analyzing the developments and trends in this process, has to consider and exploit the advantages of positive developments related to the administration and property transformation planning in the management responsibilities.

The transformation and conversion of surplus military bases property, which is not included in the Stationing Plan of the Armed Forces, is very important in this process.

Whenever we are confronted with the necessity of finding meaningful civilian reuses for vacated military property and whenever we ask ourselves whether we should develop and implement a conversion project, the answer is always yes because it ensures the achievement of defined government and community goals and objectives. Therefore, the project implementation results in the following positive outcomes:

- providing a consistent approach in public planning procedures towards base redevelopment;
• guiding the government decision towards a more profitable use of military sites under government ownership and maximizing their positive impact on the affected communities;
• reducing negative fiscal impacts on local governments and helping generate new job opportunities;
• ensuring open participation of the communities in the project planning and preparation processes as well as their direct participation in a number of decisions on a more detailed master plan;
• attracting new businesses, donors and supporting existing industry in the area.

In case of Albania, the amount of immovable defence property needed for military purposes, as well as identification of other military sites potentially available for conversion are subject to the Goals, the Strategy and the Stationing Plan of the Armed Forces of Albania.

In view of that, following the objectives of the Albanian Military Strategy (2007) as well as the Stationing Plan of the Albanian Armed Forces (2009), the Defence Ministry of Albania recognizes that privatization and transfer of defence properties will be a priority for the future. In order to achieve this objective the General Staff of the Armed Forces and the Defence Staff will cooperate in this process and will ensure the acceleration of privatization and transfer procedures with regard to the conversion of surplus military bases.

Legal Framework in Support of MBC

The transformation and transfer of military bases in Albania are subject to the following laws and regulations:

• Law No. 9235 of 29 July 2004 “On Property Return and Compensation”;
• Law No. 9967 of 24 July 2008, and the Decision of the Council of Ministers No. 428 of 09 June 2010 “On the Valuation Criteria of the State-owned Property that is to be Privatized or Transformed and on the Sale Procedure”;
• Law No. 8743 of 22 February 2001 “On the Immovable Properties of the State (Public)”;
• Law No. 8744 of 22 February 2011 “On the Transfer of the Public Immovable Properties from the State to the Local Government Units”;
• Law No. 7843 of 13 July 1994 “On Immovable Ownership Register”;
• Decision of the Council of Ministers No. 500 of 14 August 2001 “On the Immovable State Property Inventory and Property Transfer to the Units of Local Government”;
• Decision of the Council of Ministers No. 428 of 09 June 2010 “On the Criteria for Valuation of Privatized or Transformed State Property and Sale Procedure”;
• Guidance No. 2 of 30 April 2002 of the Ministry of Interior “On the Immovable State Property Inventory and Filling in Forms”;
• other MoD Decisions and Guidelines.

Based upon these laws and regulations, respective national institutions and agencies have been established with responsibilities for the inventory, registration, inspection and implementation of military bases transformation. These major institutions and agencies include:

• Ministry of Defence;
• Ministry of Economy, Trade and Energy;
• Property Return and Compensation Agency;
• Administration and Sales Directory for Public Properties at the Ministry of Finance;
• Immovable Property Inventory and Transfer Agency at the Ministry of Interior;
• Central Immovable Property Register Office and the Local Immovable Property Register Office.

These Institutions and Agencies are in charge of the implementation of the procedures of stocktaking, registration, privatization, return to the owner or compensation of the former owners, transfer and sale of military base properties.

**Inter-institutional Planning and Coordination**

The process of conversion of military bases in Albania involves the following stages of inter-institutional planning and coordination (Figure 1.):

• the Ministry of Defence prepares and submits a list of excess military bases for conversion to the Ministry of Economy, Trade and Energy, which is the government’s representative for the property issues. The Ministry of Defence also has its representative in the military bases valuation commission for the properties intended for sale;
• in order to reach the decision on return of properties and the compensation to property owners (those whose property was taken away during the Communist regime), the Ministry of Defence also sends the list of excess military bases for conversion to the Property Return and Compensation Agency;
• in order for the ownership of military bases to be transferred to the Central and Local Governments (Ministries, Municipalities and Communes), these entities should submit to the Ministry of Defence a request for transfer. Such request should include proposed civilian reuses for the former military sites reflecting the community needs. At the same time, they prepare and submit city planning surveys with regard to the development of the areas where military sites are located, outlining reasons for the future use of these sites;
Figure 1. Excess Military Property Inventory, Privatization and Transfer Process
based on the received request, the Ministry of Defence drafts the Council of Ministers Decision and sends it for consideration to the Ministry of Economy, Trade and Energy and to the Immovable Property Transfer and Inventory Agency at the Ministry of Interior. After that, the Decision is presented for approval by the Council of Ministers. Once the Decision is approved, the Ministry of Defence initiates the procedures for handing over the military bases to the interested institutions, municipalities and communes;

- based on the Decision of the Council of Ministers, the Central or Local Governments will implement independently the MBC projects, in accordance with their legal authority.

In the fulfilment of its tasks with respect to the transformation and conversion of identified surplus military property, the Ministry of Defence ensures that the process is transparent for all national institutions and agencies involved. Therefore, it provides assistance to and interacts with the Immovable Property Inventory and Transfer Agency and the Military Geographic Institute.

**The Immovable Property Inventory and Transfer Agency**

The agency was established under the jurisdiction of the Ministry of Interior, based on the Decision of the Council of Ministers Decision No. 500 of 14 August 2001 “On the State Immovable Property Inventory and Property Transfer to Units of the Local Government”. One of its primary responsibilities is to make property inventory and to develop procedures for the transfer of properties to local government units, municipalities and communes. As such, the Agency acts according to a detailed action plan and co-operates with the Ministry of Defence in making the property inventory and transfer.

To accomplish its tasks, the Agency has developed a standard module (form) for the inventory of real estate property, which has to be filled in by the Ministry of Defence, as well as other institutions, communes and municipalities with regard to the properties under their jurisdiction, including military bases. The completed module contains the following data:

- cadastral zone, index of maps and the real estate code number;
- name of property (military base) and its geographical location;
- main components of the property (land, buildings, electrical and water supply lines, etc);
- dimensions of the property (m²);
- current location of the property;
- entity that has administrative responsibility over that property and the user, as well as user’s legal status.

Based on the gathered information, the Agency prepares a list of inventory for the Ministry of Interior, which submits it for approval to the Council of Ministers. Again,
all local governments should send to the Ministry of Interior the completed standard modules for all properties under their jurisdiction. Afterwards, registration of the property is carried out at the Real Estate Registration Office in each district.

The Ministry of Defence also co-operates with the Central Immovable Property Registration Office and the Local Immovable Property Registration Office when it comes to registration and mortgaging of the defence property. As part of the Ministry of Justice, both Offices are involved in the registration of property titles and real rights over real estate, consistent with the legal documents proving ownership over real estate, as well as in the preparation and keeping records of real estate, census maps and documents proving ownership and other real rights over immovable property.

In dealing with informal settlements located within the territory of military sites, the Ministry of Defence co-operates with the Agency for the Legalization, Urbanization and Integration of Formal Areas/Constructions.

Military Geographic Institute

Military Geographic Institute, a scientific mapping institution, plays an important role in the future redevelopment of former military sites. The institute’s activities include information management on all stages of the implementation of the country’s cartographic products, cadastral works, real estate registration, etc. It also provides geographical data and prepares technical documentation, such as the design and manufacture of military bases Master Plans and Placement Plans.

Applicable Conversion Models

The following conversion and transfer models of former military bases are applicable in Albania:

- privatization, sale;
- return of ownership and compensation of property owners, whose property was taken away during the Communist regime;
- transfer of ownership over former military bases to the Central or Local Governments (Ministries, Institutions, Municipalities and Communes). In this case, the range of potential civilian reuses for the former military sites can be quite extensive: administrative buildings, infrastructure for social and cultural activities, educational institutions (nurseries, schools, universities, etc.), medical facilities, accommodation facilities, construction of Integrated Service Centres, as well as infrastructure in support of city development.

In this context, in view of its substantial support to the country’s economic development, privatization is considered as the most successful conversion model of former military bases and facilities in Albania.
However, the conversion process is not always smooth and easy. It often involves the issues of property ownership, since some of the properties were previously owned by private owners.

**Military Base Disposal Process**

The ongoing defence reform of the Albanian Armed Forces has led to the optimization of the existing military infrastructure to include new operational tasks and releases excess military property which could be used for conversion. The Chief of the General Staff of the Armed Forces of Albania identifies such excess defence property and proposes it to be included on the list of excess property, which is subject to approval by the Minister of Defence.

While in the property selection process the main priority is given to the Armed Forces needs, there are also other selection criteria and principles applied, depending on the needs of the interested community, which include location, infrastructure, environment, transportation, as well as social, demographic and economic structure of the area.

Therefore, once the excess defence property is identified and approved, the main objective will be, through effective co-operation with the Central and Local Governments and other institutions involved, to add value to former military sites so they could be successfully redeveloped for various civilian uses.

The disposal of excess military property involves the following phases:
**Phase I**

- order preparation and approval, establishment of a supervisory group;
- determination of implementation and approval procedures;
- decision-making on priorities and monitoring process;
- specification of each task according to the purpose, activity, deadlines, leading and co-operative organizations, as well as responsibilities in this process.

**Phase II**

- gathering of statistical data and other information, filling out forms;
- provision of geographical data and preparation of technical documentation (Master Plan and Placement Plan);
- identification of legal status;
- data analysis, verification, comparison and evaluation.
Phase III

- preparation of the documentation for the list of excess military bases;
- information processing;
- approval of the list of excess military bases;
- submission of the approved list of excess property to the Ministry of Economy Trade and Energy and to the Property Return and Compensation Agency;
- publication of the excess property available for conversion;
- identification of the needs of municipalities, agencies, ministries and other institutions with regard to excess military property;

<table>
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<td>Total</td>
<td>60</td>
</tr>
</tbody>
</table>

Table 1. Number of military bases transferred to the Municipalities, Communes, Ministries and Institutions

- drafting a Decision of the Council of Ministers on the transfer of property ownership;
- adoption of the Decision of the Council of Ministers.

Phase IV

- continued reduction of the remaining excess properties;
- maintenance and further update of the property inventory list, reflecting the changes occurring as a result of transfers, privatization and sale;
- preparation of documentation for the submission of property;
- delivery of property and its removal from the inventory list of the Ministry of Defence.
The current list of the inventory of the immovable defence property belonging to the Armed Forces of Albania, approved by the Decisions of the Council of Ministers No. 515 (2003) and No. 116 (2011) includes 1129 different military bases (sites). The present number of reduced bases (facilities) is 961, of which 766 military bases of different types are awaiting conversion. However, this number varies, following an ongoing defence review.

The Ministry of Defence has evaluated the environmental impact of military bases and produced a report on the basis of which it has identified the top properties which need to be remediated, rehabilitated and cleaned up before the transfer and delivery.

So far, 60 military bases have been transferred to various municipalities, communes, ministries and institutions, while 5 more are in the process of transfer (Table 1.).

The Ministry of Defence has transferred these military bases and associated lands to 23 different municipalities and communes located in the districts of Tirana, Shkodra, Gjirokastra, Berat, Durres, Kukes, Lushnje, Elbasan and Korca. In accordance with the respective decisions of the Council of Ministers, each municipality and commune has acquired ownership over the transferred military property, which can be used for a multitude of civil purposes such as:

- administrative facilities;
- public health facilities;
- infrastructure for social and cultural activities;
- housing (such as for the homeless);
- educational institutions (schools, universities, etc.);
- museums;
- national parks;
- urban development;
- integrated Service Centres, which include food and industrial markets, sports fields, police and fire stations, etc.;
- expansion of public cemeteries.

**Some Examples of Military Barracks Conversion**

A closed military base designated as the “Former Tank Brigade” and located in the village of Marqinet, was transferred to the Vora municipality, Tirana District, upon the decision of the Council of Ministers (2008). The municipality Vora, with the support of the European Union funds, converted the property for the purposes of the Marqinet village, constructing a Gymnasium School and the adjacent infrastructure and sports facilities.

By the decision of the Council of Ministers (2009), the property “The former House of Officers” in Elbasan was transferred to the Ministry of Education and Science, University "Aleksander Xhuvani" in Elbasan. It was converted into college, while, upon the decision
of the Council of Ministers (2011), the military barracks in the town of Elbasan, together with the functional facilities and the 216000 square meter land surface, are to be used for the construction of the University Campus.

Upon the decision of the Council of Ministers (2011), the former House of Officers located in the Gjirokastra region and the former Infantry Brigade barracks located in the Korca region were transferred to the Ministry of Education and Science for the purpose of extending the University campuses located on these sites.

Part of six military bases, a total area of 22000 square meters designated for meeting urban needs of the extension of national and local public streets.

Upon the decision of the Council of Ministers (2004), military barracks in the city of Vlora with 16 buildings and a total land area of 22000 square meters were transferred to the Ministry of Justice, which built a detention system in the Vlora district, while the military barracks “Supple Base” in Dushnik Berat with a total land area of 28900 square meters, including 23 buildings, were allocated to the Ministry of Justice (2011) which has, with the support of the European Union funds, started converting the building into a detention system in the Berat district.

