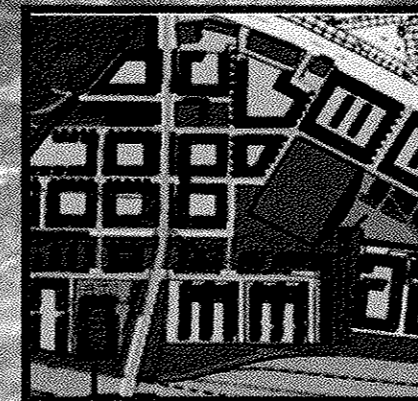


CONVERSION OF MILITARY BASES IN SOUTH AFRICA



JULY 2000



CONVERSION OF MILITARY BASES IN SOUTH AFRICA



**A joint South Africa-United States project
under the auspices of the SA-USA Environmental
Security Working Group, Defence Committee
of the Binational Commission**



Publication ESWG/001



Foreword
**Conversion of Military Bases in South
Africa**



The relationship between the United States and South Africa, which has taken shape under the U.S.-South Africa Bi-National Commission, is a critical one to both countries. The collaboration we have forged in recent years has deepened our mutual understanding and served as a model for other nations.

Over the last several decades, we have repeatedly seen confirmation of the basic premise that bilateral and multilateral cooperation on topics of mutual interest reaps great rewards, including in saving time and money and being able to learn from the past experiences of others. Nowhere has this proved more true than in the area of international defense-related environmental cooperation. While a relatively new bilateral relationship, the environmental security activities between the South African Department of Defence and the United States Department of Defense have already created a number of specific products, including this guidebook.

This guidebook identifies the step-by-step process for converting excess military facilities to other non-military uses. While it is specifically targeted at how this process should be undertaken within South Africa, it is written in a format so that any nation converting military facilities can use it as a general template for their own work in this area.

Gary D. Vest
U.S. Co-Chair

Environmental Security Working Group
U.S.-South Africa Defense Committee

Col S. K. B. Godschalk
South Africa Co-Chair

Executive Summary

Conversion of Military Bases in South Africa

This guidebook focuses on the process for converting military bases in South Africa. Although the document contains a number of references to particular South African administrative structures, it should be noted that the overall process outlined in this guidebook can serve as a template for virtually any country in the world. The impetus behind the creation of this document is threefold:

- recognition that South Africa will have an increasing number of military bases no longer needed for military purposes,
- the need to establish a process for reusing these bases that is accessible to all involved institutions and individuals, and
- awareness that the U.S. Department of Defense should share some of the lessons learned from its own base closure experiences in recent years.

The guidebook notes that the very term "conversion" can engender disputes. Thus, it is defined here simply as "the non-military re-use of redundant military facilities." The opening section covers such issues as the benefits of base conversion, the need for interagency teamwork in the conversion process, examples of successful conversion projects, and lessons learned from the experiences of the U.S. and many European nations in their own conversion efforts.

The bulk of the document then focuses on the series of interrelated conversion activities that must be undertaken. Such activities range from identifying military facilities that are to be closed, to the closure phase (moving people, equipment and the mission out of the base), to the reuse phase (when the facility will be made available for economic development). For each step, the guidebook outlines the objective, how it is to be accomplished, by whom, and the anticipated result(s). Not all the steps contained in the guidebook necessarily need to be followed at all sites - either in South Africa or in other countries using the guidebook as a reference. Rather, this document is to be used to provide a general framework and should be adapted to the particular needs and requirements of the given site.

CONVERSION OF MILITARY BASES IN SOUTH AFRICA

TABLE OF CONTENTS

Introduction...	4
Deriving National Benefits from International Co-operation...	4
Towards a National Defence Conversion Policy Framework...	5
Deriving National Benefits from Base Conversion...	6
Towards an Inter-departmental Policy Framework...	6
Base Conversion is a Facilities Management Function...	7
What is Base Conversion?...	8
International Examples of Successful Conversions...	9
South African Examples of successful Conversions...	10
Best Practices in Successful Conversions...	10
Who will use the Document?...	12
Defining the DOD's Conceptual Understanding of Base Conversion...	13
Primary Activities in Base Conversion...	15
Specific Activities in Base Conversion...	18
The Base Conversion Process Map & Discussion...	19 - 33
The Way Forward for this Document...	34
Glossary of Terms...	35

CONVERSION OF MILITARY BASES IN SOUTH AFRICA

Towards an International and Inter-departmental approach

Introduction...

