DEFENCE WHITE PAPER
OF
BOSNIA AND HERZEGOVINA

June 2005

CONTENTS

MESSAGE OF THE BiH PRESIDENCY

I DEFENCE REFORM – FROM INDIVIDUAL TO COLLECTIVE SECURITY

- **The Situation Prior to Defence Reform**
- **The Results of Defence Reform to Date**

II THE SECURITY ENVIRONMENT OF BOSNIA AND HERZEGOVINA

- **Security Challenges**
  - **Global Challenges**
  - **Regional Challenges**
  - **Internal Challenges**
- **Security Priorities**
  - **General Security**
  - **Economic Security**
  - **Military Security**

III THE DEFENCE POLICY OF BOSNIA AND HERZEGOVINA

- **Strategic Principles of the Defence Policy of Bosnia and Herzegovina**
- **Integration into Euro-Atlantic Collective Security Structures**
  - **Partnership for Peace (PfP)**
  - **PfP/NATO Standardisation and Interoperability**
- **Bi-lateral and Multi-lateral Defence Co-operation Programmes**
- **Contribution to Regional Co-operation in South East Europe**
- **Special Arrangements**

IV THE DEFENCE SYSTEM OF BOSNIA AND HERZEGOVINA

- **Democratic Control of the Armed Forces of Bosnia and Herzegovina**
  - **Civilian Command**
  - **Parliamentary Oversight**
- **Transparency in Defence Planning and Budgeting**
  - **Defence Planning**
  - **Defence Budgeting and the Common Defence Resource Management System**
- **The Armed Forces of Bosnia and Herzegovina**
  - **The Mission of the Armed Forces of Bosnia and Herzegovina**
  - **Organisation of the Armed Forces of Bosnia and Herzegovina**
  - **Command and Control of the Armed Forces of Bosnia and Herzegovina**
    - ***Operational Chain of Command***
    - ***Administrative Chain of Command***

- *Single Military Force*

- **Size of the Armed Forces of Bosnia and Herzegovina**
- **Major Military Elements**
- **Training and Education**
  - **Individual Training**
  - **Collective Training**
  - **Professional Development**
  - **English Language Training**
- **Employments of the Armed Forces of Bosnia and Herzegovina**
  - ***Peace Support Operations***
  - ***Demining and Explosive Ordnance Disposal Operations***
  - ***Assistance and Support to Civilian Authorities' Operations***
- **Military Personnel**
  - ***The Officer Corps***
  - ***The Non-Commissioned Officer Corps***
  - ***Soldiers***
  - ***Reserves***
  - ***Common Personnel Management System***

V THE WAY AHEAD

VI BIBLIOGRAPHY

BOGATSTVO RAZLIČITOSTI, UVAŽAVANJE I POŠTIVANJE
DRUGAČIJEG, ZAJEDNIŠTVO I MEĐUSOBNO POMAGANJE
DRAGOCJENOST MIRA I TOLERANCIJE

MESSAGE BY THE PRESIDENCY OF BOSNIA AND HERZEGOVINA

With our common efforts to enable Bosnia and Herzegovina to achieve overall progress and stability, furthermore to confirm its belongingness in Euro-Atlantic family of liberal and democratic states, the implementation process of radical and overall reforms and transformations in more areas of our society is ongoing.

Among all those reforms, we have now especially placed emphasis on the reform of the defence sector, acknowledging that the defence reforms, as a part of the overall reforms in our country, by size, content and objective significance, are the strong mechanism for strengthening of internal stability, and also support the credibility in efforts for joining of Bosnia and Herzegovina into European and Euro-Atlantic integration structures.

The defence reforms, initiated with establishment of the Defence Reform Commission, supported by the essential legislative and structural adjustments and changes out of which the adoption of the BiH Law on Defence (BiH Official Gazette, number: 43/2003) has a special significance, furthermore, the implementation of number of recommendations and conclusions of the Commission have enabled huge progress in establishment of the system of Command and Control over the Armed Forces, complete parliamentary oversight at BiH level and full transparency of the defence plans and budget.

The progress that has been achieved in restructuring and reforms of the defence structures, with objective to accomplish the strategic integration goals, we consider exceptionally significant. The common defence, economic and every other safety has now been accepted as the key concept for future action and it becomes the main driving force for continuation of the reforms. Although it is still far from finalization, the reform of the defence sector in BiH is in its full swing, directed towards two mutually connected strategic goals – joining the European Union (EU) and NATO.

Therefore, *The Defence White Paper* represents the report to the citizens and people of BiH "on the status of their Armed Forces". As it was clearly stated in this document, our goals and intentions in Bosnia and Herzegovina are to apply the best practices and experiences established in advanced democracies, furthermore to develop the professional military forces that are organized, manned and trained in accordance with NATO standards and which will with its size and capabilities be able to fulfill the legitimate defence requirements and be compatible with the economic possibilities of its country.

We hope that the *The Defence White Paper* will clearly indicate the achievements up to date, as well as our vision on how to maintain this momentum in the future - which promises peace and prosperity to all of us and the generations to come.

March 2005

Mr. Borislav Paravac, Chairman of the BiH Presidency

Mr. Ivo Miro Jović, Member of the BiH Presidency

Mr. Sulejman Tihić, Member of the BiH Presidency

I

DEFENCE REFORM: TOWARDS COLLECTIVE SECURITY

In July 2001, the Presidency of Bosnia and Herzegovina formally expressed Bosnia and Herzegovina's readiness to accept its obligations and rights in the family of Euro-Atlantic nations, and to contribute actively to collective security. The Presidency also expressed Bosnia and Herzegovina's commitment to integration into Euro-Atlantic structures, to the Partnership for Peace programme, and to the implementation of defence reforms including restructuring of the Armed Forces. Over the past three years, working in the context of these objectives, we have striven to create a suitable environment for defence reform, to achieve internal stability, and to become a credible candidate for the Partnership for Peace programme.

The defence reform process began in 2003 with the establishment of the Defence Reform Commission, proceeding through the work of the Commission and culminating with the publication of the Commission's report. The aim was to establish a common defence system, taking into account the security environment and economic realities. Over the last twelve months, as a result of this process, significant changes have been made to the structure and the functioning of the Bosnia and Herzegovina defence system.

Before the start of the defence reform process in 2003, the defence system of Bosnia and Herzegovina faced very complex problems, and reforms were therefore directed towards their resolution. The requirements for defence reform were derived from an analysis of the following factors:

- Inadequate State-level command and control of the Armed Forces;
- Ambiguities and inconsistencies regarding State and entity authorities in defence matters;
- Insufficient parliamentary oversight and control of the Armed Forces;
- Lack of transparency in defence matters at all levels;
- Non-compliance with international commitments, particularly politico-military aspects of relevant OSCE documents;
- The size, structure and equipment of the Armed Forces, which were not commensurate with real defence and security requirements;
- Disproportionate funding for defence activities;
- Deteriorating arms and ammunition stored at an excessive number of inappropriate locations; and
- Poor conditions of service for the full-time and conscript components of the Armed Forces.

As a consequence of these factors, the Armed Forces of Bosnia and Herzegovina were faced with reduced operational effectiveness and decreasing morale. This situation represented an obstacle to the realisation of the expressed commitment of Bosnia and Herzegovina to Euro-Atlantic integration.

Bosnia and Herzegovina's readiness and determination to implement defence reforms is prompted by the necessity to achieve a higher level of effectiveness in defence and to create the conditions necessary to achieve Euro-Atlantic integration.

The Results of Defence Reform to Date

The primary objective of the defence reform process was the establishment and strengthening of State-level institutions which could function as the supreme authority in defence-related issues. Consequently, activities have focused on increasing the authority of the Presidency of Bosnia and Herzegovina as the supreme commander of the Armed Forces of Bosnia and Herzegovina, expanding the role the Parliamentary Assembly of Bosnia and Herzegovina in order to exercise effective democratic control over the Armed Forces of Bosnia and Herzegovina, and establishing State-level defence institutions capable of supporting the Presidency in exercising command and control over the Armed Forces of Bosnia and Herzegovina.

Amendments to the entity constitutions and the adoption of new laws during 2003 and 2004 made possible the creation of a common defence establishment in Bosnia and Herzegovina, with an appropriate division of responsibilities between the State and the entities, mechanisms that will provide for efficient command and control of the Armed Forces of Bosnia and Herzegovina, and improvements in military interoperability, democratic oversight and transparency.

The establishment of the Bosnia and Herzegovina Ministry of Defence, Joint Staff and Operational Command is the most evident result of defence reform, as these institutions shall contribute directly to the operational capability and functioning of the Armed Forces of Bosnia and Herzegovina and enable Bosnia and Herzegovina's participation in programmes such as the Partnership for Peace.