The Ministry of Labour, Social Affairs and Equal Opportunities was allocated the military barracks in Libohova Gjirokastra, which are to be used for the construction of the National Reception Centre for Victims of Trafficking in the southern region of the country.
Following the breakup of the former Socialist Federal Republic of Yugoslavia, Bosnia and Herzegovina continued its existence as an independent and internationally recognized state, organized pursuant to the Dayton Peace Agreement from 1995 in two entities (Federation of Bosnia and Herzegovina (B&H) – with its 10 cantons, and the Republika Srpska) and the Brčko District, as a separate administrative element.

Bosnia and Herzegovina had been placed under the international supervision of the United Nations, i.e. the Peace Implementation Council, exercised through the High Representative, until the country became politically and democratically stable and self-sustained.

Following the signing of the Dayton Peace Agreement on 14 December 1995, the Implementation Force (IFOR), succeeded by the Stabilization Force (SFOR), was deployed to Bosnia and Herzegovina from 14 partner countries under the leadership of the NATO Alliance, with the mandate to implement the military aspects of the Agreement, ensure cessation of hostilities and deter further conflicts, separate the armed forces of the newly created entities in the war-torn country, mediate between the two entities’ territories and promote a climate conducive to the peace process. Later on, the mandate of the Stabilization Force was expanded to include support to civil agencies involved in the efforts of the international community to build durable peace in the country, in addition to helping refugees and displaced persons to return to their homes and contributing to the reform of Bosnian military forces.

¹ The views expressed in the paper are those of author i.e. not official views of the NATO HQ Sarajevo.
Given that the situation in Bosnia and Herzegovina was improving gradually, the number of peacekeepers in the Stabilization Force was progressively reduced from 60,000 at the outset of the mission to around 7,000 in 2004.

The NATO-led operation in Bosnia and Herzegovina ended in December 2004, when the responsibility for maintaining security was transferred to the EU-managed mission.

The end of the SFOR mandate did not mark the end of NATO engagement in Bosnia and Herzegovina. NATO in Bosnia and Herzegovina kept its own military headquarters (NATO HQ Sarajevo) focused on assisting the Bosnian Government in the defence reform and the country’s preparation for membership in the Partnership for Peace and full-fledged NATO membership, as well as in combating terrorism, arresting Persons Indicted For War Crimes (PIFWC), collecting information, and providing advice with regard to new and productive use of military bases for civilian purposes, including the conversion of military bases and facilities.

The adoption of the Law on Defence of Bosnia and Herzegovina and the Law on Service in the Armed Forces of Bosnia and Herzegovina in December 2005 (BiH Official Gazette 88/05), and the Decision of the Presidency of Bosnia and Herzegovina on the Size, Structure and Locations of the Armed Forces of Bosnia and Herzegovina from July 2006, terminated the existence of the entity of Ministries of Defence and the entity of Armed Forces, and, as of 1 January 2006, a single defence system of Bosnia and Herzegovina was established with 16,000 members: 10,000 professional military members, 1,000 civilians and 5,000 reserves (the reserve component has not been established yet).

Pursuant to Article 71 of the Law on Defence of Bosnia and Herzegovina, by 1 January 2006 and based on all available data on immovable property, the Ministry of Defence of Bosnia and Herzegovina and the then entity Ministries of Defence had an obligation to compile lists of the immovable defence property with the right of management, disposal, use or ownership belonging to the Government of the Federation of Bosnia and Herzegovina, Government of the Republika Srpska, Ministries of Defence, Army of the Republika Srpska, Army of the BiH Federation or any other body of Bosnia and Herzegovina or that of any of its administrative elements.

On the basis of the comprehensive lists of immovable property, which were to be submitted within 60 days from the effective date of the Law on Defence of Bosnia and Herzegovina, an expert team of the BiH Ministry of Defence, within 30 days after receiving the lists of immovable property, was to propose to the Minister of Defence a plan for final disposal of the overall immovable property. These lists would include prospective immovable defence property, i.e. the property that would continue to serve for defence purposes, and non-prospective immovable defence property. Due to the lack of political agreement and due to some legal issues with regard to the number of prospective immovable defence properties, this process has remained unresolved for a lengthy period.
On 9 March 2012, the six political parties who constitute the parliamentary majority agreed on principles for distribution of state and defence property. The nature of the agreement suggests that there will be three phases of activity required before the ownership of defence property might be considered resolved. Firstly, there is the political agreement itself. Secondly, legal provisions and steps to facilitate the implementation of the political agreement, specifically the adoption of a decision of the BiH Parliamentary Assembly together with the signature of an Inter-Governmental Agreement between the BiH Council of Ministers and Entity governments. Lastly, the registration of ownership of property in relevant Land-Registry books.

At the time of writing political leaders are apparently committed to implementation of the agreement, but it remains to be seen whether that commitment will carry the process through negotiation of the legal instruments, signature of the Inter-Governmental Agreement and adoption of the Parliamentary decision.

In accordance with Article 73 of the aforementioned Law, the Council of Ministers of Bosnia and Herzegovina would first approve the Plan on final disposal of military (movable and immovable) property, after which the Ministry of Defence of Bosnia and Herzegovina would submit to the Council of Ministers of Bosnia and Herzegovina, and the Governments of the Republika Srpska and the Federation of BiH, agreements, decisions, decrees and other relevant documents for signing, as required for the finalization of the disposal of all rights and obligations over movable and immovable property. This activity, that has been pending and awaiting the political resolution of the issues mentioned in previous paragraphs, was accelerated in April 2012. The BiH Ministry of Defence continues to work on the technical documentation, including the non-prospective locations which have been handed over to entities, cantons and municipalities since 1996 (a large portfolio of property for which documentation must be collected). This activity is also pending and awaiting the resolution of the issues mentioned in the previous paragraph.

From 1996 to date, 106 non-prospective military sites have been handed over to the entity governments (71 military sites (67%) to the Federation of BiH and 35 military sites (33%) to the Republika Srpska).
There remain 51 non-prospective military sites that still have to be handed over, while the Ministry of Defence and the Armed Forces of Bosnia and Herzegovina will keep the prospective defence property as per the Decision of the Presidency of Bosnia and Herzegovina on the Size, Structure and Locations of the Armed Forces of Bosnia and Herzegovina from July 2006.

The number of prospective immovable defence properties currently stands at 69, but it might be downsized following an ongoing Defence Review.

The Ministry of Defence of Bosnia and Herzegovina has not been tasked with the implementation of the military base conversion process, as it has been the case in other countries in the region. Also, Bosnia and Herzegovina does not have national legislation or a national plan for military base conversion. In addition, due to the specific
state structure of Bosnia and Herzegovina, there is no national body responsible for this process.

In the absence of any legal framework, the issue of state property has become completely unregulated. As a result, this has lead to different interpretations with regard to ownership and usage rights over that property, as well as with regard to how it should be treated and who should manage it. As might be expected, this has in turn led to calls for review and taking a step back in order to establish exactly how someone came into possession and usage of the property concerned. The main question arising from the whole issue is whether the whole defence property shall be part of the lists, including the one the purpose of which was previously altered or which was already sold by the entities.

Thus, in 2005, the High Representative took a decision on the prohibition of disposal of all state property (including defence property), which shall remain in force until the political structures in Bosnia and Herzegovina reach an agreement with respect to the ownership of that property.

After the Political Agreement involving the distribution of state and defence property in March 2012, the High Representative has made it clear that he will take the necessary steps to facilitate its implementation (amending his Order to enable the future intergovernmental agreement and Parliamentary Assembly Decision on defence property to enter into force.)

In the meantime, according to their own data, the Ministry of Defence and Armed Forces of Bosnia and Herzegovina spend some two million BAM (Bosnia-Herzegovina Convertible Mark) a year and engage several hundred soldiers to safeguard and maintain non-prospective defence properties. As a result, the initially high interest on the part of local communities towards attractive military sites is waning day by day, due to their gradual deterioration.
Although there is no national programme or plan for the decontamination of military bases and rehabilitation of the environment, the Ministry of Defence and Armed Forces of Bosnia and Herzegovina are determined, prior to the handover of the non-prospective military sites, to clean them from any possible mines and explosives. Currently, the environmental protection in BiH is governed only by entity laws.

However, despite all of the abovementioned issues, a certain number of non-prospective military sites returned to the entities over the previous years, has been redeveloped for civilian purposes.

Several successful examples of the conversion of former military barracks include the following cases:

- Former “Maršal Tito” barracks, downtown Sarajevo, were handed over to educational institutions (the University of Sarajevo), while a portion of the land was sold and the new US Embassy in Bosnia and Herzegovina was built on that land;
- Former “Vrbas” barracks in Banja Luka were handed over to educational institutions in the Republika Srpska;
- A part of the “Stanislav Baja Kraljević” barracks in Rdoč, Mostar, was handed over to the educational institutions of the Herzegovina-Neretva Canton, and the Army Hall in Mostar was handed over to the war veteran organization.

**Conversion Project “Maršal Tito” Barracks in Sarajevo**

The necessity to accommodate the faculties of Sarajevo University, the buildings of which were damaged in the course of the war (1992-1995), led the BiH Government to adopt a decision allowing the University the usage of the former “Maršal Tito” barracks. The barracks are situated close to the centre of the town. During the war, they were occupied by the former Yugoslav National Army (JNA) and its premises also suffered damage during the fighting.

In the February of 1998 the Steering Board for the Campus Development announced an international tender for urbanistic solutions to the Campus development. The tender costs were covered by the University and the Sarajevo Canton Government. The

![Former “Maršal Tito” barracks - before and after](image)
University of Sarajevo started using the barracks for Campus purposes in 2000. The amount of the 1.3 million EUR donations was the main source used for the redevelopment of former military premises of the “Maršal Tito” barracks. For this purpose, the International Development Association signed a contract on Transition Assistance Credit (TAC credit) with the BiH Government. As a result, the University of Sarajevo received a loan of 1 million EUR.

Furthermore, in 2005, upon the decision of the B&H Parliament, a portion of the “Maršal Tito” barracks comprising the area of 44.175 m² (approximately 25% of the total area of the premises) was sold for the amount of 6.5 million EUR to the USA, which built their Embassy there. It started operating at the new premises in 2011. The Ministry of Urban Planning and Environmental Protection of the Sarajevo Canton assessed the value of the premises. Part of the income generated as a result of the sale was used for the Campus development.

In addition to the BiH Parliament, some other national authorities such as the BiH Council of Ministers, Ministry of Foreign Affairs, Ministry of Finance and the Government of the Sarajevo Canton were also involved in the process of the conversion of the former “Maršal Tito” barracks.

Conversion Project “Vrbas” Barracks in Banja Luka

In an attempt to decrease the maintenance cost pertaining to the excessive number of military bases and installations belonging to the Army of the Republika Srpska, the former Ministry of Defence of the Republika Srpska created a list of immovable defence property no longer needed for military purposes.

Therefore, in 2003 the Government of the Republika Srpska decided to transfer part of the immovable defence property without any compensation to municipalities and other institutions. As a result, the “Vrbas” barracks comprising the area of 188.067 square meters with 41 facilities have been transferred to the University of Banja Luka. The contract on the transfer of former military barracks “Vrbas” was signed with the officials of the town of Banja Luka.

University Campus and Faculty of Agriculture in Banja Luka
The construction work was performed by the construction company paid by the Ministry of Education and Culture of the Republika Srpska.

Conversion Project “Stanislav Baja Kraljević” Barracks in Rodoč, Mostar

Part of the Mostar-based “Stanislav Baja Kraljević” barracks of the former Federal Ministry of Defence and the Army of the Federation of Bosnia and Herzegovina, an area of over 2 million square meters together with the constructed facilities, has been transferred for temporary usage without any compensation to the University of Mostar, upon the Decision by the Government of the Federation of Bosnia and Herzegovina number 772/06 of November 2006 (and the revised Decision of 2008).

However, the facilities bearing numbers 4, 5 and 6 have been retained and are still used by the Armed Forces of BiH.

The barracks area is located in the middle of the industrial zone, has good road connections, with the airport and railroad in close proximity. There were military airbase, military school and a sport airfield located at the military base. The former barracks have their own water supply system, sewage, fuel tanks and sports areas.

At the beginning of the year 2008, the Faculty of Agronomy and Food Technology, the University of Mostar, obtained some 100 hectares of land belonging to the former military barracks. The Faculty used the land for the purposes of its own agricultural production, an experimental orchard, a vineyard and for planting aromatic herbs.
In the year 1992, after the dissolution of the former Socialist Federative Republic of Yugoslavia and Yugoslav People’s Army (JNA), the Croatian MoD managed 657 military facilities of the former JNA. All of these facilities which included barracks, shooting ranges, training grounds, warehouses, administrative military facilities, military health and tourist facilities, guard houses, land, etc. became, by law, the property of the Republic of Croatia.

Naturally, the smaller Croatian Army had no need of all of the above-mentioned 657 military facilities of the former JNA. The goal was to rationalize the existing facilities and infrastructure in line with the operational needs of the Croatian Armed Forces (CAF) and afterwards to group together related units.

Although the Croatian MoD ran and managed the great majority of the former JNA military facilities in the Republic of Croatia (not all of them, because the Croatian Government allocated some to other ministries – mostly to the Ministry of Interior), except in the early nineties, the MoD had no authority to designate a new owner/beneficiary of the non-prospective military facilities.