Under the Bi-National Commission between South Africa and the United States of America a Defence Committee between the South African Department of Defence (SA DOD) and the United States Department of Defence (US DOD) has been established. The Defense Committee's Environmental Security Working Group (ESWG) will address issues relating to military land and environment, including closure and conversion of military bases.

*U.S. - South Africa
Binational Commission*

The vision of the ESWG is one of establishing a position of leadership in military integrated facilities & environmental management in the Southern Hemisphere through co-operative endeavour founded upon the expertise of both the SA and US Departments of Defence.

This resulted in a formal **project** being undertaken by both defence departments that would address the issues relating to base conversion in South Africa resulting in the drafting of this manual. Although this manual is based towards the South African situation, the principles and basic processes contained therein are applicable to countries all over the world.

The conversion of government facilities to civilian re-use has the potential to become one of South Africa's most difficult challenges in the years to come. The US and SA Departments of Defence, in co-operation with SA's Department of Public Works, have recognised this...

While this manual addresses many of the environmental characterisation and cleanup issues related to the closure and reuse of military facilities, it does not address economic reuse planning issues in detail. The "Base Conversion Process Map" on page 19 identifies Step 17 as the initiation of a consultant effort on base reuse planning, but in practice the planning process can be complicated by the presence of multiple stakeholders, limited resources, and the ability of many individuals or groups to slow or halt the reuse process if their concerns are not adequately addressed. In addition, the process of clearly identifying the strengths and weaknesses of the facility within the local economic context and the presence of external opportunities or threats further complicates effective reuse planning. For successful reuse of all these issues must be addressed, but they are not the intended focus of this Handbook.

Deriving National Benefits from International Co-operation...

- Through a joint undertaking invaluable **expertise** tempered by extensive **experience** on behalf of our US counterparts in terms of the intricate processes associated with base conversion, is imported and established within the SA DOD for domestic implementation.

- The activities of the ESWG in terms of the process of base conversion will **establish a nucleus of local expertise** to guide the DOD in designing a national strategy and policy as well as the procedures for execution. This program aims to produce beneficial effects at a moment in our history when decisions concerning the closure of selected military installations, in an effort to curb state expenditure, are imminent.
- The establishment of a sophisticated base conversion program within the DOD will **demonstrate the internal commitment** of this Department to sacrifice resources for the sake of other national priorities.

Military bases could become focus of war on joblessness

[Sunday Times; Sept'98]

Selected extracts of an article that was published in a SA national newspaper.

"...redundant military bases will be set aside for land reform, housing, commercial centers and industrial development".

"The ease of conversion, and how the land can be used to meet government's socio-economic objectives will determine which bases are identified for civilian re-use..."

"A primary focus of the conversions will be the mesh with government's spatial development initiative (SDI), which is aimed at attracting foreign investment and promoting socio-economic objectives".

Towards a National Defence Conversion Policy Framework...

The closing down and re-use of bases will have to be positioned within the broader context of South Africa's national defence conversion strategy. This means that the closure of facilities is part and parcel of a total conversion strategy which includes the conversion of other aspects as well, such as human resources, inventories and armament.



According to the Bonn International Center for Conversion (1996) the term conversion is a contested concept. Some would rather not use the word at all, while others claim that conversion is impossible to achieve in practice. Taken from all the international definitions of the conversion concept and the confusion that exists with explaining the concept of "disarmament", the South African Departments of Defence and Public Works (DPW) explanation of "conversion" is simply put as: **the non-military re-use of redundant military facilities.**

Deriving National Benefits from Base Conversion...

- Base Conversion facilitates the transition of land use from military to alternative uses and tenure.
- Base Conversion provides for cross-sectoral partnerships founded on consultative and iterative processes amongst the relevant stakeholders at the levels of central government such as the Department of Public Works, also regional and local governments as well as other interested and affected parties (e.g. Department of Correctional Services, private sector, neighboring communities, etc.).
- Base Conversion addresses socio-economic imbalances which occur at local level as a result of the transition of tenure during the process of closure of military installations and the emigration of military personnel from an economically functional community.
- International experience tells us that, amongst other things, the number of jobs that could be created is one of the key benefits.
- Base Conversion could attract local and international investment.
- Base Conversion could be responsible for the active restoration of the natural environment.
- Valuable state assets could purposefully be re-introduced to South African Society.