BiH MINISTRY OF DEFENCE

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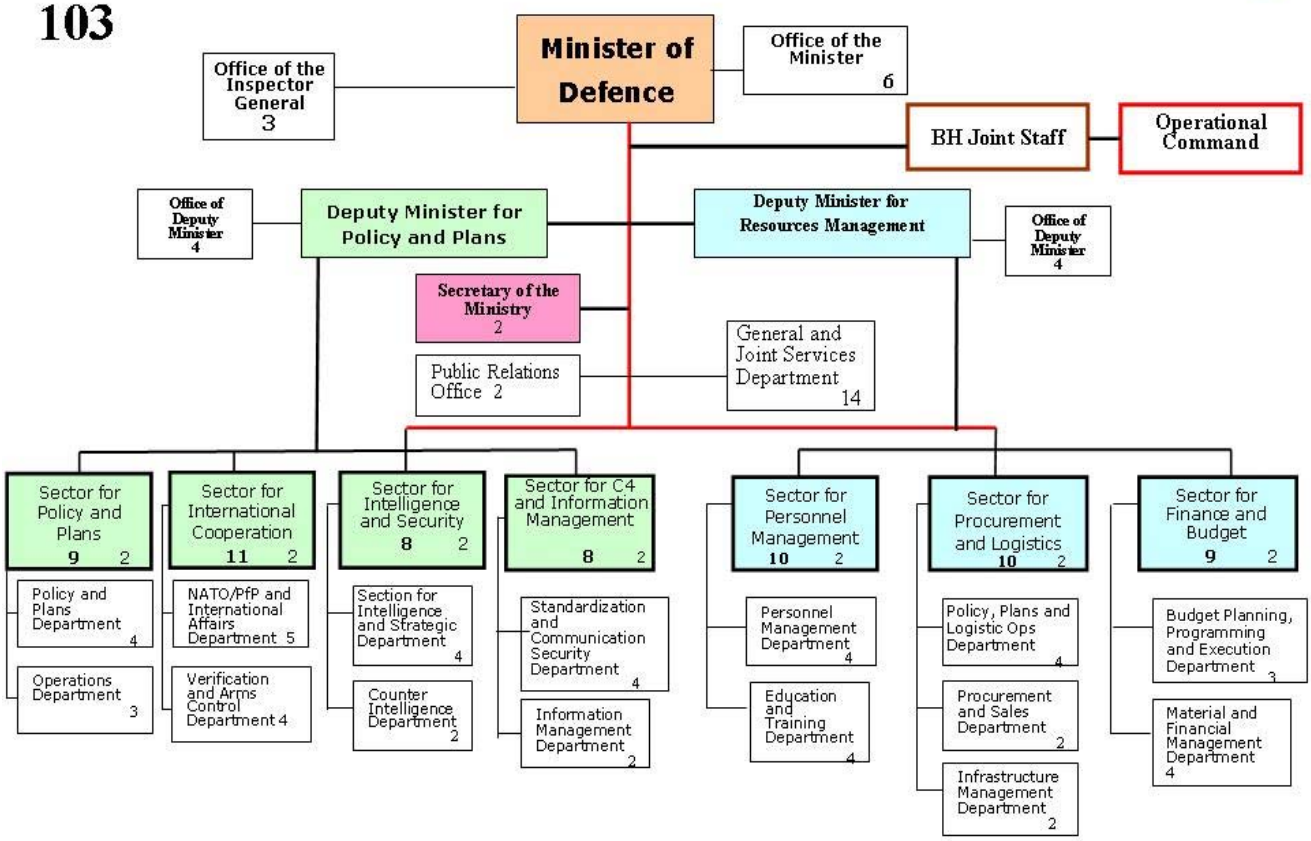

BiH JOINT STAFF

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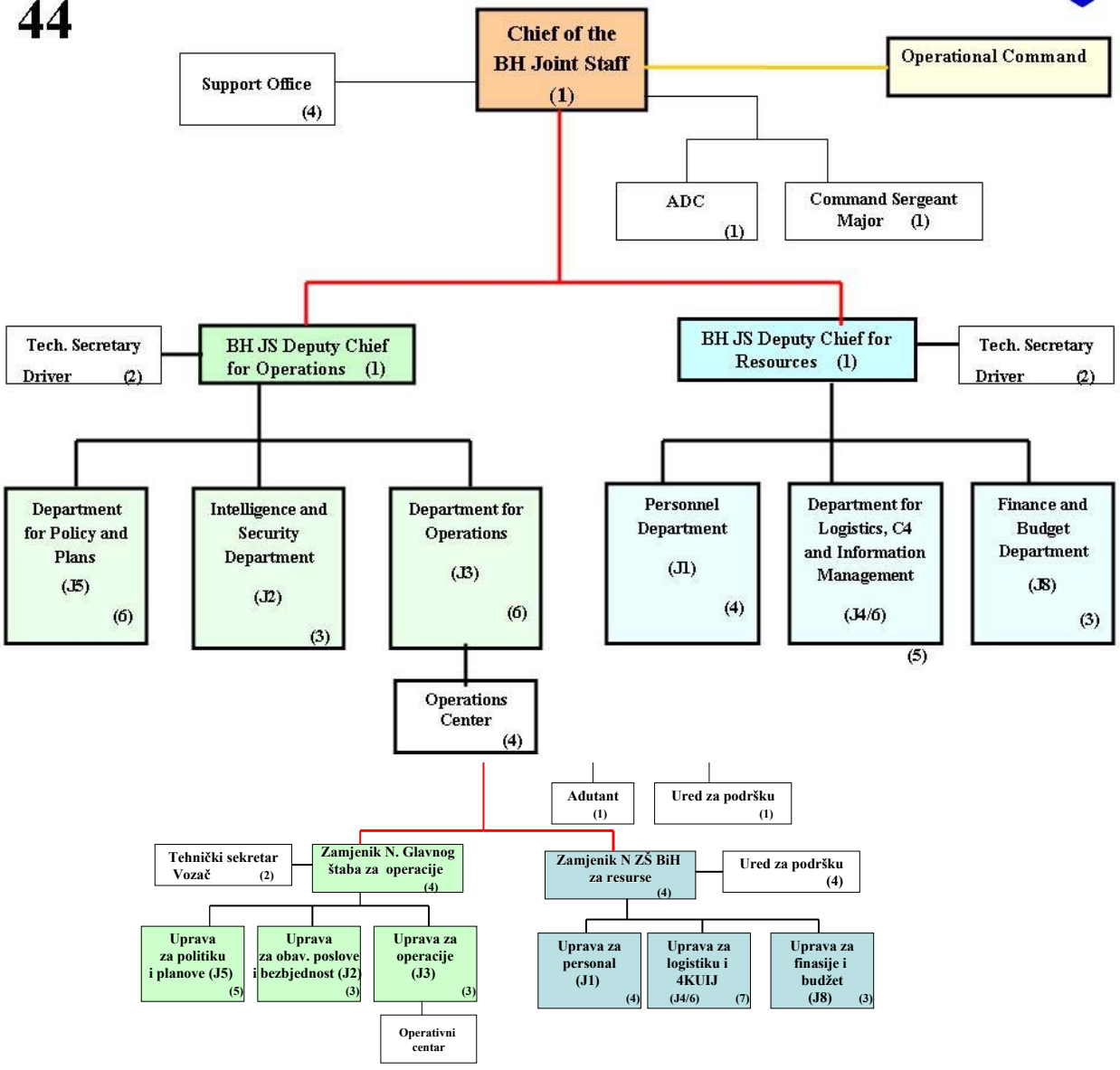