The main document governing the development of the Croatian Armed Forces (CAF) is a Long-Term Development Plan of the Croatian Armed Forces 2006 - 2015 adopted in the Croatian Parliament in 2006. The document designated 218 military facilities as prospective for the Croatian Armed Forces, while the rest were designated as having “no future value” (non-prospective) for the MoD and 88 facilities were ready to be converted to non-military use.
Over the years, the MBC process has been carried out as follows: the MoD would initiate the process of MBC by identifying non-prospective military sites, gathering the necessary documentation, and developing a plan (proposal) for their future non-military reuse. Afterwards, the Croatian Government, or rather special agencies that were formed by the Government, would make a final decision regarding the future status of the former military facilities.

Of course, the entire process is not a one way street and does not run as easily and smoothly as it might seem from the above description.

The vast majority of problems in this regard are caused by the lack of cooperation between different governmental bodies and agencies and other subjects involved in the MBC process. For instance, in one MBC process, different ministries (Ministry of Defence, Ministry of Environmental Protection, Physical Planning and Construction, Ministry of Sea, Transport and Infrastructure, Ministry of Regional Development, Ministry of Culture, etc.) and the Agency for State Property Management need to cooperate with local authorities and private investors as well as with various NGOs.

Problems are also caused due to the unresolved property (ownership) documentation, incomplete spatial-planning documentation, and occasional conflict of interest between the state and municipal governments.

Over the years, the following MBC models were used most frequently:

- transfer to local governments (with or without return obligation);
- transfer to other state bodies, ministries, churches and NGOs for socially beneficial purposes - schools, university, hospitals, social housing;
- sale or lease to private investors;
- Public Private Partnership (PPP).

Although all of the models have their advantages and disadvantages, the model that was most frequently used was the transfer to local/regional governments.

In this case the Agency for State Property Management, which is by law responsible for all state property, including the non-prospective one, up to the limit of 100.000.000.00 kuna (for the property exceeding that limit the responsibility lies with the Government of the Republic of Croatia) would, upon the MoD’s proposal, reach a decision transferring the former military property to the local government.

Depending on the prospective financial benefit of the future MBC, the local government accepts certain return obligations towards the state. In other words, if the MBC is socially beneficial (the construction of schools, universities, hospitals, social housing, etc.), the local government in general has no return obligation towards the state. But if the local government has direct financial benefit from the transfer (e.g. sale), it has to reinvest certain per cent of the market value back in the state (e.g. in the modernization of infrastructure at the MoD’s prospective site/facilities).
The State government controls the entire process by being able to demand a return of the property if the local government doesn’t fulfil the plan.

This MBC model has proved to be successful because it frequently happens that the local government has the best know-how, notably with regard to the facilities in their administrative management domain. The local government is also tasked with the development of the relevant spatial plan, which is a starting point for any future MBC. Direct sale/lease to private investors and PPPs are MBC models that have not been fully used so far, although there have been also some worthwhile examples thereof over the past several years.

A model that has been introduced recently is a co-ownership dissolution, which is aimed at solving housing problems for the MoD personnel.

In practice this model works as follows: the State (MoD) exchanges ownership of the land for the ownership of newly built flats with a private investor. For the value of the exchanged land, the State (MoD) gains approximately 20% of the flats constructed on that piece of land. This is a model that requires no extra cost on the part of the MoD, since all the costs associated with the construction and issuing building permits are covered by the private investor.

It is expected that the focus of MBC in the near future will shift exactly on these two models that should have a bigger impact.

In 2009 the Government of the Republic of Croatia formed a Working Group with members from the Agency for State Property Management, MoD, Croatian Armed Forces, and Office of the President that was tasked with preparing a list of non-prospective military property with individual proposal for their future non-military purpose.

The Working Group completed their task in 2010 and suggested how to transfer around 190 military facilities that are located across 84 cities and municipalities.

The primary basis for classification and proposal of the future non-military use of the facilities was a certificate of the effective spatial plans of cities and municipalities. According to these plans, the Agency for State Property Management could proceed with decision making in accordance with the new 2010 State Property Management Law adopted in the Croatian Parliament, which should also help accelerate the MBC process and make it more efficient.

From the MoD’s point of view, the main problem with the MBC in Croatia is that the MoD carries out a great deal of work and takes care of military facilities during their non-prospective phase (which can last for several years and lead to fairly high operating costs), but in the end has neither the final word, as the decision is made by the Agency for State Property Management, nor direct benefit from the MBC, since all revenues are channelled directly to the national budget.
The MBC can be also seen as part of a wider brownfield redevelopment process. Brownfield sites are usually described as abandoned or underused facilities available for reuse. According to scientific research conducted in 2010, undertaken on local and state level, criteria for prioritising brownfield redevelopment in Croatia are as follows:

<table>
<thead>
<tr>
<th>CRITERIA FOR PRIORITISING BROWNFIELD REDEVELOPMENT IN CROATIA</th>
<th>N=36</th>
</tr>
</thead>
<tbody>
<tr>
<td>Political decision</td>
<td>24,53 %</td>
</tr>
<tr>
<td>Investment interest</td>
<td>20,75 %</td>
</tr>
<tr>
<td>Ownership</td>
<td>11,32 %</td>
</tr>
<tr>
<td>Level of contamination risk to human health</td>
<td>9,43 %</td>
</tr>
<tr>
<td>Available financial sources</td>
<td>7,55 %</td>
</tr>
<tr>
<td>Level of contamination risk to the environment</td>
<td>7,55 %</td>
</tr>
<tr>
<td>Incentives (e.g. tax abatement)</td>
<td>5,66 %</td>
</tr>
<tr>
<td>Lack of space for new buildings</td>
<td>5,66 %</td>
</tr>
<tr>
<td>Not familiar with this information</td>
<td>3,77 %</td>
</tr>
<tr>
<td>Citizen initiatives/pressure</td>
<td>1,89 %</td>
</tr>
<tr>
<td>Other (Please state)</td>
<td>1,89 %</td>
</tr>
<tr>
<td>None of the above</td>
<td>0,00 %</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>100,00 %</strong></td>
</tr>
</tbody>
</table>

Source: Impact of Participation of Key Stakeholders in Brownfield Redevelopment, Dr. Irena Đokić, The Institute of Economics, Zagreb

Future plans aim to set conditions for a more efficient and quicker MBC, put all abandoned military facilities to commercial or social use, catch up with environment protection regulations and raise the ecological standards. Additionally, the MoD is expected to rationalize costs and establish conditions for expansion and modernisation of prospective military facilities in line with future needs and NATO standards.

It is needless to say that better financial and human (expert) support is needed in order to achieve these goals.

**Project 1: From military barracks towards University Campus Rijeka - A history of the first phase 2001-2007**

- **2001.** – commencement of composing the report Programme of the Rijeka University Campus construction on the property of the former Army Barracks Trsat (collaboration the City of Rijeka – the University).
- **2002.** – drawing up of the Spatial Programme of the Rijeka University Campus.
- **December 2003.** – the Government Committee for property management of the Republic of Croatia brings the decision to transfer existent buildings and
property of the Army Barracks Trsat in Rijeka to the City of Rijeka (without charge), for the purpose of building a hospital and a University Campus.

- **September – November 2003.** – invitation to tender for an official urbanistic – architectural decision of the Rijeka University Campus area.
- **March 2004.** – contracting an agreement for the execution of a Detailed Plan of land restructuring for the University Campus, in accordance with the conducted tendering.
- **June 2004.** – the University of Rijeka has composed and refereed for examination a study for the construction of the 1st phase of the University Campus on Trsat to the Ministry of Science, Education and Sports.
- **December 2004.** – a Long-term Credit Agreement signed – the Ministry of Science, Education and Sports of the Republic of Croatia, the University of Rijeka and a consortium of banks: ERSTE & STEIMÄRKISCHE BANK d.d., PRIVREDNA BANK ZAGREB d.d. and ZAGREBAČKA BANK d.d.
- **April 2005.** – the City of Rijeka and the University of Rijeka – a pre contract about building rights was signed.
- **June 2005.** – an agreement was concluded about drawing up project documentation for the conversion of the buildings which was formerly an Army Barrack on Trsat to the building of the Art Academy (today’s Academy of Applied Arts).
- **August 2005.** – a construction permit was obtained for the reconstruction and re-allocation of the Army Barrack building on Trsat into a higher-education building – the Academy of Applied Arts.
- **October 2005.** – the City Council of the City of Rijeka makes the decision regarding bringing forward the procedure of inducing a Detailed Plan of land restructuring for the University Campus on Trsat.
- **October 2005.** – permit obtained for removal of the buildings of the former Army barracks buildings.
- **November 2005.** – an agreement signed regarding works contract on the reconstruction of the Academy of Applied Arts Building (AAB).
- **November 2005.** – formal opening ceremony of the reconstruction works of the AAB building.
- **October 2006.** – obtained service permit for the AAB building and the commencement of classes.
- **November 3, 2006.** – formal opening ceremony of the AAB building.
- **February – March 2007.** – 6 buildings permits for the 1st phase of the construction of the University Campus facilities – the Faculty of Philosophy and the Faculty of Teacher Education, University Departments of Mathematics, Physics and Information and Computer Science, respectively, the Faculty of Civil Engineering, the Student Cafeteria facility, the Student Center facility and Student Boarding facilities.
- **September – October 2007.** – preliminary works commenced on the building of the Faculty of Humanities and Social Sciences and the Faculty of Teacher Education facilities, the building of University departments of Mathematics, Physics and Information and Computer Science, as well as the Student Cafeteria facility.
- **October 2007.** – formal opening ceremony of the construction works – laying of the foundation-stone for the Student Cafeteria facility.
- **October 2007.** – formal opening ceremony of the construction works – laying of the foundation-stone for the Faculty of Philosophy and the Faculty of Teacher Education, and the University Departments.
- **November – December 2007.** – the following facilities are in the projection phase: the Socio-Cultural Center, Heat/Power Plant for the area of the Campus and the Clinical Hospital Center, gas scale span station, environment restructuring with the related infrastructure, and the remodeling of the existent building into the Science and Technology Park.

The development of the University of Rijeka Campus drastically changes the image of the University along with playing a major role in the advancement of university classes, the scientific infrastructure and the all-around student living and working conditions.

**Project 2: From military barracks towards military recycling and storing facility Podoštra, Gospić**

In this case, large quantities of expired munitions forced Ministry of Defence to provide security by neutralising unsafe ordnance and launch a viable recycling business.
Authorised governmental agency “Alan” and “ISL Spreewerk d.o.o”, a daughter company of German Spreewerk Lubben GmbH (part of the U.S. General Atomics-Group) contracted re-using of military complex which today serves for storage, dismantling and recycling of explosive substances to the highest standards of NATO and the European Union.

“ISL Spreewerk d.o.o” is registered and authorised for manufacturing, transport, supply, use, recycling and neutralisation of explosive substances. The combination of innovative technology related to high safety standards and compliance with environmental protection, in factory "Podoštra", it is possible to dismantle all types of conventional ammunition of various calibre, as well as bombs, mines and rockets. Destruction of explosive substances such as fuzes, primers, gunpowder and explosives will be performed in partner companies while other materials like steel, aluminium, copper and brass are being put back on the market as a secondary raw material.
Introduction

The series of conflicts and political upheavals in the 1990s resulted in the split up of the former Socialist Federative Republic of Yugoslavia into several independent countries. One of them was the Republic of Macedonia, which declared its independence in September 1991.

After the withdrawal of military units of the former Yugoslav People’s Army in early 1992, the Army of the Republic of Macedonia (ARM) was established. Consequently, in accordance with the decision of the Government of the Republic of Macedonia, all property left by Yugoslav People’s Army was inherited by ARM.

In the following years the Republic of Macedonia decided to adopt a collective approach to its security and defence meaning the country’s integration into Euro-Atlantic structures. Therefore, fully determined to achieve this objective the Republic of Macedonia decided to downsize its forces in order to increase their deployability, mobility and efficiency.

In this respect, the country’s new Strategic Defence Review (2004) laid down a basis for the future long-term planning of the defence sector development. Among other provisions it also included an outline with regard to ARM future structure, which provided for significant reduction of military personnel as well as the reduction and optimization of infrastructure to new operational tasks. A surplus of military infrastructure generated as a result of these transformations raised a question of its transfer to other public entities for subsequent non-military purposes. It was obvious...
that maintaining and protecting these military sites by the Ministry of Defence would create unnecessary financial burden on defence budget.

A considerable amount of personnel as well as surplus defence property was transferred to the Ministry of Interior as it assumed new responsibilities for border protection and security, the task which was previously executed by the Ministry of Defence. Some part of excess military infrastructure was also transferred to the Crises Management Agency and Rescue Directorate that were established in 2004.

The remaining defence properties (military bases, barracks, border posts, warehouses, training areas, shooting ranges, lands, and other facilities) were considered for redevelopment (conversion) and subsequent civilian reuses.

**Legal Framework**

There are two types of property in accordance with the national legislation: private and state. The owner of all state property is the Republic of Macedonia. The respective national ministries and other government agencies have a right to use the state property for certain purposes but they cannot transfer it without the Government consent. Therefore, only the Government has the legal authority to pass the rights of ownership or use over the state property to other public or private entities.