Towards an Inter-departmental Policy Framework...



The Department of Public Works is responsible for providing and administering facilities on behalf of other government departments. This entails acquisition, leasing, administration and disposal of all State Land in South Africa. State Land that is surplus to the requirements of government departments is handed back to the Department of Public Works.

An agreement influencing departmental facilities disposal processes was signed in May 1997 between the Departments of Land Affairs & Public Works. This agreement gives effect to the establishment of Provincial State Land Disposal Committees that in turn will give high priority to Land Reform initiatives when determining both the purpose and method of disposing of superfluous state land. The DOD will also serve on these Committees and present base conversion projects to it.

The DOD in co-operation with the Department of Public Works submitted proposals to the South African Cabinet for dealing with the closure and re-use of redundant military bases (Defence Review, 1998). The Departments of Defence & Public



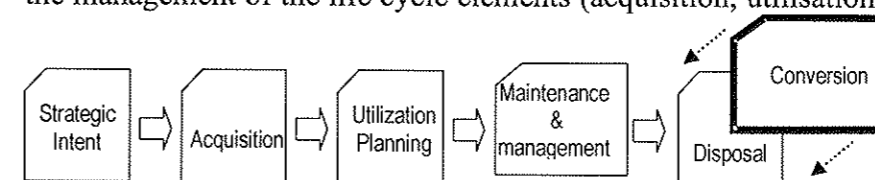
Works presented a Base Conversion Memorandum in October 1997 to Cabinet on the process that should be followed when military facilities become redundant. The goal of this memorandum was to start formalising the approach of these two departments concerning the issue of redundant DOD land. The essence of this memorandum was also presented in Nov'97 to the Portfolio Committees on Defence and Public Works. It envisaged a generic approach that will be taken forward through interdepartmental committees which will:

- Analyse the Defence Force's property holdings and utilisation and align these to the DOD's strategic direction and rationalisation imperatives. This will be executed within the ambit of the line function of the Department of Defence and the oversight function of parliamentary committees.
- Develop a strategic plan that will locate military base conversion within micro and macro economic development and other policies of government.
- Contextualise base reuse within the broader context of defence downsizing and the transformation of South African society.
- Assess the existing resources, opportunities and constraints presented by individual or collective properties.
- Collect and collate baseline data relating to each property's reuse abilities and time frames.
- Compile feasibility studies pertaining to various potential uses and users.
- Provide a real estate and general marketing service for base reuse.
- Act as a focal point for facilitating all stakeholders interested in and affected by base closure and reuse.
- Monitor and evaluate base reuse.

Base Conversion is a Facilities Management Function...

First and foremost, the need for logisticians to establish and maintain a partnership with their military clients cannot be over emphasized. The transformation of SA's Defence Department (1998/99) tells us that facilities management (FM) is a joint logistical service that is provided to the clients within the DOD, and that non-core activities such as facilities management should relate to:

- the management of the life cycle elements (acquisition, utilisation planning, maintenance, disposal & conversion) of buildings, land and the natural environment in an integrated way so as to promote the success of the



in an integrated way so as to promote the success of the

- core processes of the Department of Defence, and
- the management of the impact of the Department of Defence's activities on the environment in which they are carried out.

FM serves two main clients, those involved with the "provision of combat-ready forces"; and those involved with "employing these combat-ready forces".

FM, amongst other things, would be responsible for the continuous management and maintenance of a training area, which in turn has the result that military training exercises could be regularly conducted on it. Inevitably this training would enable the employment of combat-ready military forces in a wartime situation which in turn, enables the Department's defence capability. As soon as a military facility becomes redundant to these core business activities; *closure* and *conversion* become services that are applied by the DOD's facilities managers.