BiH OPERATIONAL COMMAND

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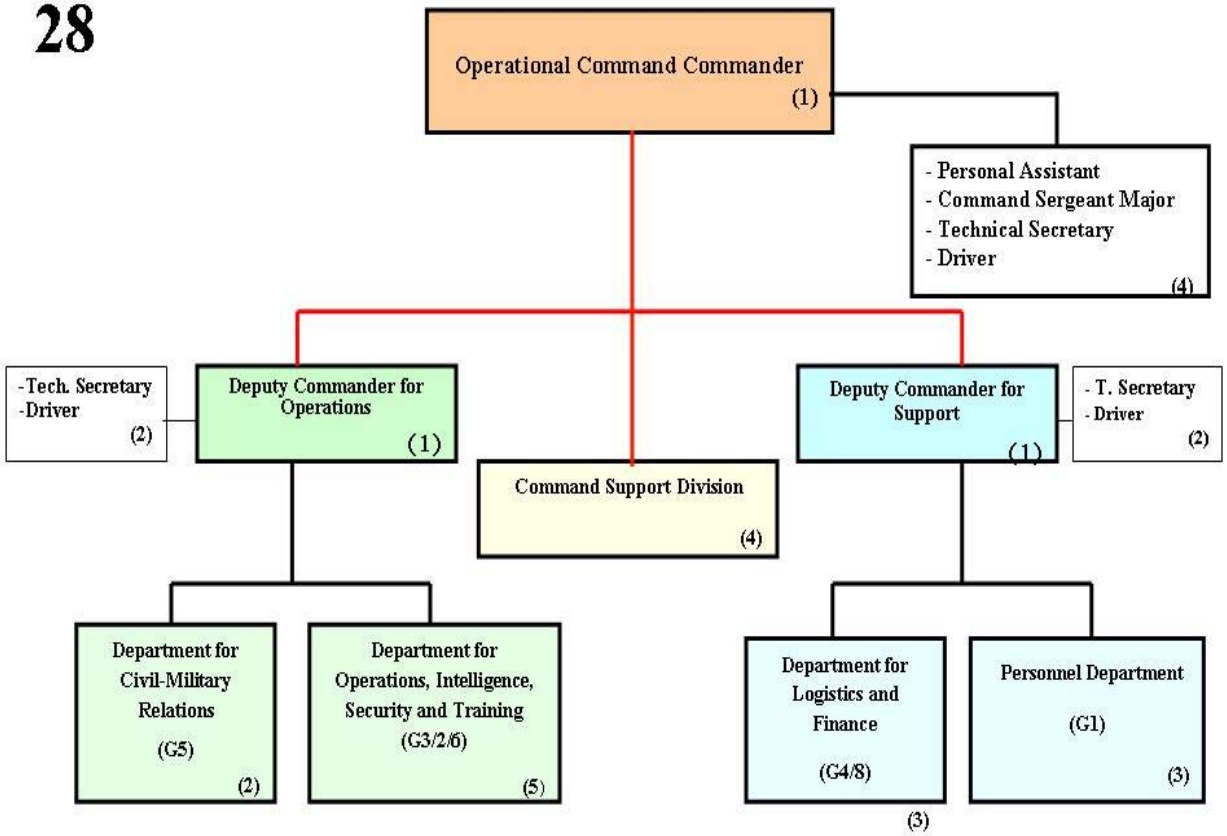


Command and control over the Armed Forces of Bosnia and Herzegovina is exercised by the Presidency of Bosnia and Herzegovina through the Bosnia and Herzegovina Ministry of Defence, Joint Staff and Operational Command. Command and control is exercised through an Operational and Administrative chain of command.

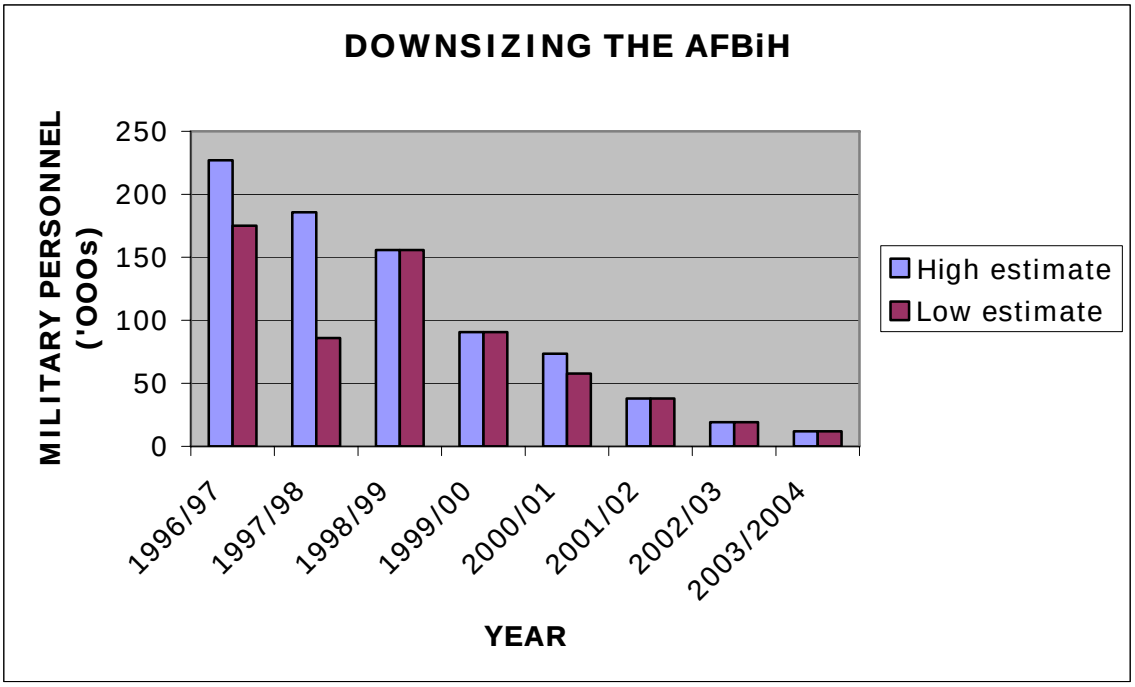
The purpose of the Bosnia and Herzegovina defence system is, through the organisation, training and equipping of the Armed Forces, to carry out the missions set forth in the Bosnia and Herzegovina Constitution, Law on Defence and Defence Policy.

This means that Bosnia and Herzegovina must be able to mobilise and employ the Armed Forces in order to protect its sovereignty, participate in internationally-mandated peace operations, and support civilian authorities in the event of natural and man-made disasters.

The key principles in the reform process are: democratic civilian control over the Armed Forces

of Bosnia and Herzegovina; transparency in defence planning; and approval and implementation of a common defence budget, taking into account the need for democratic authorities to establish fiscal limitations for defence. One of the significant accomplishments in the implementation of defence reform has been the establishment of the Joint Defence and Security Policy Committee of the Bosnia and Herzegovina Parliamentary Assembly, which conducts parliamentary oversight and control over the Armed Forces of Bosnia and Herzegovina.

With respect to the Armed Forces, their size has been significantly reduced and restructuring is in progress. Reductions in the size and structure of the Armed Forces shall provide for rat



In March 2004, the Presidency issued a decision approving a plan for General Officer posts within the new structure, which determined a maximum thirteen general officer posts in the Armed Forces of Bosnia and Herzegovina. The highest ranking officer in the Armed Forces of Bosnia and Herzegovina is the Chief of Joint Staff, a Lieutenant-General. In addition, the Presidency directed that General Officers then serving in the Army of the Federation of Bosnia and Herzegovina and the Army of Republika Srpska would not be appointed to General Officer posts in State-level defence institutions and structures.

This decision clearly confirmed the orientation of Bosnia and Herzegovina towards new challenges, making way for new ideas and for the implementation of reforms. Much of the necessary reform has already been implemented, but many planned and anticipated goals remain to be achieved. Near-term tasks include the establishment of a Common Defence Resource Management System, a Common Personnel Management System, a Common Equipment Plan, and related training requirements. These are obviously significant tasks; however, there is firm determination to adequately respond to these challenges.

II

THE SECURITY ENVIRONMENT OF BOSNIA AND HERZEGOVINA

General security, peace and stability are preconditions for the well-being and functioning of every society. Basic considerations, assessments and analyses of security risks and challenges are included in strategic documents such as the security and defence policies of Bosnia and Herzegovina. Significant progress and visible improvement in the security environment in the Balkans has been achieved in past years. Governments in the region have been democratically elected; some countries are already member states of the North Atlantic Treaty Organisation (NATO) or Partnership for Peace, while all others are committed to becoming part of the NATO family as soon as possible.

All countries in the region have identified accession to the European Union as a primary foreign policy goal. In this environment there is virtually no risk of external aggression against Bosnia and Herzegovina in the near future. Therefore, at this moment there is no real threat that might endanger the sovereignty and territorial integrity of Bosnia and Herzegovina. If there are radical changes that threaten the sovereignty and territorial integrity of Bosnia and Herzegovina, the new challenges would be met by appropriate measures and activities directed to defence preparation, based on the principles of collective defence and full co-operation with friendly and allied countries.

Security Challenges

Global Challenges. The security challenges faced by Bosnia and Herzegovina must be considered in the global context. These challenges are largely the consequence of: growing differences in economic and social development; differences between the rich and the poor parts of the world; international terrorism in all of its forms; constant threats to the environment as a result of industrial and technological development; the uncontrolled production and sale of weapons, including weapons of mass destruction (nuclear and biological weapons); and intensified forced migration as a consequence of armed conflict, racial conflicts and discrimination, ethnic intolerance, or political pressure in autocratic and undemocratic regimes. There are also challenges related to the various forms of organised crime that underpin constant social and political instability in certain states, to overall poverty, and to the spread of various incurable diseases that endanger entire populations.