The transfer of ownership over state property is determinate by the following Laws and Regulations:

- Law on organization and work of the organs of state administration, which determines the roles and responsibilities of government entities like ministries and other institutions;
- Law on use and possession of the assets of the state organs, which determines conditions under which the ownership of the state property can be passed to other state or private entities;
- Law on budgets, which describes how financial assets obtained through sell of the government property can be obtained and used;
- Project Plan of Real Estate Envisaged for Conversion from the Army of the Republic of Macedonia and the Ministry Of Defence (Conversion Plan) by which the Government of the Republic of Macedonia determines what property can be divested.

**Divestiture**

The military base conversion process in the Republic of Macedonia is officially named as “divesture of the military property”. It involves the change in purposes of certain defence real estate such as lands, buildings, training areas, business premises, border posts and other facilities. Usually such change from military to non-military purposes
is accompanied with transfer of the right to use the property to other state institutions or agencies and in certain cases the transfer of ownership from state to private entities.

**Conversion Plan**

In 2005, on the proposal of the Ministry of Defence, the Government of the Republic of Macedonia adopted a Project Plan of Real Estate Envisaged for Conversion from the Army of the Republic of Macedonia and the Ministry of Defence. The Plan contains the following information on defence property that has to be transferred to other entities:

- list of the property subject to conversion;
- location of the property subject to conversion;
- information about the size of the property (lands);
- specification of objects that are located at the specific property;
- conversion models;
- dynamic Plan for the execution of conversion;
- responsibilities of other state bodies in the conversion process, determined by the Government;

The following defence real estate within the ARM bases, considered as non-functional, has been envisaged for divesting:

- military barracks: 13
- command – management facilities: 4
- business premises: 20
- warehouse groups and compounds: 19
- separate shooting ranges and training areas: 3
- Army Houses: 9
- military canteens: 19
- restaurants and resorts: 6
- border posts: 79
- military agricultural farms: 2
- lands: approximately 1.600.000 m²

**Inter-institutional Coordination and Co-operation**

The divestiture of military bases in Macedonia is a complex process the success of which depends on effective interaction and co-operation among the following actors: the Ministry of Defence, the Ministry of Transport and Communications, the State Attorney, the Ministry of Local Self-Government, the Ministry of Finance, the Ministry of Justice (Bureau of Judicial Expertise), the Public Enterprise for Housing and the Agency for Real Estate.
Once the Conversion Plan is approved, the Government adopts the decision for its realization that involves all abovementioned organizations and agencies within their defined legal authorities.

**Ministry of Defence**

In the process of divestiture the primary role of the Ministry of Defence is the identification of property which is no longer required for military purposes. The Ministry of Defence is also responsible for provision of technical documentation as well as other legal documents with regard to ownership and legal status of the property identified for conversion.

To carry out the Conversion Plan, in 2006, an Infrastructure and Real Estate Section was created at the Logistics Directorate of the Ministry of Defence. Additionally, an Integrated Project Team for dislocation of the barracks was established. These bodies are responsible for the management of all real estate in the possession of the Ministry of Defence, including the divestiture of the surplus military barracks. For this purpose, they conduct registration and assessment of all defence property. They also initiated processes for acquiring all necessary legal documents with respect to all defence property in the possession of the Ministry of Defence. The Infrastructure and Real Estate Section is also responsible for execution of contracts for the rent of property.

Due to the specific purpose and nature of the defence property (non-public) it was not registered in the National Cadastre Registry. Therefore, one of the first assignments of the aforementioned bodies was to create and maintain a record book for the entire defence property and to submit the corresponding data to the National Cadastre Agency.

**Ministry of Transport and Communications**

The Ministry is responsible for approval for construction.

**State (Public) Attorney**

According to the national legislation, the State Attorney confirms the right of use or transfer of ownership of the government real estate.

**The Ministry of Local Self-Government**

The Ministry coordinates the transfer of military bases for their further use by local self-government authorities.
Bureau of Judicial Expertise

The Bureau of Judicial Expertise assesses the value of all equipment within the barracks identified for divestiture in case it is envisaged for sale.

The Ministry of Finance (Public Revenue Office)

The Public Revenue Office assesses the value of real estate subject to divestiture in case it is envisaged for sale.

Agency for Real Estate

The Agency registers the Ministry of Defence property and introduces corresponding data into the state property cadastre.

As it was already mentioned, the divestiture of military property starts with its assessment, when the Ministry of Defence should determine whether it is still needed for any defence purposes. Once the assessment is complete, the Infrastructure and Real Estate Sector of the Ministry of Defence prepares necessary documentation as well as the proposal for divestiture of defined military property to the Government of the Republic of Macedonia. The Government, in accordance with the Law on use and possession of assets of the state organs, should examine any expressed interests with regard to the property from other government ministries and agencies. If that is the case, then the Government adopts a corresponding decision to transfer the right of use to that interested entity (entities). In case when no interest is expressed, then the Government has two alternative courses of action: to transfer the right to use the property to local government (municipality) or to lend/sale the property to some interested private enterprises. The practice shows that both options are equally beneficial for municipalities because private enterprises normally use the former military property for commercial activities and thus contribute to economic development of municipalities.

Transfer of the right to use the military property to other state ministries and agencies

The right to use the surplus military property is most often transferred to the following government ministries and agencies:

- Ministry of Internal Affairs (Border Police);
- Crises Management Center and Protection and Rescue Agency;
- Ministry of Justice;
- Ministry of Education.
Transfer of surplus defence properties to Ministry of Internal Affairs (Border Police) has been executed in accordance with the Law on “Border crossing and movement in the border area”. As a result, the Border Police has received 35 watchtowers, 5 barracks, storage facilities, 1 Army House and other minor facilities.

Transfer of surplus defence property to Crises Management Centre and Protection and Rescue Agency has been executed in accordance with the Law on “Protection and Rescue” and the Law on “Crisis Management”. In total 270 offices, 65 storage facilities and over 100 shelters have been handed over to these two organizations.

In addition, some surplus properties were also transferred to the Ministry of Justice for the purposes of establishing youth correction centres.

Transfer of the right to use the military property to local self government authorities – municipalities

The transformation of the defence sector in Macedonia was happening almost at the same period with the decentralization of administration, the process which positively impacted in many aspects the development of local communities. In particular, they were given more opportunities for the development of many social spheres, such as urban planning, communal activities, culture, sport, social security and childcare, preschool education and etc.

Execution of this important for communities functions and activities created a significant need for infrastructure. This need was immediately recognized by the Central Government and was immediately placed in the context of conversion of surplus military infrastructure. The “Law on Local Self-Government”, among its other provisions emphasizes that some state property should be given to local authorities in order to support their administrative activities and also to facilitate the development of small businesses.

The whole process has been accomplished based on the Law on “Use and management of state property” and corresponding Government decisions.

Following are the cases that most vividly illustrate this conversion approach:

Barracks “Hristijan Todorovski - Karpos” - Kumanovo

A certain number of facilities at the military barracks in Kumanovo were handed over to Municipality of Kumanovo. They were used for realization of a project for development of small businesses. In this regard, a small economic zone and a number of small production facilities (production of facade bricks in co-operation with German companies, production of coffee machines in cooperation with Turkish companies, paints production, textile and leather production, etc.) have been created. In return,
municipality of Kumanovo assumed the responsibility for reconstruction of facilities in other military barracks worth approximately 160.000 EUR.

**Barracks “Mirce Acev” - Prilep**

In “Mirce Acev” barracks in Prilep, after the closure of the garrison some part of the infrastructure was handed over to Municipality of Prilep and economic chamber of the Republic of Macedonia (regional division Prilep). They initiated a project for the development of small businesses in the area. In this regard, the Municipality of Prilep and regional economic chamber - Prilep undertook to provide jobs for certain number of employees as well as pay rental fee for the use of aforementioned facilities.

**Barracks “Liman Kaba”– Debar**

All military infrastructure (in total 18 buildings) in the Debar garrison have been handed over to municipality of Debar. Through effective co-operation with economic chamber of the Republic of Macedonia and foreign investors, the economic zone was established for the development of small production facilities. In addition, two objects are used by the Ministry of Education.

**Barracks “Josif Josifovski - Svestarot” - Gevgelija**

This barracks have been handed over to the local authorities in Gevgelija for the construction of recreational and sport centre. Besides the financial income to the municipality budget, the project has also created decent conditions for sport activities and recreation in the city and in the region as a whole.

**Baracks “Cedo Filipovski Dame” - Kicevo**

In this municipality, part of the military barracks no longer needed for military purposes was transferred to the Ministry of Education in order to create conditions for the establishment of educational institutions. In this respect, in total 12 buildings and approximately 33.400 m² were converted.

Old military infrastructure at the barracks “Cedo Filipovski Dame” in Kicevo converted into educational institutions
Barracks “Satrovic” - Kocani

The whole barracks in Kocani, which have not been operational since 1992, were handed over to the Municipality of Kocani for the establishment of a fire station.

Barracks “Razlovecko vostanie” - Delcevo

Two buildings and 11,499 m² of lands were handed over to the Ministry of Interior and six other buildings and approximately 40,000 m² were transferred to the Municipality of Delcevo.

Sale of the military property

It is another model used for conversion of military property, when financial means are obtained through the sale of the surplus infrastructure. In case when government institutions/agencies express no interest with regard to surplus military property, the Government on a proposal by the Ministry of Defence adopts a decision for the sale of property. Such proposal contains all information on the property in question as well as its accounting (starting) price assessed by the Bureau of Judicial Expertise. The sale is then performed through public auction in order to get a better price. All revenues generated as a result of property sale become part of the state budget. Only in some cases through the use of budget mechanisms, the Ministry of Defence was able to transfer some of the revenues to the defence budget.

Furthermore, the MoD has also practiced the exchange of surplus military property for housing as one of the solutions for improving living conditions of the military personnel. MoD has applied this approach to conversion of its 6 military bases and among other assets has also received 22 apartments. Besides that, the number of acquired apartments was not sufficient to address the problem with housing for military personnel.

Rental of the military property

Some of the surplus military property (watchtowers, parts of military barracks, guardhouses, business offices etc.) was rented by public and commercial enterprises. The whole process involves public advertisement and bidding. The advantages of this method are obvious as all the revenue goes directly into the budget of the Ministry of Defence.
Relocation of military property

As part of its development efforts, the Government of the Republic of Macedonia decided to reconstruct its airports. After public advertisement and international tender organized in 2008, the Government signed a contract with the Turkish company “Tepe Akfen Ventures” (TAV) for a twenty year long concession during which this company would manage two existing national airports - the Skopje “Alexander the Great” Airport and the “St. Paul the Apostle” Airport in Ohrid.

Since the investor’s plan for reconstruction of the “Alexander the Great” Airport included the area where Macedonian Air Forces had their infrastructure, the Ministry of Defence agreed to relocate its infrastructure (command buildings, maintenance hangars, storage buildings, parking and training area for the aircraft and other premises). In return, TAV agreed to build new infrastructure that would fully satisfy the needs of the Air Force unit that was subject to relocation.

Besides the obvious benefits to the country in terms of 40.000 m² infrastructure construction (5.000 m² new airport terminal), extended airstrip for 500 m, as well as follow-on long term investments (approximately 200.000.000 EURO) there was also a significant compensation for the air force unit in terms of new office premises and headquarter buildings (approximately 3.110 m²), new maintenance premises (approximately 4.460 m²) and new aircraft platform (approximately 26.740 m²).
Completed by mid 2011 this was assessed as the equivalent of approximately 11.000.000 EURO investment for the Ministry of Defence.

Project „ARM – my true home“

This project was initiated to address the problem of housing for military personnel. For this purpose, the MoD use part of the barracks located in urban areas for construction of apartments. In this way, the cost of their construction can be
significantly reduced what in the end makes them more affordable for militaries to buy. There are following favorable conditions ensuring that price:

- apartments are going to be built on the state-owned land;
- almost all communal infrastructures are already in place.

The apartments can be bought through commercial bank credit, while the MoD covers the credit interest expenses. This means that army members will get housing credit which covers about 70% of the apartment cost under 0% interest. However, as it shown on Figure 1. the entire apartments construction process is rather complex in terms of number of activities due to the fact that it has to be aligned with several regulations.

The examination of housing needs led to determination of garrisons where the apartments are going to be constructed. These are Skopje, Kicevo, Tetovo, Kumanovo, Shtip, Veles and Prilep.

The following are some specifications of the military real estate (lands) that was identified for the construction of apartments for army members.

**Skopje**
- municipality Karpos – garrison “Ilinden”
  - Land area: 97,500 m²;
  - Detailed urban development is pending adoption

**Kicevo**
- garrison “Cede Filipovski Dame”
  - Land area: 12,766 m²;
  - Detailed urban development plan has been approved
Kumanovo – location initially suggested by the Municipality of Kumanovo and approved by Ministry of Defense was returned to previous owners. Therefore, new locations are about to be designated.

Stip – area “Babi” – location suggested by the Municipality of Stip
- Change of detailed urban development plan is required, entering new lots after future projects are developed.