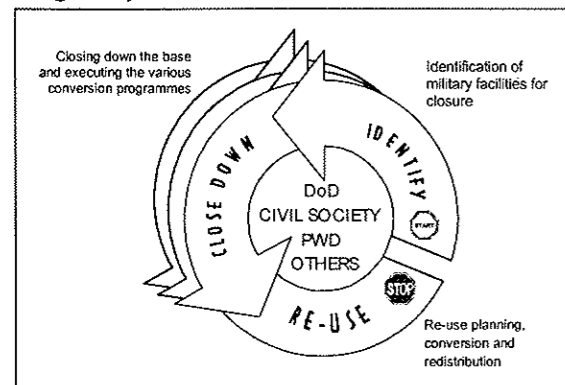


To operate effectively and efficiently, the Department relies on the facility managers to provide the more mundane, albeit essential and important, aspects of managing the life cycle elements of the built and natural environment. Amongst all the other facility related activities that have to be done, the closing down of a base also becomes one of the specific responsibilities of a **facilities manager** within the department.

This facilities manager, in collaboration with other stakeholders such as the Department of Public Works, will make a **conscious decision** on whether the base has the potential for re-use. In partnership with the Department of Public Work's representative the facility manager will determine whether a given site is simply a closure or should be converted.

What is Base Conversion ?...

Increasingly, the distinction between the public and private sectors will be blurred to citizens, as both sectors work together on projects that deliver a single output, for instance: In some cases, the redundant military facility does have the potential to be converted into an alternative use to which it originally had... it could be that a redundant air force base could be converted into a civilian airport; a redundant army base into a housing project; redundant sleeping quarters into a hostel; a redundant training area into a conservation area; etc.



One of South Africa's greatest challenges will come from matching civil demand for facilities with the expected future supply of redundant facilities from government and other large organisations. This challenge falls squarely within the responsibilities of the Departments of Defence and Public Works.

The term "**Base Conversion**" covers the full spectrum of activities from the **identification of military facilities for closure** (what Bases to keep or close?); **closure phase** (moving people, equipment and mission from the closing base); and the **re-use phase** (making property available for economic development).

Needless to say, the ability to introduce non-military re-use of redundant military facilities is the yardstick by which a successful conversion will be measured. Military facilities are national assets and Defence will do what it can to re-introduce redundant facilities within the South African Society.

Although the South African Department of Defence is not responsible for the economic redevelopment of closed installations, the reuse phase will be included in the Document because the military has a role to play in the early planning phases of the redevelopment. This project will jointly develop, review, and evaluate base closure strategies to determine a set of principles.

International Examples of Successful Conversions...

The US Department of Defense



- At **Fort Devens** almost 2,800 new jobs have been created to date. The Gillette Co. has constructed a R90 million warehouse and distribution center and is building a R250 million manufacturing plant on an adjacent site. The Boston & Maine Railroad currently leases 10,000 m² as part of an intermodal transportation facility.
- At the former **Pease AFB** the Pease International Tradeport has produced more than 1,280 new jobs. The Pease Development Authority has executed 64 leases resulting in occupancy of more than 9,3 hectares of office and industrial space - 2,5 hectares of which is new construction costing R460 million. At Pease you can get a passport, have tools made, drive a two wheel all terrain vehicle, or drink a freshly brewed Redhook Ale.
- Charleston Naval Base** is host to such diverse organizations as Charleston Marine Manufacturing Corp., Charleston Shipbuilding Inc., the U.S. Postal Service, NOAA, the State Department, and the INS Border Patrol. Combined, some 32 tenants and subtenants have created more than 2,400 new jobs, with five year employment projected estimated at 8,750. Charleston has come a long way in the past couple of years.
- At the **Naval Air Station and Naval Aviation Depot in Alameda, CA** 21 interim leases and licenses have resulted in 1,375 jobs. An additional 25 leases and licenses representing another 1,000 jobs are under negotiation.
- The new civilian airport at the former **Mather AFB**, surpassed its initial estimates of activity during the first 16 months of operations. Currently the former base hosts 45 tenants, 17 of which are private companies, resulting in more than 1,270 new jobs.

- At **Norton Air Force Base** the Inland Valley Development Agency and the San Bernadino International Airport Authority, working together, have attracted tenants with more than 2,290 employees.
- Now known as the Williams Gateway Airport, the former **Williams AFB** has quickly emerged as an international aviation and aerospace center with more than 20 companies engaged in aircraft maintenance and modification, avionics, flight training, and air cargo operations. In addition, Williams Campus has been established as an education, training, and research facility by a consortium of local institutions including Arizona State University. Over time, the Williams Gateway Airport and Williams Campus are projected to employ 17,000 and serve more than 20,000 students.