Regional Challenges. Specific challenges for the region of South East Europe as a whole are: instability resulting from the transition to market economies, exacerbated by the stagnation of the region in comparison to more developed countries; and the geo-strategic position of the region, located on important routes between Europe and Asia (which are routes for the transport of oil and natural gas, but also for illegal traffic in weapons, narcotics, white slavery etc., and which could also be used for movement of various terrorist groups and to facilitate terrorist activities). During the last decade of the twentieth century, this region was the scene of various conflicts that left economic, psychological, social and other consequences. There are still attempts for secession, autonomy and independence by certain ethnic groups which, in conjunction with the relatively high concentration of military capacities, makes the overall situation more complex.

Internal Challenges. Bosnia and Herzegovina is a complex country, burdened with internal problems resulting from different political factors such as:

- The remnants of political and social animosities as a result of the 1992-1995 conflict, supported by elements propagating various forms of nationalistic extremism;
- Slow implementation of the Dayton Peace Accords;
- Problems of political transition that have resulted in the slow development of effective and efficient executive, legislative and judicial authorities;
- Problems of transition to a market economy that have resulted in a low level of domestic and foreign investment, the existence of the grey economy and black market, slow implementation of privatisation processes, technologically obsolete production facilities and uneven reconstruction of damaged infrastructure;

- Porous borders that allow trafficking in narcotics and weapons and human trafficking, and that enable the concealment and transit of persons accused for war crimes, international criminals and terrorists;
- Problems of unemployment that have caused a brain drain of highly educated and young people and contributed to increased general poverty, social differences and instability, particularly among pensioners and other groups requiring greater social assistance;
- Excessive amounts of armaments and ammunition stored in inadequate facilities;
- Large numbers of anti-personnel mines and unexploded ordnance throughout the country, posing a physical danger for the citizens of Bosnia and Herzegovina and an obstacle to the development of tourism and foreign investment; and
- A variety of environmental challenges, including natural and man-made disasters, management problems of solid waste and military waste, degradation of arable land and forest resources, water and air pollution, and the slow development and implementation of acceptable environmental protection standards and conventions.

Security Priorities

General Security. The security priorities of Bosnia and Herzegovina are:

- The protection of constitutional order and constitutionally guaranteed human rights and freedoms;
- The development of a self-sustaining economy as a precondition for independence, improvement of living standards, and accession to the European Union; and
- Accession to and membership in collective security systems.

Economic Security. Bosnia and Herzegovina will undertake efforts to achieve faster economic growth, higher living standards and the development of functional social programmes and mechanisms of economic assistance for citizens. The key element to economic stability, self sustainability and security for the people of Bosnia and Herzegovina is accession to the European Union.

Military Security. Bosnia and Herzegovina embraces without any limitation the concept of collective security as the keystone of its own military strategy. Based on this, it seeks membership in the NATO and other security alliances, as soon as possible, as the basis for the selection of strategic bilateral partners.

III

THE DEFENCE POLICY OF BOSNIA AND HERZEGOVINA

The Defence Policy of Bosnia and Herzegovina is an important part of the internal and foreign policies of Bosnia and Herzegovina. As such, it was built on strategic principles that are suitable to the foreign and security policies of Bosnia and Herzegovina, and it is the result of consideration of the wider security environment. The Defence Policy defines the key elements of the defence system and their functioning, including the Armed Forces of Bosnia and Herzegovina as the most important element of the system.

Strategic Principles of the Defence Policy of Bosnia and Herzegovina

The Defence Policy of Bosnia and Herzegovina is based on the following strategic principles:

- Democratic, civilian control of the military with parliamentary oversight;
- Transparency of defence activities to include defence planning and budgeting;
- A balance of forces and capabilities within Bosnia and Herzegovina, the immediate sub-region and South Eastern Europe;
- Modernisation of forces to include developing interoperability both within the Armed Forces of Bosnia and Herzegovina and with NATO;
- Integration into Euro-Atlantic collective security structures; and
- Co-operation in the field of arms control and confidence- and security-building measures, to include participation in South East Europe security structures and protocols.

By establishing a defence system based on these principles, Bosnia and Herzegovina shall fulfil the goals of defence reform and advance further along the path from individual to collective security.

Integration into Euro-Atlantic Collective Security Structures

Bosnia and Herzegovina clearly understands and embraces the concept of collective military security as the keystone of our long-term military strategy. The key to achieving unquestionable collective military security is to become a member of NATO, since Bosnia and Herzegovina's national sovereignty and territorial integrity would then be guaranteed by the entire Alliance.

Partnership for Peace. Although membership in NATO's Partnership for Peace programme does not bring the same collective security guarantees as full NATO membership, it is a first step in that direction.

The Partnership for Peace was established as an expression of common beliefs that stability and security in the Euro-Atlantic region can be achieved only through co-operation and joint action. The protection and promotion of basic freedoms and human rights, preservation of freedoms, justice and peace through democracy are common Partnership for Peace values that are completely shared by Bosnia and Herzegovina.

Bosnia and Herzegovina is committed to the accomplishment of Partnership for Peace goals, particularly through increased transparency in defence planning and budgeting, full democratic control of the Armed Forces of Bosnia and Herzegovina, and co-operation with the NATO in order to strengthen Armed Forces of Bosnia and Herzegovina capabilities to act in concert with NATO member forces.

Thanks to ongoing co-operation with NATO as well as bilateral co-operation with many Alliance members, Bosnia and Herzegovina has already achieved substantial and visible results in many areas, such as transparency of defence planning and budgeting and democratic control of the armed forces.

Bosnia and Herzegovina anticipates continued co-operation with NATO in order to improve the capabilities of the Armed Forces of Bosnia and Herzegovina to co-operate with the forces of NATO member states and Partnership for Peace states.

Partnership for Peace/NATO Standardisation and Interoperability. One of the basic principles for the Armed Forces of Bosnia and Herzegovina is to organise, staff, equip and train forces so as to achieve interoperability among the two entity armies and with NATO and partner state forces.

The ultimate goal is to achieve interoperability with NATO across the full range of defence functions, from the highest levels of defence policy decision-making through the operational and tactical levels of military responsibility.

Achieving standardisation and interoperability will be a long-term process. Ultimately, these initiatives will enable our forces to conduct effective training and joint operations both within Bosnia and Herzegovina and with military forces of partner states, in an effective and efficient manner.

When Bosnia and Herzegovina becomes a Partnership for Peace member, it shall develop an Individual Partnership Programme (IPP), identifying its desired areas of co-operation with NATO.

Bosnia and Herzegovina, being aware of its resources and situation, wants to establish co-operation with NATO, with priorities in the areas that will enhance the establishment of command, control, communication and information systems, planning and budgeting, resource management and training and equipping; these will facilitate internal and external interoperability, and thus enhance the operational capabilities of the Armed Forces of Bosnia and Herzegovina, particularly with respect to peace support and humanitarian operations.

As a priority, Bosnia and Herzegovina wishes to develop partnership relations in the following areas:

- Command and control, including communications and information systems, navigation and identification systems, interoperability, procedures and technology;
- Defence planning, budgeting and resource management; and
- Concepts, planning and operational aspects of peace support operations.

In addition, Bosnia and Herzegovina is ready to develop co-operation in other areas, such as:

- Humanitarian demining;
- Military education, training and doctrine;
- Small arms and light weapons;
- The study of foreign languages;
- International humanitarian law;

- Civil emergency planning;
- Defence policy and strategy;
- Military geography;
- Military infrastructure;
- Airspace control and management; and
- The fight against terrorism, organised crime and human trafficking.

Bilateral and Multilateral Defence Co-operation Programmes

Bosnia and Herzegovina is committed to establishing and improving bilateral and multilateral defence relationships with all interested countries, based on the principles of mutual respect and co-operation.

The Peace Support Operations Training Centre (PSOTC) in Butmir near Sarajevo is a joint project of more than a dozen states, with the primary purpose of providing training for Armed Forces of Bosnia and Herzegovina officers as well as officers from other states, in order to facilitate more effective participation in multinational environments during exercises, peace support and humanitarian operations. The PSOTC may also serve as the nucleus of an advanced education system for the Armed Forces of Bosnia and Herzegovina.

The Regional Arms Control Verification and Implementation Centre (RACVIAC) in Zagreb (Croatia) is established under the auspices of the South East Europe Stability Pact in order to provide a forum for closer co-operation between the countries in the region, in the areas of arms control and the promotion of confidence- and security-building measures. Bosnia and Herzegovina is one of twenty-one countries that actively participate in the work of the RACVIAC.