Veles – garrison “Aleksa Demnievski Bauman”
- Land area: 23.258 m²;
- Detailed urban development plan has been approved

Prilep – garrison “Mirce Acev”
- Land area: 28.627 m²;
- Detailed urban development plan is being developed

Tetovo – garrison “Kuzman Josifovski Pitu”
- Land area: 26.568 m²;
- Detailed urban development plan is being developed.
The project, “ARM - My True Home,” is triggered by and associated with ARM Service Law provisions, and necessary rulebooks and the following normative documents have been adopted:

- rulebook on Subventions for Part of the Expenses for Purchasing Apartments on Behalf of the Personnel in the ARM and the MoD;
- rulebook on Housing for Active Military and Civilian Personnel in Army or the Republic of Macedonia Through Buying Personally Owned Apartments;
- normative documents for the construction of apartments from the MOD project “ARM - My True Home”.

The public bidding allowed to select types of apartments that should be constructed under the project “ARM - my true home”. The ARM members have been familiarized with the interior and exterior designs of apartments, which are presented below.

One-room apartment (35 m²)               Two-room apartment (55 m²)

Three-room apartment (70 m²)

However, there are the following activities still to be executed for the project implementation:
- approval of a detailed urban development plan by the Municipality of Karposh for the Garrison „Ilinden“;
- selection of a bank or a consortium of banks through a public bidding for the construction credit;
- determination of exact number of apartments per location and structure.

Election of a supplier by the Public Agency for Management with Housing and Business Premises which will manage the investment issues.

Conversion Experiences

The Conversion Plan mentioned earlier determines the dynamics and the deadline (2007) for the disposal of surplus military bases of ARM. To this end, the Ministry of Defence was tasked by the Government to monitor its implementation and to submit reports on the accomplished results every six months. However, due to many reasons the Plan was not implemented in accordance with defined dynamics and initial expectations.

In some cases the delay of the conversion process can be explained by the “absorption” capability of the Macedonian community and economy. While in other cases the major problem was the inability of some institutions to fulfill their assumed financial obligations with regard to the transferred property. As a consequence this led to the termination of some contracts and projects.

The legislative changes regarding the registration and the management of state property have also brought about undesirable delays to the entire conversion process.
However, the major issue which really slowed down the implementation of the Plan was that initially all the military property, due to confidentiality reasons, was not recorded in the State Cadastral Agency. However, with the adoption of new legislation, every transfer of real estate ownership has to be properly justified and recorded at the State Cadastral Agency. In addition, the seller of real estate has to present a certificate proving the ownership of that property, issued by the Agency.

Accordingly, the Conversion Plan was reviewed in 2007 and the updated one was approved in 2008. Now, among its other provisions, it also envisions the registration at the State Cadastral Agency of all the property used by MoD. The deadline for the Plan implementation was therefore shifted to the end of 2012.

Lessons Learned

In the context of lessons learned, it needs to be stressed that the military base conversion process in the Republic of Macedonia was undertaken for the first time in its history. In the beginning it was characterized by lack of knowledge and experience necessary for coping with enormous conversion challenges.

However, the participation at the working group activities organized by RACVIAC had a very positive influence on the overall national conversion process. The awareness of other conversion experiences in the region and beyond as well as advices of the experts in the field have been helpful in gaining necessary self-confidence in implementation of national conversion projects.

The co-operation is the key to successful conversion. It helps to generate new ideas and to stay optimistic in the process. The overall lessons learned in case of Macedonia can be put as follows:

- army needs to have a clear vision with regard to the amount and location of its defence infrastructure;
- it is important to have a clear status and formal evidence and history of the property ownership.

All legal activities should be done prior to creation of the divestiture plan. This includes investigation regarding possibility of denationalization request as well as formal registration of the property in the cadastre. Good assessment and risk management regarding the economical situation and investment potentials at national as well as local level has proved to be very important for the success of the divestiture process.
Introduction

In the Republic of Moldova, the term “conversion of military bases” is often equated with the “transfer”, “sale” or “modernization” of military property involving the change of its destination.

The need for conversion in Moldova, as in other SEE countries, was triggered by the restructuring of national armed forces. The reforms have been primarily guided by NATO and bilateral support from the USA and various EU countries.

The Republic of Moldova was among the first post-socialist countries to join the North Atlantic Cooperation Council (NACC) in 1991 and the Partnership for Peace (PfP) in 1994. The Individual Partnership Action Plan Moldova – NATO, adopted in May 2006, marked a qualitatively new stage of co-operation between the two parties. In particular, it defined a number of important goals, such as deepening of co-operation between Moldova and the European and Euro-Atlantic structures and institutions, promoting democratic reforms in various fields, reform and modernization of the defence and security areas, strengthening democratic control over armed forces, etc.

NATO and individual Allies continue to support Moldova in achieving the current goals of its defence reforms, which include establishing small, modern, effective, deployable, and interoperable professional armed forces.

The PfP Programme based on the Partnership for Peace Planning and Review Process (PARP) has contributed to the restructuring of national armed forces and their
capabilities in accordance with NATO standards. The key reform areas included improving command and control structures, military logistics, personnel management, training and strengthening national border patrol capabilities. Moldova has agreed to train and develop designated units to achieve full interoperability with NATO and other partner forces. These units could be made available for NATO peace-support operations.

As a result, the downsizing of national armed forces, the optimization of defence infrastructure according to new structures, as well as the need for minimizing the running costs for maintaining the current infrastructure, have generated a surplus of military property (lands, bases and other facilities), which was no longer needed for military purposes.

As shown in Figure 1., in the period between 1992 and 2009, as many as 53 objects constituting the military property (lands, military bases and other facilities) were designated as surplus and were subsequently disposed of by means of transfer, sale or modernization, which are defined as follows:

**Transfer** – transferring the state property (former military facilities, lands, etc.) to another state institution or state entity or to the local administration.

**Sale** – investing the revenues obtained by the sale of the state property (former military facilities, lands, etc.) with the aim of improving the existing military bases or units.

**Modernization** – involves institutional, functional and infrastructural merging of two or more units aimed at their ultimate modernization.
It should be noted that from organizational and financial points of view the “transfer” of surplus military property is considered as the most convenient type of conversion. Even though the end result of such conversion has not always been civilian reuse of former military property, “transfer” proved to be a very simple process, which does not require large financial investments and expertise.

**Legal Framework**

National legislation of the Republic of Moldova defines two types of property: private and state. The owner of all state property is the Republic of Moldova. Therefore, all national ministries and other government institutions are authorized to use the state property for specific purposes defined by law and it is only the Government that is authorized to pass the right of ownership or use to other public or private entities.


The Regulation, in its turn, was developed on the basis of the following state laws:

- Law on Property;
- Law on Privatization;
- Law on Local Public Administration;
- Law on State Enterprise;
- Law on Public Property of Administrative-Territorial Units (Districts, Towns and Villages);
- Land Code;
- Law on the Formation of Real Estate;
- Law on Normative Price and Modalities for Sale and Purchase of Lands;
- Law on Administration and Privatization of Public Property.

There are established grounds and modalities for the transfer of enterprises, subdivisions and particular objects of the Ministry of Defence to the management of other administrative public authorities, such as:

- free of charge transfer;
- payable transfer: in case of transfer of enterprises, their subdivisions and particular objects managed by administrative public authorities to the property of some non-state entities;
- free of charge or payable: in case of transfer of enterprises, their subdivisions and particular objects, which constitute the property of non-state entities, to the management of administrative public authorities.
The type of transfer (free or payable) is defined by the decision on transfer. Transfer of enterprises, their subdivisions and particular objects is carried out together with the documents that confirm the right of possession, use or ownership of lands on which the transferred property is located.

The Government adopts the decision on transfer in the following cases:

- change in subordination of enterprises and their subdivisions due to their reorganization;
- transfer of enterprises and their subdivisions managed by the Ministry of Defence to the management of other specialized central authority;
- transfer of enterprises, their subdivisions and particular objects managed by the Ministry of Defence to the property of administrative-territorial units or other non-state entities.

The decision on transfer is adopted by the Ministry of Defence with mandatory notification of the Government in the following cases:

- infrastructural transfer of enterprises, their subdivisions in connection with the establishment, reorganization or liquidation of enterprises;
- infrastructural transfer of enterprises, their subdivisions and particular objects not related to the establishment, reorganization or liquidation of enterprises;
- transfer of particular objects and other assets to the management of other specialized central authority, with the consent or at the request of the latter. In case of disagreement of one of the parties involved in that transfer, the final decision is made by the Government.

Each transfer has to be properly justified. Depending on the case, such justifications might require appropriate calculations explaining the necessity and modality of transfer, including the modalities of separation of subdivisions of the transferred enterprise and its particular objects, as well as the date of transfer.

Estimated value of the transferred enterprise and its subdivisions is determined in accordance with established modalities and based on inventory, accounting data, assessment of the real state of affairs, as well as re-evaluation (indexation) of immovable property and other assets.

**Inter-institutional Coordination and Cooperation**

With the legal basis fully in place, the success of conversion process in most cases depends on effective interaction and cooperation among all parties involved in the process:

- Government;
- Ministry of Defence;
• Ministry of Economy;
• Ministry of Finance;
• Ministry of Justice;
• Local Governments of cities, towns and municipalities, as well as any other interested individuals and legal entities.

As it has already been mentioned, the “transfer” remains the most widely applicable national model of dealing with identified surplus military property. Throughout the mentioned period, the Ministry of Defence transferred its surplus military property to a large number of government ministries and agencies, as well as to local administrations of cities, towns and municipalities, namely to the Ministry of Interior, Ministry of Youth, Tourism and Sports, Ministry of Justice, Department of Penitentiary Institutions, General Prosecutor’s Office, Mayor’s Offices and City Councils, State Agencies and Enterprises, etc.

Figure 2. Process of Transfer of Excess Military Property
As shown in Figure 2, the “transfer” represents a simple procedure which only requires the consent of parties involved in it and appropriate Government decision, while at the same time it ensures that all the transferred property remains in the ownership of the state.

Additionally, the “transfer” of former military lands, bases and installations to Local Administrations of cities, towns and municipalities maximizes the range of their potential civilian reuses for the benefit of individuals and local communities as a whole: administrative buildings, infrastructure for social and cultural activities, educational institutions, medical facilities, accommodation, etc.

Another modality of dealing with surplus military property is the sale thereof. It is conducted by public bidding. In this case, as shown in Figure 3, the process is more complex and involves coordination and co-operation with a number of state ministries and institutions. In this regard, the Public Property Agency under the Ministry of Economy is the main national institution that implements the Government’s policies with regard to management and denationalization of public property as well as post-privatization activities. In addition to that, it exercises within its legal competence the ownership functions for state owned property.
In accordance with the national legislation, the income generated as a result of the sale of military property is distributed as follows: 80% goes into the state budget and the remaining 20% goes to the MoD’s account, which is, in most cases, reinvested for the purpose of improving the existing military bases or units.

**Case Study: Conversion of the “International Airport Marculesti”**

Although different from the overall national approach to conversion, the conversion project of the Republic of Moldova - the “International Airport Marculesti”, has proved to be a great success. It was presented at one of the regular MBC workshops organized by RACVIAC – Centre for Security Cooperation. Among many other positive aspects of its realization, it reaffirmed the idea that the implementation of military base conversion is possible in spite of all the obstacles in its way.
Location

Marculesti is a city in Floresti District, in the northern part of the Republic of Moldova. Geographical coordinates: 47° 53' 7" North, 28° 14' 57" East. Its original name (with diacritics) is Mărculești. The State Enterprise “International Airport Marculesti” (“AIM”) is situated between the Lunga village on the south, Marculesti city on the west, and Gura Cainarului village and Prajila village on the east, while the distances are as follows:

- Floresti city - 6 km
- Balti city - 28 km
- Chisinau - 150 km
- Railway junction Marculesti - 1 km
- Petroleum storage depot with capacity of 14 000 tones - 1 km
- Refrigerating plants with capacity of 1 500 tones - 2 km.

Population

2,081 people in the 2004 census.

Site Description

Former military airport Marculesti (265,2295 ha)

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Marculesti Military Airport was put into operation in 1957 as first class military airport with a 265,2295 ha area of security zone. In 1986, the runway underwent major repair work, as it had been slowly deteriorating after years of use. In 2000, the Marculesti garrison was, without any exaggeration, in a disastrous situation. Because of difficult living conditions (lack of heating, water, light), the flight and technical staff, not seeing any prospects, began to leave the ranks of National Army. As a result, the social climate was strained to the maximum.

The decisive turn for the airport Marculesti occurred in 2001, when the Parliament’s Decision No 678-XV of 23 November 2001 opened up a possibility for its conversion into a double destination airport. In order to implement the Parliament’s decision, the Government, in its turn, adopted a decision No 444 on the airport’s conversion into
an airport with a common layout of military and civil aviation, thus authorizing the Ministry of Defence to establish the State Enterprise “International Airport Marculesti”.

As a result, the Enterprise “International Airport Marculesti” was established by the Defence Minister’s order No 18 of 29 January 2004. This created favourable conditions for the airport and in particular the possibility for obtaining necessary funds for infrastructure development, maintenance and modernization, aircraft restoration and maintenance, as well as training of flight and technical staff for the National Army.

Over the last few years, the Enterprise has succeeded in penetrating the international air transport market, including the aircraft from the endowment (after repair, extension of resources and modernization). It has supported the country’s participation in UN-led humanitarian programmes and other humanitarian actions (Beslan, Indonesia, etc.). It also supports the activities of the National Army, including those organized and conducted in the framework of Partnership for Peace Programme.

The favourable financial situation enabled the Enterprise to repair the runway, buildings, roads, special equipment, thus allowing its certification in 2007 by Civil Aviation Administration as an international airport.