South African Examples of Successful Base Conversions...

- Air Force Base Pietersburg was **totally** converted.

Now known as the *Gateway International Airport*, the former **Pietersburg Air Force Base** has quickly emerged as an international export and import center that trades with other Southern African countries.



Some peripheral activities such as a modern fresh produce market, international taxidermy operation, copper works, shops and travel agencies have already been established.

- Air Force Base Hoedspruit was **partially** converted.

It is now hosting an operator known as Eastgate, which uses the facilities at the base as platform for its tourism related flight activities.

It is a good example of a *Public / Private Partnership* where the main role players are Defence, Public Works and the Private Sector.

Best Practices in Successful Conversions...



Despite the diverse experience from 13 countries (Estonia, Finland, Germany, Greece, Hungary, Latvia, Lithuania, Poland, Russia, Sweden, the Ukraine, the United Kingdom, and the United States), some general conclusions on base conversion could be drawn by the Bonn International Center for Conversion (BICC) :

- Military base redevelopment is as much a question of **ideas** as of **funding**. Ideas for viable alternatives need to be redeveloped and funding in public-private partnership proved to be the most promising road to success. The long-term success of a project however rests in the careful integration of regional structures and programmes.
- Military base redevelopment is a global challenge that requires **international cooperation**. The clear success of limited cooperation programs in the United States and the European Union point to a well-defined constituency that could benefit from cooperation worldwide. Networks can be modest and informal.
- The core set of problems and objectives in base redevelopment are **largely the same throughout the world**. Communities want to attract investment and jobs, compensate for lost income, improve their population's standard of living, and provide a safe, sustainable future for their citizens. In doing so, communities need to develop business plans for former military structures based on their comparative advantages, build consensus on different development priorities, effectively market themselves to the outside world, work with their national government to create an environment conducive to success, and promote patience-the redevelopment of sites does not happen overnight.
- The **government can play a decisive role** in offering the right incentives for communities to initiate redevelopment. Communities can learn about national and state-level assistance programs in other countries and encourage the application of principles from the best programs in their own country.
- High concentration of closed bases in economically weak areas, especially concerning large, hard to redevelop sites like air bases, can quickly exceed market demand. Without some program to **manage these projects regionally**, the inter-site competition of investment could doom all to slow starvation.
- **Remediation** of all but the most serious environmental hazards **must be linked to economic development**. Even rich governments cannot afford to clean all of the contaminated military sites that exist in their country. These problems are even more severe in the cash-strapped governments of Central and Eastern Europe. Priorities for clean-up must be established. Contaminated sites could be divided into three sets.

1. The first set includes the sites that pose such a danger to human health that governments must act immediately to clean them.
2. The second set includes sites with such high economic potential that the **environmental clean-up will quickly pay for itself**, through economic growth on the site.
3. The third group consists of sites not dangerous or economically valuable enough to fit in either of the first two groups. The long-term goal, of course, is to nibble off either side of the latter as projects are completed and eventually eliminate the group completely.

Redevelopment must be **directed locally**. Unless the community supports the redevelopment plan, it is doomed to fail. Since efforts orchestrated by the federal government from the capital or even requirements for nationally approved reuse plans lead almost inevitably to failure, local officials worldwide agree that the emphasis has to be on local decision-making with regional and central government assistance.

Who will use the Document ?

This Document has been prepared to help "base converters" execute their **facilities management** function and to help DOD personnel understand how their individual efforts directly contribute to the overall conversion process.

It is also intended to help explain roles and responsibilities to others both within and outside the DOD, including State, local and private conversion planning stakeholders and the public, especially those in interested and affected communities. Many individuals and organizations must work together in an organized fashion to bring about the conversion of a single military base... **hence the need for a single document that explains the total conversion process as understood by the DOD and DPW.**

The document will in future also be used by the **RFIM's** or Regional Facilities Interface Managers in their capacity as project managers for the different base conversions expected from 1999 onwards. The RFIM concept originated from a defence transformation exercise that was held during 1998.

In the DOD's endeavour to become more responsive to its clients (the "sharp-end" side), it was decided that the facilities management (FM) function should co-locate with, or be as close as sensibly feasible to, its customers. The RFIM's core activity, which will be FM, has the result that he/she will be responsible to manage base conversions within their area of responsibility.