The Baltic Defence College (BALTDEFCOL), a joint project of Estonia, Latvia, Lithuania and other partners, has been particularly useful for the professional development of our officer corps. The George C. Marshall Centre for Security Studies, a joint American-German project, has provided useful courses and seminars on a variety of topics. The NATO School in Oberammergau, the Geneva Centre for Security Policy and the NATO Staff College in Rome are some of the other institutions that have also made great contributions to professional development and specialised training.

In addition to these programmes, China, Croatia, Hungary, Italy, Japan, France, Germany, Greece, Malaysia, Norway, Romania, Slovenia, Switzerland, Serbia and Montenegro, Turkey, the United Kingdom and other states have helped to enhance the expertise and professionalism of the Armed Forces of Bosnia and Herzegovina through significant programmes of defence co-operation.

The United States of America furnishes significant military assistance to the Armed Forces of Bosnia and Herzegovina through the Foreign Military Financing (FMF) Programme, the International Military Education and Training (IMET) Programme, and the Joint Contact Team Programme (JCTP). Bosnia and Herzegovina has signed an Acquisition and Cross-Servicing Agreement (ACSA) with the United States that facilitates mutual support for a wide range of projects. The State Partnership Programme between Bosnia and Herzegovina and the State of Maryland has demonstrated the potential to establish long-term, sustainable relationships in both the military and the civilian spheres. Through implementation of these and other initiatives and programmes, Bosnia and Herzegovina expects that the United States will remain a key strategic partner.

Through these and other types of co-operation, Bosnia and Herzegovina seeks to strengthen and promote external ties and to further develop the expertise and professionalism of the Armed Forces of Bosnia and Herzegovina.

Contribution to Regional Co-operation in South East Europe

By virtue of its geo-strategic position and overall characteristics, Bosnia and Herzegovina is very important to the stability of South East Europe. Therefore, Bosnia and Herzegovina should make a maximum effort to improve relations and co-operation between countries and peoples in the region.

Bosnia and Herzegovina, due to its national structure, is well-placed to help bring the peoples in the region closer together. By actively helping to find solutions and to create regional programmes, Bosnia and Herzegovina will improve its role and significance in regional co-operation by:

- Developing intensive and comprehensive bilateral relations with all countries in the region, particularly neighbours;
- Proposing that Sarajevo become permanent headquarters of the Stability Pact for South East Europe;
- Proposing initiatives in the process of implementing the Agreement on Regional Arms Control;
- Strengthening confidence building measures at the regional level; and
- Consistently implementing the Agreement on Sub-Regional Arms Control.

Bosnia and Herzegovina shall continue to participate in activities of the NATO South East Europe Initiative, directed towards the harmonisation and support of regional security and defence co-operation, as well as other specific projects.

Bosnia and Herzegovina is determined to accept and develop other forms of co-operation in the area of defence, at different regional levels.

Special Arrangements

NATO engagement in Bosnia and Herzegovina was of crucial importance for the establishment and maintenance of peace and stability in the post-Dayton period. After nine years of engagement in Bosnia and Herzegovina, the NATO Stabilisation Force (SFOR) will complete its mission in December 2004. According to the Berlin Plus Agreement between NATO and the European Union, European Union forces have replaced NATO forces for the peace stabilisation mission in Bosnia and Herzegovina.

European Union forces will strengthen and support the progress of Bosnia and Herzegovina towards the European integration.

Bosnia and Herzegovina welcomes the engagement of the European Union as an indicator of the progress made towards achieving peace and stability.

Upon the withdrawal of NATO forces from Bosnia and Herzegovina, NATO will continue to work on the implementation of current arrangements in defence reform and the restructuring of the Bosnia and Herzegovina defence system. For that purpose NATO will establish a headquarters in Sarajevo and the Greek Embassy in Sarajevo will serve as the Partnership for Peace point of contact. The intention is to further the implementation of defence reform and to improve understanding and co-operation between Bosnia and Herzegovina and NATO.

IV
THE DEFENCE SYSTEM OF BOSNIA AND HERZEGOVINA

Democratic Control of the Armed Forces

Democratic control of the Armed Forces was established by defence system reforms in accordance with the practice and standards of democratic European countries, and it is implemented through civilian command over the Armed Forces and democratic parliamentary oversight.

Civilian Command.

Civilian command over the Armed Forces is implemented through democratically selected bodies – the Presidency of Bosnia and Herzegovina and the Ministry of Defence. The Presidency of Bosnia and Herzegovina, acting by consensus, exercises supreme operational and administrative command and control of the Armed Forces in peace and in wartime. Based on the constitutional position and legal competencies, the Presidency decides on the use and deployment of the Armed Forces in wartime operations or during emergencies in the country, the deployment of the forces in peace support operations abroad, the structure and size of the Armed Forces, and appointments and removals of General Officers. The Presidency adopts doctrinal documents and recommends or requests the Parliamentary Assembly to declare a state of war or emergency.

Based on Decisions of the Presidency, the Minister of Defence issues bylaws, directives, regulations and orders for the organisation, training, equipment, deployment and use of the Armed Forces. The Minister of Defence develops the Bosnia and Herzegovina defence budget. He is positioned at the head of the strategic planning chain for armed conflicts, peace support operations and natural disaster response; he exercises command and control of military intelligence activities; and recommends appointments and removals of General Officers to the Presidency. The Minister of Defence is authorised to oversee, monitor and inspect the Armed Forces at all levels.

Parliamentary Oversight.

Parliamentary oversight of the Armed Forces is implemented through the Parliamentary Assembly of Bosnia and Herzegovina and entity Parliamentary Assemblies, in accordance with their competencies in the field of defence. The Parliament of Bosnia and Herzegovina has the supreme authority to declare states of war or emergency, to issue laws, and to oversee and investigate issues related to the organisation, funding, staffing, training, equipment, deployment and use of the Armed Forces of Bosnia and Herzegovina. The Parliamentary Assembly also confirms appointments of General Officers.

Entity Parliamentary Assemblies exercise democratic parliamentary oversight over entity armies and defence structures in the entities on those aspects of funding, organisation, training, staffing and equipment for which the entities have competencies. They also adopt the entity defence budgets.

In order to implement parliamentary oversight, the Parliamentary Assembly of Bosnia and Herzegovina and entity Parliamentary Assemblies establish appropriate working bodies – committees that directly deal with the above-mentioned issues.

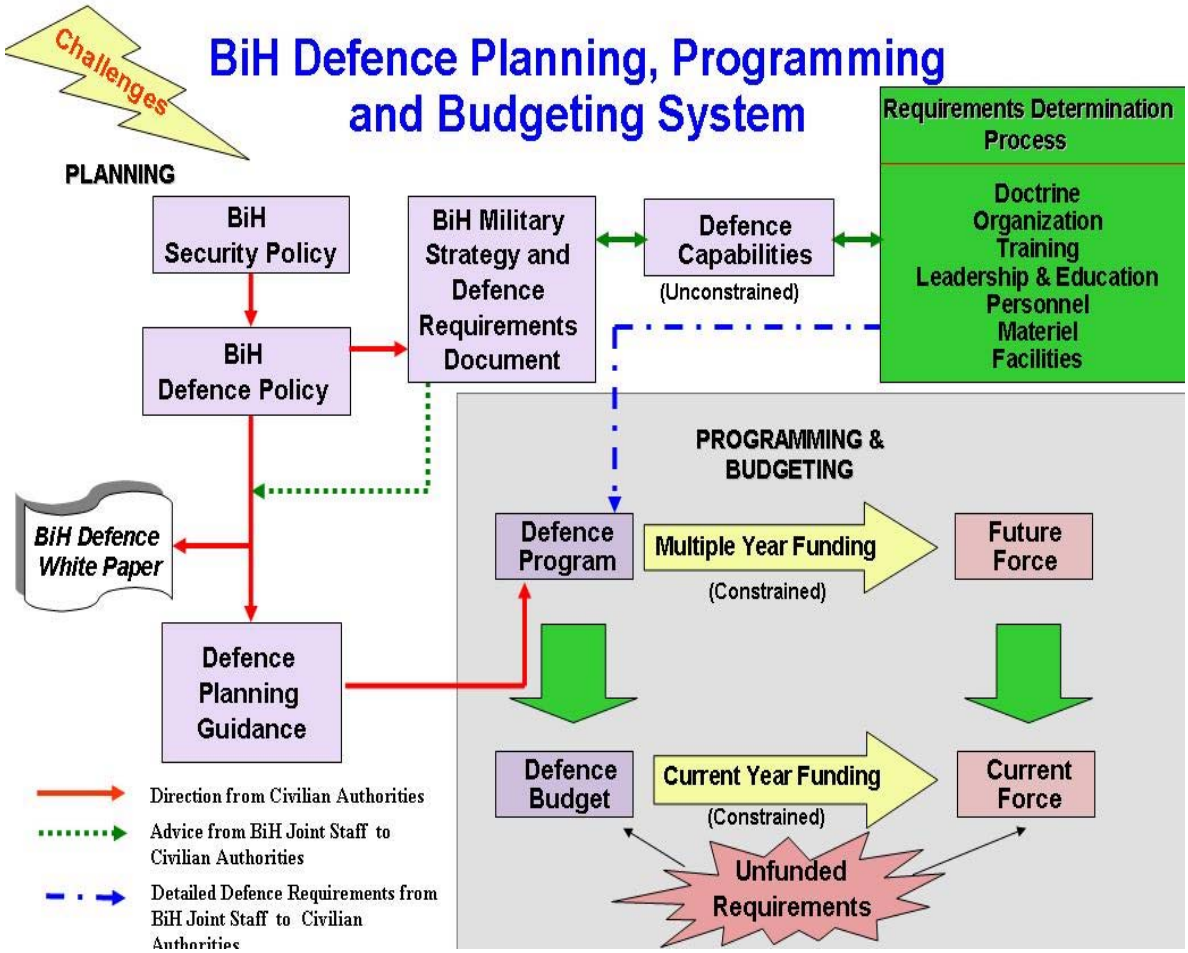
Transparency in Defence Planning and Budgeting