Additionally, the Enterprise has succeeded in isolating the airport’s perimeter with a 2-meter concrete wall, gasification of its infrastructure as well as installing the centralized water supply system from an artesian well.

For the time being the infrastructure and equipment of the State Enterprise “International Airport Marculesti” includes:

- a certificated (VFR) airport, with a 260 ha security zone, a take-off runway with the size of 2512m x 40m which underwent major repair work in 1986. The runway can secure the landing and the take-off of the aircrafts such as An-24/26, An-72 Il-76, C-130, G-222 and whenever the need arises, the aircrafts such as An-124 “Ruslan” and C-17 “Globmaster”;
- the following facilities and other infrastructure: the tower, airport office, hotel, control and passage point and other auxiliary buildings, 2400m² aircraft parking platform; technical aircraft catering base with certified staff that cater
for four Mi-8 and there are two hangars and special equipment at their disposal; laboratories and workshops to perform the rules work and technical maintenance of aircrafts; necessary special technique units for the airport and aircraft catering; a complex of 1000 m³ fuel reservoirs with double filter junction of the reactive fuel; 32 hangars, covering an area of 7680 m² and a volume of 36172 m³; a 240 m long railway line.

Building on the existing capabilities and favourable location, the Enterprise staff came up with the idea of establishing a Free International Airport Marculesti. As a result, it was established by Law No 178 of 10 July 2008, encompassing the territory in which the company operates as an Airport Operator (205,5947 ha) and the development territory (59,6395 ha).

Under the Law, the State Enterprise “International Airport Marculesti” is the general investor and the resident of International Free Airport Marculesti, which ensures the achievement of the following objectives:

- implementation of the Complex Development Plan;
- creation of international logistic centre;
- attraction of foreign and national investors;
- application of advanced experience from production and management field;
- creation of jobs.

The implementation of such conversion project in Moldova is unique both in terms of successful approach and the immense volume of activities executed in relatively short period of time.
Currently, the Free Airport is managed by the State Enterprise “International Airport Marculesti”, which:

- is the holder of Air Operator and Airport Operator Certificates;
- employs 275 staff (90% former pilots, engineers, military technicians);
- has 6 helicopters Mi-8, 1 helicopter “Robinson”, 2 aircraft An-72, 1 aircraft An-26;
- has participated in humanitarian missions, air transports within UN, AMIS, ISAF, Emergency (Africa, Iraq, Afghanistan, etc);
- used its own resources to re-establish all airport infrastructure.

Additionally, the Law stipulates that the Enterprise is responsible for ensuring the activities of the residents of the Free International Airport “Marculesti”, such as:

- ground operation and air transport services;
- wholesale, excepting goods excluded from the civil circuit;
- industrial production of goods;
- processing of agro-alimentary production;
- sorting, packaging, labelling, and other such operations in connection with goods transiting through the Free Airport;
- paying services for Free Airport’s residents and foreign companies;
- other auxiliary activities, such as communal services, storage, construction, rent, public nourishment, etc.

**Lessons Learned**

The challenges faced by the company in the process of conversion include the following:

- keeping the flight and technical staff and retraining them to obtain international civil licenses;
- creating the legislative framework;
- changing the mentality of military staff;
- penetrating air transport market;
- convincing the Air Civil Administration that the potential accumulated in the National Army is sufficient for the company to start the transport activity in the field of civil aviation.
LEGAL FRAMEWORK

During the reorganization and transformation of the Armed Forces of the Republic of Serbia, the number of personnel (professional military personnel and civilians) of the defence system has been significantly reduced on various grounds, inspite of a regular inflow of staff on the basis of completed education and job vacancies filled through open competition, which gave rise to the problem of surplus military property and its maintenance.

The Government of the Republic of Serbia intended to solve the problem by disposal of such property and thus obtaining the funds aimed at encouraging and supporting reforms and functioning of the defence system of Serbia, as well as at improving the material position of the Serbian Armed Forces and its personnel.

Therefore in June 2006, the Serbian Government adopted the Master Plan for Disposal of Surplus Property of the Serbian Armed Forces.

MASTER PLAN

The Master Plan for the property disposal in the territory of the Republic of Serbia sets out:

- the number number of military complexes planned for disposal (when adopted, the Master Plan contained 447 military complexes);
• the territory and type of each complex;
• the number and area of buildings in the complexes;
• approximate evaluation of the complexes;
• dynamics of the conversion of military complexes;
• the public bidding process and selection of the best bidder with whom an agreement on the disposal of military complex will be concluded. This will be conducted by the Republic Directorate for the Property of the Republic of Serbia (the Republic Property Directorate) in cooperation with the Ministry of Defence (MoD);
• the transfer of military property to the beneficiaries of funds owned by the Republic of Serbia (ministries, government agencies, etc.) will be conducted by direct negotiation;
• the possibility for the housing construction for the purposes of the Ministry of Defence and Serbian Armed Forces in the military complexes suitable for residential development to be carried out through co-financing;
• that the Ministry of Defence is obliged to collect legal documentation and to prepare Project Studies for the military complexes;
• that the Ministry of Finance - Tax Administration will, at the request of the Republic Property Directorate, evaluate market value of military complexes;
• that the Ministry of Defence retains the right to seek review of the assessed value of certain military complexes if the assessment shows that the value of the complex is underestimated;
• that revenues derived from the sale of military complexes will be at the disposal of the Ministry of Defence;
• that the sale of military complexes will be advertised on the website of the Ministry of Defence and in the daily newspaper “Politika”.

CHANGES TO THE MASTER PLAN

At the suggestion of the General Staff of the Serbian Armed Forces and upon the decision of the Serbian Government, the Master Plan has undergone the following changes in the period from its development to the present:

• in September 2007 two military complexes were excluded from the Master Plan;
• in December 2007 eight military complexes were excluded from the Master Plan and one complex was substituted with another one;
• in October 2008 three military complexes were excluded from the Master Plan;
• in April 2009 twenty-nine military complexes were included in the Master Plan;
• in November 2009 five military complexes were included in the Master Plan;
• in February 2010 former military base "Vojvoda Štepa Stepanović" in Belgrade was assigned to the Building Directorate of the Republic of Serbia for the construction of apartments, garages and business facilities - 21% of the newly
built houses at the mentioned site or at other locations in Serbia, depending on the needs of the defence system, will belong to the MoD of the Republic of Serbia;

- in July 2010 former military base "Bubanjski heroji" in Niš was assigned to the City of Niš for the construction of residential and business complexes - 21% of the houses built at the site will belong to the MoD;
- in October 2010 thirteen military complexes were included in the Master Plan and one complex was excluded from it;
- in July 2011 twenty-seven military complexes were included in the Master Plan and seven were excluded;
- in November 2011 thirteen military complexes were included in the Master Plan and four complexes were excluded from it;
- in 2012 ten military complexes are going to be included in the Master plan and four excluded from it.

**MAIN ORGANIZATIONS**

In 2009 a Section for preparing Master Plan Property was established within the Ministry of Defence composed of geodetic engineers, legal experts, architects, economists and civil engineers who deal with the implementation of the Master Plan and conversion of military bases in the territory of the Republic of Serbia.

The Section has the following tasks:

- to plan, organize and control property records;
- to provide expertise in the area of property disposition;
- to perform administrative and technical activities;
- to collect legal documents;
- to set priorities for the development of Project Studies for military complexes;
- to review and amend the Project Studies;
- to request revision of the estimated value;
- to deliver the opinion on the assessment to the Republic Property Directorate.

The main agency controlling the implementation of the military base conversion (MBC) in the Republic of Serbia is the Republic Directorate for the Property of the Republic of Serbia (the Republic Property Directorate), a Government agency that manages, among other things, the state-owned property.

The tasks of the Directorate in the MBC process are:

- to implement the Master Plan;
- to supervise all procedures in the process of disposition of military property;
- to request market value estimation of military complexes from the corresponding Tax Administration branches;
- to monitor the public bidding process;
• to select the best bidder and to conclude the contract with the selected bidder.

PROCESS OF MILITARY BASE CONVERSION

At a suggestion of the General Staff of the Serbian Armed Forces and upon the decision of the Serbian Government, the process of disposal of surplus military property envisages for all military complexes that are no longer needed for army purposes to be included in the Master Plan.

For these complexes, Project Studies are made by geodetic engineers, civil engineers, architects, electrical and mechanical engineers. The Studies consist of two parts. The first part contains property and legal documentation which proves the ownership of the Ministry of Defence over the military complexes, while the second part includes technical data on the construction, water supply and sewage systems, electrical and mechanical installations, communications and photographic documentation. Studies do not include technical data and photographic documentation when it comes to military complexes without any buildings.

Section for preparing Master Plan Property gathers all necessary legal documents and revises the Studies. When completed, the Project Study of a particular military complex is sent to the Republic Property Directorate and after verifying the accuracy of the data in the Study, the Directorate submits it to the Tax Administration branch of the municipality on the territory of which the complex described in the Study is located.

The Tax Administration branch experts evaluate the military complex onsite and inform the Section for preparing Master Plan Property about the evaluation. The Section checks the evaluation and if it agrees with the price, it notifies the Republic Directorate for Property about its acceptance of the price and, at the same time, the local governmental unit of the municipality in which the complex is located is informed about the estimated price of the complex, because of the advantage that local communities have in the process of conversion compared to private and corporate entities.

The local government may declare on the offer within two months and, if interested, to present the funds for the purpose of conversion. If the local government unit is not interested in purchasing certain military complex, the military base conversion system in the Republic of Serbia provides the possibility of offering the complexes to other public institutions, private and corporate entities through the public bidding process.

If in the public bidding process there are no interested buyers of particular military complex after two consecutive tender adverts have been published in the newspaper „Politika“, the Republic of Serbia Property Directorate shall be authorized, without prior approval of the Serbian Government, to decrease estimated value of the complex by 20%. The local government is again offered the possibility to accept the decreased value of the complex and to decide within a month if it is interested in purchasing the
complex and if it is interested, to present funds for conversion. If the local government is still not interested, public institutions, private and corporate entities are also again offered the possibility to purchase the complex for the decreased value through the public bidding process.

In case there are no interested buyers for a military complex at a 20% lower price and after another two consecutive tender adverts have been published, the estimated price decreases by additional 20%. For the third time, the local government has the possibility to decide if it is interested in purchasing the military complex at a price that is 40% lower than the initial estimated price and to present funds for conversion purposes. Again, if the local government is not interested, public institutions, private and corporate entities have the possibility to purchase the complex at a price that is 40% lower than the initial estimated price through the public bidding process. The conversion of the military complexes that can not be disposed of at a 40% lower price shall be temporarily suspended until market conditions improve.

If the Section for preparing Master Plan Property is not satisfied with the estimated price, the Section may ask for a review of the assessment.

PROBLEMS WITH IMPLEMENTATION

In the process of the military complex conversion various problems occurred:

- lack of updated legal documentation;
- lack of expertise (at the beginning);
- according to some legal documents, the Ministry of Defence is not an owner of the land on which particular military complexes are located;
- lengthy process of the collection of documents;
- too high estimated value of the complexes (for large complexes, usually barracks);
- lack of media coverage (advertising in only one daily newspaper);
- the Real Estate Cadastre has not been established in all of the parts of the national territory, but there are still the existing land register, land cadastre and title deeds as means of proving the ownership.

PROBLEM RESOLVING

In order to resolve the existing problems and speed up the process, the Serbian Government adopted Conclusion, which provides that:

- after receiving the Project Study for a particular military complex, the Republic Directorate for Property shall review it and deliver it within 7 days to the Tax Administration branch of the municipality on the territory of which the
complex described in the Study is located and request evaluation of the complex;
• within 7 days after receiving the information from the Tax Administration branch on the evaluation of particular military complex, the Section for preparing Master Plan Property shall inform the municipality on the territory of which the complex is located about the evaluation;
• the Republic Geodetic Authority shall deliver within 7 days the requested information about particular complexes to the Ministry of Defence;
• the local governments may declare within two months if they are interested in purchasing particular military complex and present funds for conversion purposes;
• beneficiaries of the funds owned by the Republic of Serbia (ministries, government agencies, etc.) shall also be allowed to declare within a month if they are interested in purchasing particular complex and present funds for conversion purposes;
• if municipalities and state institutions are not interested in purchasing particular military complexes, military base conversion in the Republic of Serbia provides the possibility of offering the complexes to other public institutions, private and corporate entities through the public bidding process;
• disposal of part of a large military complex, e.g. barracks, shall be possible under the condition that the possibility of conversion of the remaining part of the complex is not disturbed (for example by reducing significantly the value of the remaining part of the complex);
• payment of military complexes in several installments shall be allowed.

THE RESULTS

Since the Serbian Government has adopted the Master Plan for the Property Disposition in the territory of the Republic of Serbia, the following has been done:
• 443 military complexes are currently included in the Master plan;
• 309 Project Studies have been delivered to the Republic of Serbia Property Directorate;
• 222 assessments of military complexes (positive opinion of MoD on the assessment);

- 65 disposed military complexes;
- 12.203.928 € earned;
- 275 apartments of total value of 11.736.031 € obtained from different municipalities, cities and based on the assignment of former military base “Vojvoda Stepa Stepanović”;
- 2 utility equipped 8.331 sqm building lots obtained from the Town of Leskovac.
TYPES OF CONVERSION

Military complexes that are no longer needed for defence purposes can be allocated to municipalities, cities, public institutions, private and corporate entities in return for a financial compensation, residential and commercial property compensation, co-investment in housing construction and construction land compensation.