Many lessons have been learned about the process. These local and international lessons have been incorporated into this Document and the process it describes.

The format and content of this document are based on a **Base Conversion Process Map** (see Page 19), which was developed to:

- Provide Document users with an awareness and visual representation of the entirety and complexity of the base conversion process.
- Provide a management tool and academic approach to achieving a coherent base conversion approach.
- Achieve more responsive and effective process execution through early identification of potential process execution roadblocks so that strategies for overcoming them can be developed and implemented.
- Define the roles and responsibilities of conversion team members, and help them understand how their roles interrelate.

- Help other conversion planning and execution organizations understand the DOD's approach to base conversion, so that they can contribute to its success.
- Establish a baseline from which to develop and implement continuous process improvement.

THIS DOCUMENT IS INTENDED TO BE USED AS A GUIDE. The conversion process it describes should not be viewed as rigid; rather, it should be used as a flexible management tool that can be applied to the specific situations that must be addressed by the conversion teams at each base.

THERE ARE NUMEROUS PATHWAYS THAT CAN BE TAKEN TO ACHIEVE SUCCESSFUL BASE CONVERSION, as long as all legal requirements are met. The "ideal" process contained in this Document (as depicted on page 24) should be used as a starting point. Apart from identifying each base conversion **activity**, it also illustrates where **inputs** need to come from, where **outputs** go, what **mechanisms** could be used, and what **controls** on each activity are present.

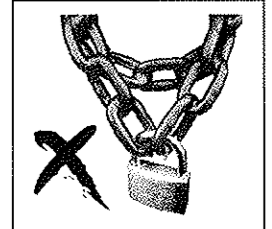
An overall basic understanding of both the integrated process relationships and flow will help everyone who must execute the process become more efficient in the performance of their individual tasks. For each of the processes described in this Document, there is a prescribed sequence of major steps (many of which are non-discretionary) that must occur (and be documented) prior to the base being handed back to the Department of Public Works.

DOCUMENT USERS SHOULD NOTE THAT IT IS HIGHLY UNLIKELY THAT ANY BASE WILL EVER GO THROUGH THE PROCESS EXACTLY AS SHOWN. The processes and subprocesses described in this Document are generic by nature and have been designed to be adaptable to base-specific situations.

Defining the DOD's Conceptual Understanding of Base Conversion...

In some cases within the foreseeable future, it will be the Department of Defence's aim to **assist** the Government (especially through the DPW) in the *conversion* of military bases that have been identified as either partially or totally redundant. The *conversion* of such military bases implies that **Defence takes a step further** than was traditionally the case when it approached the *closing down* of bases in the past. This additional step has to do with closing down a facility in such a way so as to create a conducive environment in which PWD can successfully manage the conclusion of the process whereby a redundant facility is converted.

In other words, DOD conversion of bases should be much more than just "locking the gate" and "lowering the flag" at a redundant military base...



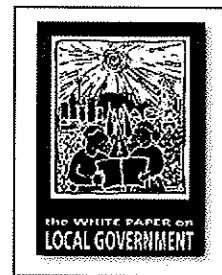
Conversion, as understood by Defence and Public Works, implies a dedicated and multi-disciplinary process where facilities i.e. land, buildings and the natural environment, are directed from what was a specific military use associated with that facility to an alternative re-use of the same facility.



The SA Departments of Defence and Public Works could save millions by closing these bases, and then the public/private sector will spend millions on them over many years before they are ready for civilian use.

Some may involve only environmental cleanup work, to remove or passivate the residues of fuels and chemicals, some of them toxic or hazardous, that remain in tanks and containers, or that have contaminated the land or subsoil. Many will require the environmental cleanup, but also will have substantial re-development value, which will trigger huge public and private expenditures on infrastructure, housing, commercial, industrial, and recreational projects.

This of course translates into myriad opportunities for consulting engineering or townplanning firms, manufacturers of components used in public works and private sector undertakings, and the construction firms that will put everything in place.