The defence of Bosnia and Herzegovina requires significant human and material resources; therefore, transparency is very important to the process of defence planning and funding. These two functions, carried out at the State level by the Bosnia and Herzegovina Ministry of Defence, establish the necessary relationships between military strategies, methods to implement those strategies, and the means to obtain the necessary resources. Therefore, information on those issues must be accessible to elected officials and citizens of Bosnia and Herzegovina. The principle of transparency must be applied throughout the entire defence system and it has to be clearly demonstrated that the resources supporting that system are under the control of elected civilian officials.

Defence Planning.

Defence planning within Bosnia and Herzegovina is a complex process of interrelated elements, beginning with the definition of challenges, goals, missions and resources, and leading to the distribution of resources among defence tasks. The end result of the planning process is a comprehensive and consistent set of plans that express how the Armed Forces of Bosnia and Herzegovina contribute to the security of Bosnia and Herzegovina and its citizens, and how they help to comply with international obligations.

Defence planning is a continuous process of evaluation and decision-making on issues of interest for the state. The process identifies the interests of Bosnia and Herzegovina, *challenges* and *risks* to the security of Bosnia and Herzegovina, defence objectives, defence *strategy, own forces, friends and allies* and – based on all of that – *assessment* and *funding priorities*. From this analysis and subsequent decisions, resources are planned, programmed and budgeted to enable the Armed Forces of Bosnia and Herzegovina to respond to the defence challenges of the State of Bosnia and Herzegovina. This process could be illustrated as follows:



The basic principles for defence planning and force structure planning for the Armed Forces of Bosnia and Herzegovina are *credibility, affordability*, and *applicability*. This means that the forces established as a result of defence planning are able to respond to the defence challenges that Bosnia and Herzegovina is facing, that the size of the Armed Forces corresponds with the economic situation of the State, and that the Armed Forces can be used in an effective and timely manner.

Defence Budgeting and the Common Defence Resource Management System. The Bosnia and Herzegovina defence system is funded from a budget comprised of three parts: the State budget and two entity budgets. The development and proposal of defence budgets is co-ordinated by the Bosnia and Herzegovina Minister of Defence. The method and procedures for governing this process make up the Bosnia and Herzegovina Common Defence Resource Management System, the major operating component of which is the Planning, Programming, Budgeting, and Execution System (PPBES). The PPBES is a comprehensive management system that connects strategy, operations, and resources. Resources in the defence sector include people, supplies and equipment, facilities, information management, communication capability, transportation, force structure, information, time, and money. The ultimate goal of the Common Defence Resource Management System is to achieve the greatest degree of security at the least cost, while applying scarce defence resources in an efficient and cost effective manner to address those military tasks most critical to the security of the State.

The Armed Forces of Bosnia and Herzegovina

Pursuant to the Bosnia and Herzegovina Law on Defence, the Armed Forces of Bosnia and Herzegovina consist of "all military forces in Bosnia and Herzegovina, whether organised by state or entity institutions. The Armed Forces of Bosnia and Herzegovina include the Army of Republika Srpska and the Army of the Federation of Bosnia and Herzegovina. The Army of the Federation of Bosnia and Herzegovina was legally established in 1996 from the units of the Republic of Bosnia and Herzegovina Army and Croat Council of Defence (HVO)." These military forces encompass "…all formations and units, both combat and support, of the land, naval, air and air defence forces organised by state or entity institutions of Bosnia and Herzegovina."

The Mission of the Armed Forces of Bosnia and Herzegovina.

The State of Bosnia and Herzegovina organises, develops, and maintains the military capability and preparedness of the Armed Forces of Bosnia and Herzegovina in order to:

- "Ensure its sovereignty, territorial integrity, political independence, and international personality;
- Promote its foreign policy objectives;
- Fulfil international obligations of Bosnia and Herzegovina; and
- Protect the citizens of Bosnia and Herzegovina."

Furthermore, the Armed Forces of Bosnia and Herzegovina are responsible:

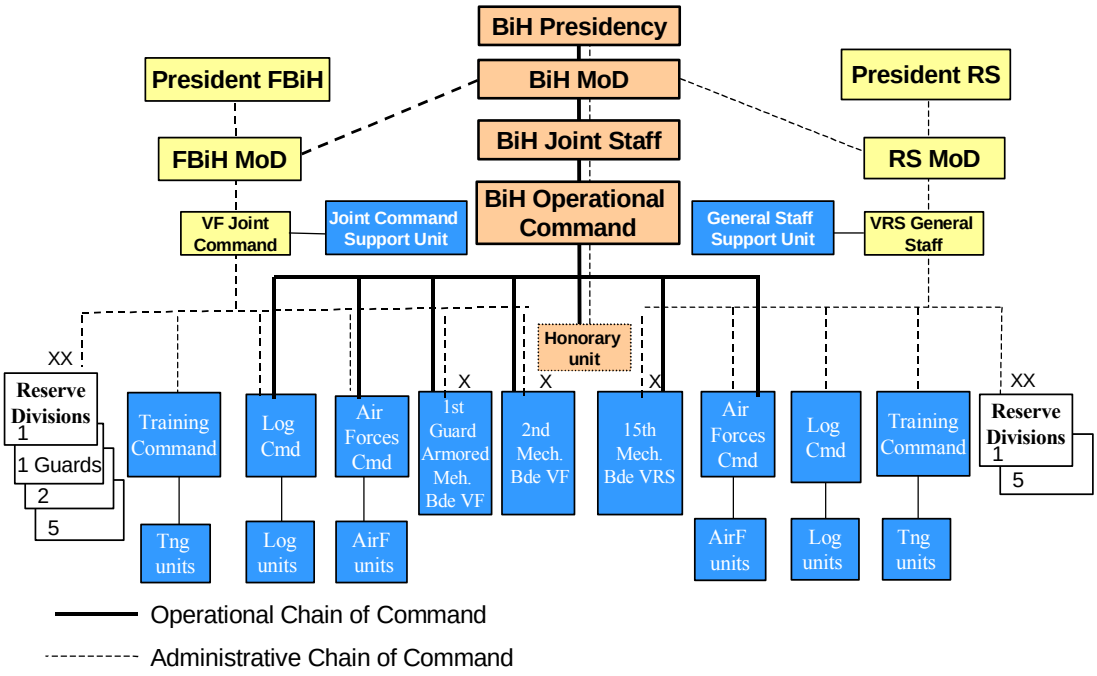
- "To carry out military training for combat and other forms of military defence;
- To assure combat readiness;
- To provide military defence of the state in the event of an attack;

- To assist civil protection authorities in responding to natural disasters and accidents; and

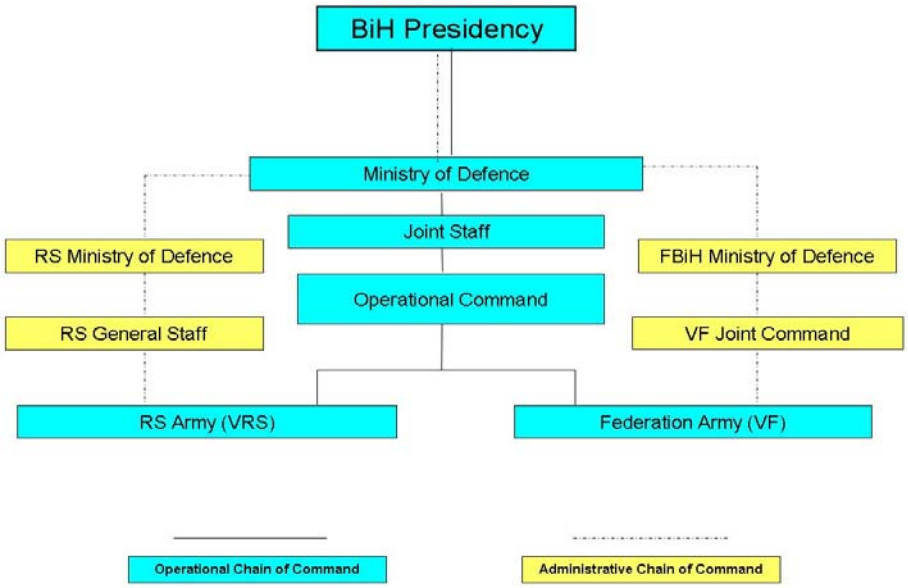
- To fulfil the international obligations of Bosnia and Herzegovina."