- housing construction co-investments: former military bases "Vojvoda Stepa Stepanović" in Belgrade and "Bubanjski heroji" in Niš have been assigned for the construction of residential and business complexes (21% of the newly built houses at the sites will belong to the MoD) and the project of construction of prefabricated houses at the site of former military complex “Djenovac 2” in Valjevo has been developed;
- financial compensation: disposal of 53 military complexes or parts thereof at a price estimated by the corresponding Tax Administration branch;
- housing compensation: disposal of 5 complexes (or parts thereof) by this type of conversion;
- financial compensation and housing compensation: this type of conversion is a combination of two models; disposal of 4 military complexes by using this model;
- housing and construction land compensation: disposal of 1 complex in this way; two utility equiped building lots were obtained.

Types of converted military complexes: warehouses, military clubs, military barracks, training facilities, shooting ranges, lands, accompanying facilities, etc.

Contracting parties: municipalities, cities, ministries and state agencies, companies and physical entities, etc.
Disposed military complexes are today used as industrial facilities, a business centre, university, for housing local administration and state agencies, as a town library, residential buildings, as a sports centre, etc.

**MOST IMPORTANT ACHIEVEMENT**

The most important achievement in the field of MBC in the Republic of Serbia was the assignment of the former military base "Vojvoda Stepa Stepanović" in Belgrade to the Building Directorate of Serbia for the construction of apartments, garages and business facilities.

The base is located in the City of Belgrade, the municipality of Voždovac, near Belgrade-Niš highway. It was a military base for 57 years and it spreads across a 42 hectare area, at which 65 buildings with a total area of 55,850 sqm were built.

The investor is the Republic of Serbia represented by the Republic Property Directorate with the Building Directorate of Serbia as a co-investor. The project is financed partly from the sale and partly from commercial loans that the State had to take at commercial banks. The collateral is the registration of mortgage on the buildings under construction.

The construction of the new settlement will cost about 250 million € and involves many organizations such as the Section for Preparing Master Plan Property, MoD, Ministry of Finance -Tax Administration, Ministry of Environment, Mining and Spatial Planning,
Building Directorate of Serbia, Republic Property Directorate, City of Belgrade and Belgrade Land Development Public Agency.

The settlement will consist of 4,578 apartments, 147 premises, two kindergartens and schools, a health centre and a shopping mall.

In cooperation with the authorities of the City and by amendments to the General Urban Plan of Belgrade, the site was designated for residential purposes.

The traffic Institute and a private design company developed residential, commercial and public building projects, transportation and technical infrastructure projects and greening of free areas of the complex. Preliminary works (demolition of buildings inside the base and preparation of project documentation) was funded by the Building Directorate of Serbia. Belgrade Land Development Public Agency has an obligation to build the infrastructure outside the complex and partly in the complex itself (streets, water supply and sewerage systems, footpaths and lighting). Kindergartens, schools and other facilities that are not intended for housing will be financed by the City of Belgrade from its budget.

Urban Solution of the settlement

Future appearance of the settlement
Prices for the apartments will be up to 1290 Euro per sqm, which is 20% lower than the market price, and interested citizens will be able to buy homes through loans of all kinds including the Serbian Government-subsidized loans, as well as in cash.

The apartments will be built in compliance with the highest European standards with high quality materials, respecting the principles of energy efficiency and environmental protection.

<table>
<thead>
<tr>
<th>Flatlet</th>
<th>5%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Single-room apartm.</td>
<td>21%</td>
</tr>
<tr>
<td>1.5-room apartm.</td>
<td>10%</td>
</tr>
<tr>
<td>Double-room apartm.</td>
<td>27%</td>
</tr>
<tr>
<td>2.5-room apartm.</td>
<td>6%</td>
</tr>
<tr>
<td>Three-room apartm.</td>
<td>24%</td>
</tr>
<tr>
<td>3.5-room apartm.</td>
<td>4%</td>
</tr>
<tr>
<td>Four-room apartm.</td>
<td>3%</td>
</tr>
</tbody>
</table>

With this project, the Republic of Serbia intends to solve the housing problems of its citizens. Around 20,000 residents will live in the settlement, some of them being young people who will thus be provided with the opportunity to stay and work in Serbia.

This will boost not only construction industry, but Serbian industry as a whole, because 30,000 people are going to be recruited for the construction, while 70% of domestic
building material is going to be used. Building such a large settlement will also help regulate the real estate market.

It is important to note that according to the contract concluded between the Ministry of Defence of the Republic of Serbia and the Building Directorate of Serbia, 21% of the newly built houses at the site of former military base "Vojvoda Stepa Stepanović" will belong to the Ministry of Defence. The contract also stipulates that the Building Directorate of Serbia shall hand over to the Ministry of Defence, depending on the needs of the defence system, a corresponding area of living space, the price of which will be estimated by the Tax Administration of the Ministry of Finance, in different locations in Serbia (e.g. Vranje, Čačak, Gornji Milanovac, Kuršumlija, Niš, Prijepolje, Valjevo, Leskovac, Mladenovac, Paraćin, etc.) in exchange for a share of the 21% of the houses built at the area of former military base "Vojvoda Stepa Stepanović".

CONSTRUCTION OF PREFABRICATED HOUSES

Due to its position and terrain shape, military training complex “Djenovac 2” in Valjevo has been selected for the construction of prefabricated houses for the purpose of accommodating personnel of the Ministry of Defence and Serbian Armed Forces.

The project gathered two ministries and the local government, as follows:

- the Ministry of Defence will build 50 individual housing units with a useful surface of 55 - 85 sqm. All buildings will be ground-level semi-detached houses;
- the Ministry of Human and Minority Rights, Public Administration and Local Self-Government will provide funds to finance the construction of communal infrastructure;
• the Town of Valjevo will create and adopt an urban design project, project of plot division and provide location and construction permits for the site.

If the project proves successful, other military complexes from the Master Plan, if estimated as suitable, will be determined for the construction of housing units for the purpose of accommodating personnel of the Ministry of Defence and Serbian Armed Forces.

Future appearance of the settlement

The residential area
CONVERSION OF MILITARY AIRPORT "MORAVA"

Upgrading of military airport for the transport of passengers and goods is defined as a project of national importance.

The "Morava" airport will be primarily used for the performance of public transport and for the defence system in accordance with the needs and requirements of the Ministry of Defence and Serbian Armed Forces, as well as all applicable aeronautical and other regulations, standards and recommendations.

The project is a result of the cooperation between the Ministry of Defence of the Republic of Serbia, Serbia and Montenegro Air Traffic Services Agency Ltd., Ministry of Economy, Belgrade Airport "Nikola Tesla" and the partner Republic of Turkey.

Investment is 32 million € worth, while the Republic of Turkey will invest 10 million €. It is the biggest infrastructural project of the Ministry of Defence and Serbian Armed Forces in the last few decades.

The airport is located in Central Serbia, 13 km from the town of Kraljevo, 170 km from "Nikola Tesla" airport in Belgrade and 160 km from “Konstantin Veliki" airport in Niš.

Location of “Morava” airport
15% of the population of Serbia lives in the wider area of the airport, while 17% of the citizens from Central Serbia live and work abroad and this project will allow for an aeronautical connection between Central Serbia and two million potential passengers.

The area intended for civilian use is located on the northern part of the airport. It spreads across some 9 hectares of land and will represent a functional unit composed
of the terminal building, terminal platform, parking area, public spaces, developed utility systems, infrastructure and green areas. It will enable cost-effective and efficient operation of the airport in international and domestic air traffic and satisfy all necessary security, administrative and information demands. The facilities designated for air traffic control will be located next to the facilities designated for civilian use.

Urban and architectural solution provides a possibility of extending the airport. The airport is planned to be developed in phases. In the first phase, the airport will be assigned category 3C (a code name in which the number denotes the length of the runway, while the letter denotes the wing span of the aircraft and the distance between the external main landing gear wheels) only to be upgraded to level 4D later on.

Urban and architectural solution of the airport

The terminal building will be made of modern materials and cover an area of approximately 5000 sqm. It will comprise passenger and cargo terminal area.

The project will have a beneficial impact on the social, economic and socio-economic aspects of the environment (cargo transport, growth of agricultural production, availability of tourist destinations, etc.). It is an example of a successful military-civil cooperation with the participation of a foreign partner and it reflects modern tendencies in the defence system.

**ROLE OF RACVIAC**

As regards the exchange of experiences with other countries in the region, the role of RACVIAC – Centre for Security Cooperation should be especially emphasized. The Centre has significantly contributed to the promotion of cooperation among the South East European (SEE) countries in the field of military base conversion.

The SEE region is highly specific when it comes to economic, historical, social and security aspects and the participation in joint projects offers a possibility of enhancing regional security cooperation, introducing existing regional military base conversion models, meeting experts in the field of military base conversion and exchange of experience which contributes to the cooperation in the future.
In this regard, a Handbook on the MBC processes in the SEE countries represents a reference document containing universal guidelines, principles and procedures on the development, implementation and maintenance of military base conversion systems, available to all interested institutions and it should indicate the existence of a unique and common regional model applicable in any environment with similar historical, economic and political background.

CONCLUSION

The implementation of the Master Plan is expected to be strengthened in the future, particularly since the Section for preparing Master Plan Property had already been established, because this Section, which consists of survey, legal, architectural, economic and civil engineering experts, was established with the specific aim of expediting the implementation of the Master Plan. The establishment of the Section practically led to the improvement of the process of military base conversion in the Republic of Serbia, which is reflected in the number of disposed complexes and the amount of obtained funds.

It is worth mentioning here that although the plan was adopted in 2006, many problems that were not anticipated at the outset of the implementation have occurred, which has hampered the conversion process. This particularly refers to the legal property issues, lack of expertise (at the outset), recognition of potential participants and potential customers in the process. In the course of time, the responsible structures involved in the process of conversion have become more and more acquainted with the problems, realizing and recognizing the need to establish a separate department that would deal with the issues related to the Master Plan implementation.

The need for a more visible advertising of military complexes disposal has also been recognized. Thus, in addition to advertising in one daily newspaper, the adverts are now published on the website of the Ministry of Defence as well. This has made potential customers more informed about the disposal.

Additionally, the parties, such as various state organisations and local government units, that were not active at the beginning of the implementation, are now more involved in the process, especially when it comes to joint projects such as the construction of the residential settlement at the site of former military base "Vojvoda Stepa Stepanović" in Belgrade, construction of prefabricated houses in Valjevo or the military airport "Morava" conversion near the town of Kraljevo.

All this indicates that the trend of improving military base conversion process in the Republic of Serbia and the cooperation between the Ministry of Defence and state organisations, municipalities, private structures and foreign partners on the disposal of military complexes will continue in the future.
Military Base Conversion Questionnaire

Background:
On 31 March 2005 the Ministers of Defense of the SEECP countries issued a Declaration on cooperation among SEE countries and with the international partners in the field of defense conversion. They reached the decision to build on and use RACVIAC capacities to develop regional support networks, concentrate know-how on defense conversion and promote an integrated donors approach. In full compliance with this decision the countries of SEE at 12th MAG meeting agreed to establish at RACVIAC a Defence Conversion Cell with three Working Groups (WG): WG1 – on retraining and resettlement of military personnel, WG2 – on conversion of former military bases and facilities, WG3 – on restructuring redundant military industries by downsizing or restructuring into civilian use. Within the period of 2006 – 2010, RACVIAC – Centre for Security Cooperation conducted 11 workshops of WG2 on MBC:

- 1st WG 2 WS on MBC - Zagreb (Croatia), 28.02 – 01.03.2006
- 2nd WG 2 WS on MBC - Sofia and Razgrad (Bulgaria), 05 – 08.06.2006
- 3rd WG 2 WS on MBC - Zagreb (Croatia), 23 – 25.10.2006
- 4th WG 2 WS on MBC - Zagreb (Croatia), 12 – 14.02.2007
- 5th WG 2 WS on MBC - Bucharest and Mangalia (Romania), 18 – 21.06.2007
- 6th WG 2 WS on MBC - Zagreb (Croatia), 19 – 21.11.2007
- 7th WG 2 WS on MBC - Zagreb (Croatia) and Čatež (Slovenia), 26 – 28.03.2008
- 8th WG 2 WS on MBC - Zagreb and Rijeka (Croatia), 11 – 13.06.2008
- 9th WG 2 WS on MBC - Sarajevo (Bosnia and Herzegovina), 25 – 28.11.2008
- 10th WG 2 WS on MBC - Podgorica (Montenegro), 23 – 26.06.2009
- 11th WG 2 WS on MBC - Zagreb (Croatia) and Banja Luka (Bosnia and Herzegovina), 14 – 16.10.2009
- 12th WG 2 WS on MBC – Zagreb (Croatia) and Čerklice (Slovenia), 06 – 08.12.2010

Over 300 participants and experts from SEE and other regional and international organizations (UN, EU, NATO, OSCE, BICC, DCAF, BRAC, etc.) have attended these workshops. The in-country approach used for organization of WG2 activities (field study trips to successfully implemented MBC sites in Bulgaria, Romania, Croatia, Slovenia, Montenegro, BiH) provided participants with unique opportunity to learn from best national approaches to conversion of former military bases and installations.