Organisation of the Armed Forces of Bosnia and Herzegovina.

Structure of the Armed Forces of BiH



Command and Control of the Armed Forces of Bosnia and Herzegovina*



The Armed Forces of the Bosnia and Herzegovina include all the military forces in Bosnia and Herzegovina organized by state or entity institutions. The Armed Forces of Bosnia and Herzegovina include Army of Republika Srpska and Army of Federation of Bosnia and Herzegovina. The Army of Federation of Bosnia and Herzegovina was legally established in 1996 by units of the Army of the Republic of Bosnia and Herzegovina and Croat Defence Council. The state of Bosnia and Herzegovina ensures transparent, democratic, civilian control over the Armed Forces of Bosnia and Herzegovina and performs the operational and administrative command and control over the Armed Forces of Bosnia and Herzegovina. The Presidency of Bosnia and Herzegovina, acting in accordance with the concensus, is performing the supreme operational and administrative command and control of the Armed Forces of Bosnia and Herzegovina.

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* In accordance with the Decision on Extending the Mandate of the Defence Reform Commission by the High Representative on 31st December 2004 there will probably be changes to the command and control arrangements of Armed Forces of Bosnia and Herzegovina. During the course of 2005, the Defence Reform Commission is tasked to examine and propose legal and institutional measures necessary to enhance State level command and control, promote cooperation with the International Criminal Tribunal for the Former Yugoslavia, achieve fiscal sustainability, strengthen parliamentary oversight, and promote development of a single military force by transferring the competencies of the Entity Ministries of Defence to the level of the State of Bosnia and Herzegovina and implement further the Commission's recommendations.

Operational Chain of Command

The Bosnia and Herzegovina Law on Defence of 2003 defines *operational command and control* as "…the authority to assign military missions or tasks to subordinate commanders, to deploy units, to reassign forces, and to retain or delegate operational or tactical control." The Operational Chain of Command "…begins with the Presidency of Bosnia and Herzegovina, goes to the Minister of Defence of Bosnia and Herzegovina, to the Chief of Staff of the Joint Staff of Bosnia and Herzegovina, to the Commander of the Operational Command, and then to commanders of operational units."

Administrative Chain of Command

The Bosnia and Herzegovina Law on Defence of 2003 defines administrative command and control as "…the direction or exercise of authority for administrative matters such as organising, manning, equipping, and training the Armed Forces of Bosnia and Herzegovina." The Administrative Chain of Command "…begins with the Presidency of Bosnia and Herzegovina and goes to the Minister of Defence. For military forces organised at the entity level, the administrative chain of command then goes to the entity Ministers of Defence and then through the entity army chains of command. For military forces organised at the State level, the administrative chain of command goes to the Chief of Staff of the Joint Staff and then to subordinate administrative commands."

Single Military Force

The final and perhaps crowning element in corroborating the fact that the Armed Forces of Bosnia and Herzegovina are a "single military force" will be the establishment of a common Defence Budget for the Armed Forces of Bosnia and Herzegovina. In order to achieve this, it is necessary to meet certain preconditions, as follows: first, full implementation of a Value Added Tax (VAT) for Bosnia and Herzegovina, which will provide significant revenues for the State of Bosnia and Herzegovina and thereby reduce dependence on funding from the budgets of the two entities; and second, political consensus on relevant factors in Bosnia and Herzegovina and the subsequent enactment of appropriate legal regulations on a common defence budget.

Size of the Armed Forces of Bosnia and Herzegovina.

The size and structure of the Armed Forces of Bosnia and Herzegovina was established by the Presidency Decision of 24 March 2004, with total of 12,000 professional soldiers, 12,600 conscripts and 60,000 reservists. According to the Decision, the Army of Republika Sprska is authorised 4,000 professional soldiers, 4,200 conscripts, and 20,000 reservists. The Army of the Federation of Bosnia and Herzegovina is authorised 8,000 professional soldiers (5,576 Bosniaks and 2,424 Croats), 8,400 conscripts (6,416 Bosniaks and 1,986 Croats), and 40,000 reservists (28,750 Bosniaks and 11,250 Croats). Conscripts serve their period of conscription in the training structures of the entity armies.

APPROVED SIZE OF THE BiH ARMED FORCES				
	Professional soldiers	*Conscripts*	*Reserves*	***TOTAL***
Army of Federation of Bosnia and Herzegovina	***8 000***	***8 400***	***40 000***	***56 400***
Army of Republika Srpska	***4 000***	***4 200***	***20 000***	***28 200***
TOTAL	***12 000***	***12 600***	***60 000***	***84 600***

APPROVED NUMBER OF CONSTITUENT PEOPLE REPRESENTATIVES WITHIN THE FBiH ARMY				
	Professional soldiers ***2,3:1***	*Conscripts*	*Reserves*	***TOTAL***
Bosniaks	***5 576***	***6 416***	***28 750***	***40 742***
Croats	***2 424***	***1 986***	***11 250***	***15 660***
TOTAL	***8 000***	***8 402***	***40 000***	***56 402***

The Bosnia and Herzegovina Law on Defence of 2003 assures that "The right of conscientious objection shall be secured to all persons who are subject to the common conscription policy." The right of conscientious objection shall be regulated by separate law and relevant entity and State authorities are already taking actions in that direction. The first conscripts have already served their period of conscription in alternative civilian service.

Major Military Elements.

The major elements of the Armed Forces of Bosnia and Herzegovina include three active duty manoeuvre brigades, air force and air defence commands and units, associated administrative, training and logistical support commands and units, and six reserve divisions. The Army of Republika Srpska has one mechanised brigade and two reserve divisions. The Army of the Federation of Bosnia and Herzegovina has one mechanised brigade, one armoured brigade, and four reserve divisions.

Training and Education.

The quality of a professional military force is reflected in its level of training. The citizens of Bosnia and Herzegovina expect that the officers, non-commissioned officers, and soldiers of the Armed Forces of Bosnia and Herzegovina are trained for all tasks neceessary to accomplish Armed Forces of Bosnia and Herzegovina missions. According to the Bosnia and Herzegovina Law on Defence of 2003, the ministries of defence of the two entities, Republika Srpska and the Federation of Bosnia and Herzegovina, are responsible for training and education of members of the Armed Forces of Bosnia and Herzegovina. However, that training is organised and conducted in accordance with a common training doctrine, tasks and standards established by the Bosnia and Herzegovina Minister of Defence.

Individual Training

All conscripts undergo basic, individual and specialised training during their four months' period of conscription. In Republika Srpska, this training is conducted in two conscript training centres, Banja Luka (Manjaca) and Bileca. In the Federation of Bosnia and Herzegovina, individual conscript training is conducted in six centres: Capljina, Bugojno, Bihac, Zenica, Gorazde and Tuzla.

Collective Training

Through the process of individual training, members of the Armed Forces gain basic military knowledge and skills, which are preconditions for collective training. No matter how trained and skilled individual soldiers may be, the essence of an effective military unit is the ability to operate as a team to accomplish a mission.

In the Armed Forces of Bosnia and Herzegovina, the majority of collective training is carried out to train basic combat and tactical units at the company or battery level.

There is also special collective training: simulation training, conducted in training centres or in the field, to train unit commanders and staffs to carry out joint actions.

In Republika Srpska, collective training is conducted in the training centres noted above and at the Centre for Officer Advanced Training in Banja Luka (Zaluzani). It is planned to equip the Centre with equipment for combat simulation at the battalion and brigade level, or for simulation of military actions in natural and man-made disasters and accidents.

In the Federation of Bosnia and Herzegovina, collective training is also conducted in the training centres noted above, and at the Combat Simulation Centre in Pazaric near Sarajevo, which is currently the only equipped centre for combat simulation in Bosnia and Herzegovina.

Joint collective training involving military units from both the Army of Republika Srpska and the Army of the Federation of Bosnia and Herzegovina was conducted for the first time in the spring of 2004, when engineering elements from both armies successfully collaborated in construction of a bridge as part of a wider exercise based on a natural disaster scenario. As Bosnia and Herzegovina becomes a member of NATO's Partnership for Peace programme, we anticipate an increasing number of opportunities for joint collective training between elements of the Armed Forces of Bosnia and Herzegovina and forces from NATO and partner nations.

Professional Development

Professionalisation of the officer and NCO corps is a key objective for the Armed Forces of Bosnia and Herzegovina. The size of the Armed Forces and the limited resources available in Bosnia and Herzegovina require the most rational approach to the education and advanced training of NCO and officer personnel. In that context, only limited internal training and advanced training capacities are being developed, while the specialised and advanced training of officers and NCOs is conducted at military schools and other institutions abroad.

Training centres for officers in the entity armies are designed to meet requirements for ongoing military training and simulation training. Reserve officers of the Armed Forces of Bosnia and Herzegovina are also trained in these centres. Advanced and specialised training for officers and NCOs of different services and branches in Republika Srpska and the Federation of Bosnia and Herzegovina is normally conducted abroad.

The training of officers for the highest command duties is conducted in relevant institutions of the armed forces in several foreign countries, based on bilateral agreements on co-operation.

English Language Training

The functional language in NATO military headquarters is English. In order to be able to operate in co-operation with or as an integral part of NATO military forces, we must be able to communicate in English. Accordingly, the Armed Forces of Bosnia and Herzegovina has an advanced program to develop English language proficiency in both the officer and NCO corps. The United Kingdom has been particularly helpful in supporting these efforts through the British Council, as has the Defence Language Institute of the United States.

Approximately 1150 members of the Armed Forces of Bosnia and Herzegovina have attended various English language classes, some 400 from the Army of Republika Srpska and approximately 750 from the Army of the Federation of Bosnia and Herzegovina.

Employment of the Armed Forces of Bosnia and Herzegovina.

Peace Support Operations

Bosnia and Herzegovina is determined to become an active participant in international peace support operations, rather than being a beneficiary of such efforts. Bosnia and Herzegovina is ready to give its knowledge, experience and resources to meet this aim. Officers from Bosnia and Herzegovina have successfully served as UN observers in Congo, Eritrea and Ethiopia.

Demining and Explosive Ordnance Disposal Operations

Bosnia and Herzegovina has several hundred thousand landmines and large quantities of unexploded ordnance that pose a real danger to its citizens and obstruct economic development. For this reason, significant military resources are dedicated to demining and the destruction of unexploded ordnance. These tasks are performed by specialised de-mining teams of the Armed Forces of Bosnia and Herzegovina. Currently, 36 demining teams are trained and engaged in demining activities in Bosnia and Herzegovina: 20 teams from the Army of the Federation of Bosnia and Herzegovina and 16 teams from the Army of Republika Srpska.

Due to the extensive experience gained in this field, Bosnia and Herzegovina is readily able to offer demining units and units for explosive ordnance destruction as its contribution to peace support operations.

Assistance to Civilian Authorities

The Armed Forces of Bosnia and Herzegovina can be employed to assist civilian authorities in dealing with natural and man-made disasters and accidents. Due to the significance of such tasks, the Armed Forces of Bosnia and Herzegovina plan, organise and conduct training of commands, units and members in order to prepare them for these missions. Training is conducted in accordance with the technical resources and expertise of the Armed Forces of Bosnia and Herzegovina for providing assistance to civilian authorities.

Military Personnel.

Upon joining the Armed Forces of Bosnia and Herzegovina for the first time, all members take the following oath: "I solemnly pledge to defend the sovereignty, territorial integrity, constitutional order, and political independence of Bosnia and Herzegovina and to carry out, responsibly and conscientiously, all duties necessary for its defence."

According to the Bosnia and Herzegovina Law on Defence, the Armed Forces of Bosnia and Herzegovina are apolitical and "... cannot be used for political purposes of party-related activities." "Members of the Armed Forces of Bosnia and Herzegovina, including General officers, shall remain neutral in political matters, shall not engage in partisan political activities of any kind and shall not hold elected or appointed public office." Additionally, officers cannot "hold a financial interest that conflicts with the conscientious performance of their duty or engage in outside employment or any other activities that conflict with official duties and responsibilities."

They also are duty-bound to protect and conserve government property, to use government property only for authorized purposes, and to report possible irregularities and corruption through their chains of command. These and other provisions of the law ensure that the peoples and citizens of Bosnia and Herzegovina can place their highest degree of confidence in the officers, non-commissioned officers and soldiers of their armed forces.

The Officer Corps

The officer corps of the Armed Forces of Bosnia and Herzegovina is trained and experienced, able to perform duties in their military areas of specialisation from professional, tactical and technical aspects. A significant number of officers are receiving training in accordance with NATO programmes and standards, ranging from developing military strategy documents to planning and implementing policies and procedures to achieve interoperability with NATO forces. The officer corps represents the command structure of the Armed Forces of Bosnia and Herzegovina and it is extremely important for the successful implementation of the Armed Forces' missions.

The Non-Commissioned Officer (NCO) Corps

A trained and professional non-commissioned officer corps is the backbone of most modern armies, including the armed forces of NATO nations. In the Armed Forces of Bosnia and Herzegovina great consideration is given to the process of developing a non-commissioned officer corps.

Soldiers

In peacetime, soldiers of the Armed Forces of Bosnia and Herzegovina are volunteers – professional soldiers – or conscripts serving their conscription service in the entity armies and members of reserves mobilised in the military service.

Many of the persons serving in the Armed Forces of Bosnia and Herzegovina in peacetime and wartime are persons subject to compulsory military service, mobilised in the Armed Forces or serving their conscription service. According to the law, the Bosnia and Herzegovina Minister of Defence is responsible to develop a common conscription policy. The duration of conscription is regulated by entity law and it is currently four months long.

Reserves

The reserves of the Armed Forces of Bosnia and Herzegovina are comprised of soldiers, non-commissioned officers and officers who have completed their conscription service and who are called up or mobilised for training, depending on training requirements and programmes. Equipping and training programmes for reserves, based on common standards at the State level, are organised and conducted by the entity authorities.

Common Personnel Management System

The Armed Forces of Bosnia and Herzegovina are now designing and implementing a common personnel management system as set forth in the Bosnia and Herzegovina Law on Defence of 2003. Additionally, various administrative policies and programmes will support this system. A "Uniforms, Ranks & Insignia Policy" will ensure a professional, uniform appearance within all

elements of the Armed Forces of Bosnia and Herzegovina. And, even more critically, a new "Pay and Benefits Policy" will harmonise the status of all Armed Forces of Bosnia and Herzegovina members.

The policies and procedures noted above will be supplemented by a Civilian Personnel Management System developed in co-operation with the Bosnia and Herzegovina Civil Service Agency, for civilian personnel in the defence sector. A Civilian Personnel Management System is necessary in order to plan and manage the professional development of civil servants in accordance with requirements of the Bosnia and Herzegovina defence system.

The application of these systems will guarantee the professional development of personnel in the defence sector, and effective and efficient human resource management, in order to provide the greatest degree of security to the peoples and citizens of Bosnia and Herzegovina.

V

THE WAY AHEAD

The Armed Forces of Bosnia and Herzegovina exist to ensure the security of Bosnia and Herzegovina, the well-being of its peoples and citizens, and compliance with our international obligations. In doing so, Bosnia and Herzegovina is committed to the principles of democratic, civilian control of the military and transparency in all aspects of defence. Bosnia and Herzegovina is committed to further defence reforms along the lines that have brought Bosnia and Herzegovina to the very doorstep of NATO's Partnership for Peace programme. Bosnia and Herzegovina is also committed to organise, staff, equip, train, and maintain its forces in order to provide the greatest degree of security at the least cost to its citizens, and to ensure the peace and prosperity to all.

The vision of the Bosnia and Herzegovina Minister of Defence for the future of the Armed Forces of Bosnia and Herzegovina is summarised in the following words:

> **"The Armed Forces of Bosnia and Herzegovina will be small, well-equipped, mobile forces of well trained and motivated soldiers led by highly qualified officers and non-commissioned officers and supported by skilled and professional civilian personnel. Those forces, to include reserves, will be internally compatible and interoperable with NATO forces. A fully transparent and balanced defence planning, programming, budgeting and execution process will ensure that the forces are organised, manned, equipped, trained, and maintained to accomplish all missions assigned by the civilian leadership of Bosnia and Herzegovina."**

With the continued support by the peoples and citizens of Bosnia and Herzegovina, we face the future with the confident expectation of success.

VI

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