Questionnaire Objectives:
This questionnaire is designed as data collection tool in support of the Project “Defence Conversion in SEE – Specific Regional Model” initiated by RACVIAC on request of its core member countries. Therefore, the questionnaire objectives are entirely based on the decisions reached at the Meeting of SEECP Ministers of Defence in Bucharest (March 2005) and the countries feedbacks to RACVIAC questionnaire on short-term needs assessment 2010. These objectives are:

- To identify and document existing military base conversion models in SEE region;
- To outline specific model design that should be applicable in any security system being part of the society that is facing similar economic, security and political transition processes by their scope and intensity;
- To collect information on MBC related issues and create a database which will facilitate RACVIAC’s task of promotion an integrated donors approach to MBC process in SEE region.
1. It is a matter of fact that in most SEE countries the term “military base conversion” is equated with transfer, sale of military property, modernization, income generation, modernization of bases for new operational tasks etc.

What falls under the term of “military base conversion” in accordance with your national legislation and/or practices?

2. The defense reforms in SEE countries have been primarily driven by the involvement of NATO and aimed at establishing small, modern, effective, deployable and interoperable professional armies. They led to downsizing of military personnel and military infrastructure in each country and made the national authorities to face the complex challenges of defense conversion.

As part of this section, please answer the following questions:

*Please provide in narrative form an overview of national defense reforms implementation making reference to the process of MBC. What strategic documents were adopted (title, year of adoption) which triggered the national process of MBC.*

*Please provide statistical data on the number of military bases and military personnel reduced in each year from the beginning of defense conversion process in your country.*

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of reduced military personnel</th>
<th>Number of reduced military bases/installations</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
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<td></td>
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</tbody>
</table>

Any additional information

3. Please provide detailed information on the number of redundant bases/installations converted/disposed, awaiting conversion/disposal as well as “non-perspective” military bases/installations. Please indicate the type of bases/installations, their locations and the model(s) of conversion applied in each case (transfer, sale, military reuse model, conversion for civilian purposes etc.).

<table>
<thead>
<tr>
<th>The number of military bases/installations converted/disposed, lands released up to the present time by types (military cities, barracks, warehouses, shooting ranges etc.)</th>
<th>Type of military property (military cities, barracks, warehouses, shooting ranges etc.)</th>
<th>Location (city/community name)</th>
<th>Applied model(s) of conversion</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Type of military property (military cities, barracks, warehouses, lands, shooting ranges etc.)</td>
<td>Location (city/community name)</td>
<td>Intended model(s) of conversion</td>
<td></td>
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<td></td>
</tr>
<tr>
<td>The number of military bases/installations/lands awaiting conversion/disposal (military cities, barracks, warehouses, lands, shooting ranges etc.) and their locations (name of city or community).</td>
<td>---</td>
<td>---</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Type of “non-perspective” bases/installations</th>
<th>Location (city/community name)</th>
<th>Explanation for bases/installations being “non-perspective”</th>
</tr>
</thead>
<tbody>
<tr>
<td>The number of “non-perspective” bases/installations/lands awaiting conversion/disposal (military cities, barracks, warehouses, lands, shooting ranges etc.) and their locations (name of city or community). Please provide explanation for them being “non-perspective” (as location, environmental pollution etc.).</td>
<td>---</td>
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</tr>
</tbody>
</table>
4. What national Organizations/Agencies are responsible for implementing and controlling the conversion of military property in your country? Please provide detailed information on their tasks, responsibilities, planning process, coordination mechanisms and existing problems.

<table>
<thead>
<tr>
<th>Organization(s)/Agency(s) title</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Organization(s)/Agency(s) tasks</td>
<td></td>
</tr>
<tr>
<td>Organization(s)/Agency(s) responsibilities</td>
<td></td>
</tr>
<tr>
<td>What is the leading Organization(s)/Agency(s)?</td>
<td></td>
</tr>
<tr>
<td>Description of planning process and inter-institutional coordination</td>
<td></td>
</tr>
<tr>
<td>Existing problems</td>
<td></td>
</tr>
<tr>
<td>Any additional information</td>
<td></td>
</tr>
</tbody>
</table>

5. Please indicate the main problems your country faces in the field of military base conversion?

<table>
<thead>
<tr>
<th>Lack of financial/technical support</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Political</td>
<td></td>
</tr>
<tr>
<td>Legal</td>
<td></td>
</tr>
<tr>
<td>Lack of expertise</td>
<td></td>
</tr>
<tr>
<td>Insufficient inter-agency cooperation</td>
<td></td>
</tr>
<tr>
<td>Other</td>
<td></td>
</tr>
</tbody>
</table>

Please describe in detail the essence of each problem.

What measures have been taken to solve the existing problems? Please evaluate their efficiency.

Any additional information

6. Existing national models for conversion of military bases/installations?

<table>
<thead>
<tr>
<th>Please provide a detailed description of each type of conversion activities used in your country. Which model(s) are used more frequently? Why?</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Which national model(s) of conversion could be characterized as most successful? Why?</td>
<td></td>
</tr>
<tr>
<td>Please provide detailed information on planning, decision-making process, implementation stages of all used MBC models as well as the role of all actors involved in the process. Such information should clearly illustrate your national approaches and experiences in the field of MBC.</td>
<td></td>
</tr>
<tr>
<td>Any additional information</td>
<td></td>
</tr>
</tbody>
</table>

7. Does your country have a national Program/Plan for conversion/disposal of redundant military bases/installations? If yes, please provide the following information:

<table>
<thead>
<tr>
<th>Yes</th>
<th>No</th>
<th>In process of elaboration</th>
</tr>
</thead>
</table>
8. Please indicate the areas that benefited from profits generated as a result of conversion of military bases/installations.

<table>
<thead>
<tr>
<th>Defense reform (modernization)</th>
<th>Communities impacted by MBC process</th>
<th>Environmental clean-up</th>
</tr>
</thead>
<tbody>
<tr>
<td>Solution of social problems of military personnel (housing)</td>
<td>Other</td>
<td></td>
</tr>
</tbody>
</table>

What is the percentage of each area that benefited from funds generated as a result of conversion of military bases/installations?

<table>
<thead>
<tr>
<th>Areas that benefited from funds generated as a result of conversion</th>
<th>Percentage %</th>
</tr>
</thead>
</table>

Any additional information

9. Promotion of an integrated donors approach to conversion of military bases/installations is one of the major objectives of cooperation among SEE countries in the area of defense conversion. Please provide detailed information to the following questions:

Has your country managed to attract donors/investors (private, national, regional/ international organizations) interested to invest in conversion of military bases/installations?

- Yes
- No

If yes, please describe your country's experience in dealing with such donors/investors. Please provide concrete examples of such cooperation (examples of successful realization of conversion projects).

Any additional information

10. The decades of intense use of military sites (training areas, logistic bases, airfields etc.) resulted in various degrees of pollution to environment. During WG2 Workshops participants acknowledged this issue as one of the main obstacles to conversion of military bases/installations for civilian re-use. Please provide detailed information to the following questions:

Has your country conducted an environmental assessment of the military bases/installations/areas?

- Yes
- No
<table>
<thead>
<tr>
<th>Have adequate measures been taken for environmental clean-up of polluted military sites designated for conversion? Indicate these measures and evaluate their efficiency.</th>
</tr>
</thead>
<tbody>
<tr>
<td>In case no such measures were taken, please indicate the existing problems.</td>
</tr>
<tr>
<td>What organization/agency is assigned to cope with remediation of polluted military sites designated for conversion? Does it have sufficient expertise and financial/technical capacity?</td>
</tr>
<tr>
<td>Does your country have a Program/Plan for improving of environment at contaminated military sites? If yes, please describe its objectives and the process of its implementation.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Please provide the information on the military bases/installations/areas where contamination was removed.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Type of military property (military cities, barracks, warehouses, lands, shooting ranges etc.)</td>
</tr>
<tr>
<td>Location (city/community name)</td>
</tr>
<tr>
<td>Type of contamination (water, soil, air pollution) and its gravity</td>
</tr>
<tr>
<td>Measures taken for elimination of contamination</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Please provide the information on the military bases/installations/areas that are still contaminated.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Type of military property (military cities, barracks, warehouses, lands, shooting ranges etc.)</td>
</tr>
<tr>
<td>Location (city/community name)</td>
</tr>
<tr>
<td>Type of contamination (water, soil, air pollution) and its gravity</td>
</tr>
<tr>
<td>Existing problems for elimination of contamination</td>
</tr>
</tbody>
</table>
11. The research on MBC process in each SEE country will be supplied by 1 – 2 cases of national successfully conducted MBC projects for civilian re-use. You are free to present 1 – 2 implemented projects (including those studied during WG2 Workshops) to illustrate you country approaches and experience in the field of military base conversion. Therefore, please provide detailed information to the following questions:

<table>
<thead>
<tr>
<th>Question</th>
</tr>
</thead>
<tbody>
<tr>
<td>What type of military property was converted for civilian re-use (military city, airport, barracks, training area etc.)?</td>
</tr>
<tr>
<td>Please indicate the object’s location.</td>
</tr>
<tr>
<td>Please provide historical background on the closure of this base/installation. When it was closed and how it affected the local community?</td>
</tr>
<tr>
<td>Please provide a short assessment of the area (number of population, their occupations, economic indicators etc.) where the military base/installation is located.</td>
</tr>
<tr>
<td>Please describe the planning process of the MBC project. What organizations were involved?</td>
</tr>
<tr>
<td>What were the main considerations for the project initiation (as community goals &amp; objectives)?</td>
</tr>
<tr>
<td>What was the role of affected community (mayors) during all phases of the project?</td>
</tr>
<tr>
<td>Please describe the decision-making process. Was there a plan for the conversion of this base/installation? What organization elaborated it and carried out its implementation? What were the plan objectives?</td>
</tr>
<tr>
<td>When and how the plan was approved?</td>
</tr>
<tr>
<td>Please provide detailed description of applied model of conversion.</td>
</tr>
<tr>
<td>Please provide detailed information on the implementation stages of the project.</td>
</tr>
<tr>
<td>What was the project final outcome?</td>
</tr>
</tbody>
</table>
### Who were the funding donors? Their contribution and role in the project implementation?

### Difficulties experienced during the project implementation?

### Lessons learned

### Any additional information

In order to visualize the case studies you are kindly asked to submit the project relevant photographs (before/after project implementation) as well as any other graphics (charts, maps, sketches) to the following POC: **Lieutenant Colonel Sergiu RAILEAN, Subject Matter Expert on Military Base Conversion, RACVIAC – Centre for Security Cooperation**, railean@racviac.org.

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<table>
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<th>12.</th>
<th>In this section please evaluate RACVIAC’s overall performance in promotion of cooperation among the countries of SEE in the field of military base conversion.</th>
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<th>13.</th>
<th>Please provide the information on national experts in the field of military base conversion.</th>
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Brief History

RACVIAC was founded in 2000 as the Regional Arms Control Verification and Implementation Assistance Centre, as a project under the Working Table III of Stability Pact for SEE, with the aim of providing arms control training, promoting confidence and security building measures as well as broadening cooperation in South East Europe (SEE).

Later on it shifted emphasis onto a wide range of politico-military issues, including security sector reform with a focus on defence conversion with a view to enhancing regional stability.

The current situation, developments and changes in the security environment in the SEE, necessitated a review of RACVIAC mission, objectives and structure, in order to respond to future security challenges. In that regard, as of October 2007 the new name of the Regional Arms Control Verification and Implementation Assistance Centre is RACVIAC - Centre for Security Cooperation.

"… to foster dialogue and cooperation on security matters in South East Europe through a partnership between the countries of the region and their international partners…"

Operation

RACVIAC - Centre for Security Cooperation is a diplomatic, international, independent, non-profit, regionally owned, academic organization, accountable to its political decision making body, the Multinational Advisory Group (MAG).

MAG, as the steering committee to RACVIAC, is composed of representatives from Member, Associate Member and Observer countries. MAG provides direction to ensure the operation and development of RACVIAC, in accordance with the guidelines, principles and decisions adopted. These Terms of Reference (TOR) specify the composition, tasks, responsibilities and procedures of the MAG as well as financing of RACVIAC.

As of 14th April 2010 eight countries of SEE had signed the Agreement on RACVIAC, thus becoming RACVIAC members. After having been ratified by five signatory countries the Agreement entered into force. Romania signed the Agreement in 2011 and became 9th RACVIAC member country.

Over the years, 30 nations had been or currently are involved in RACVIAC activities and can be grouped as follows:

Members, holding voting rights: Albania, Bosnia and Herzegovina, Croatia, the former Yugoslav Republic of Macedonia*, Greece, Montenegro, Romania, Serbia and Turkey;

Associate members: other countries formerly or currently supporting and contributing to RACVIAC efforts in the field of security dialogue and cooperation in SEE, through providing current support as Germany, Norway, Austria, Hungary, Slovenia or had been involved over the years, as Denmark, Czech Republic, France, Italy, Bulgaria, The Netherlands, Russia, Spain, Sweden and the United Kingdom;

Observers: other countries, institutions or organizations, which may participate in RACVIAC activities as observers after approval by MAG; Canada, Moldova, Poland, Slovakia, Ukraine and USA.

* Turkey recognizes Republic of Macedonia with its constitutional name.