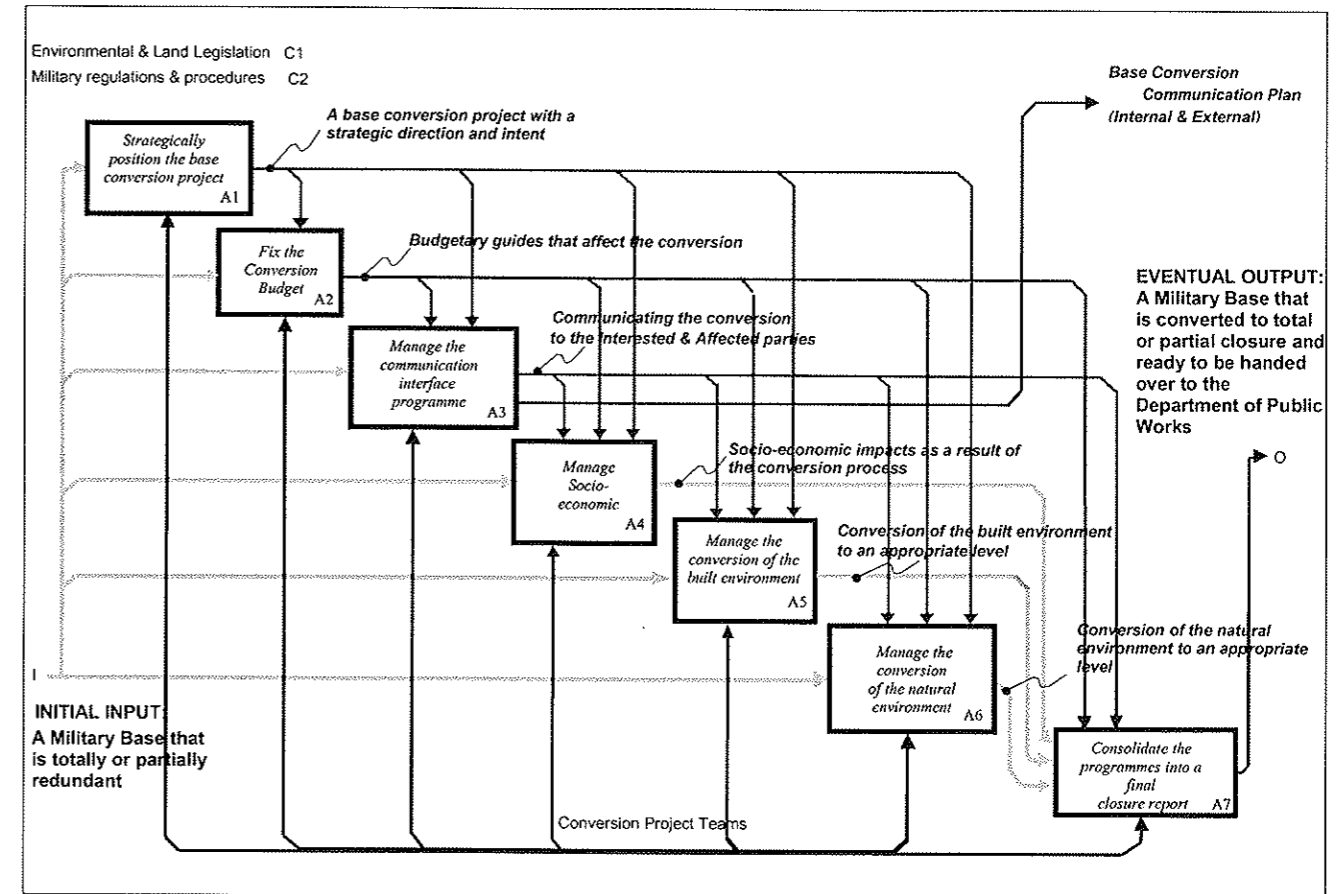


The newly published (1998) White Paper on Local Government sets out the visionary developmental role of future local governments and enforces the viewpoint that the local authorities affected by base conversion will face major challenges. International experience shows that the most successful base conversions are locally driven, but the government can assist local leaders by creating an environment conducive to redevelopment. Such a positive role may include a streamlined land disposal process, rapid and effective environmental clean-up.

As governments explore different relationships with the private sector, coherent conversion approaches will become more widely used. Over time, the public and private sectors will develop a greater understanding that each other has different and complementary skills, experience and resources to contribute. With this understanding, an environment of greater mutual interdependence and partnership will be created.

Primary Activities in Base Conversion...

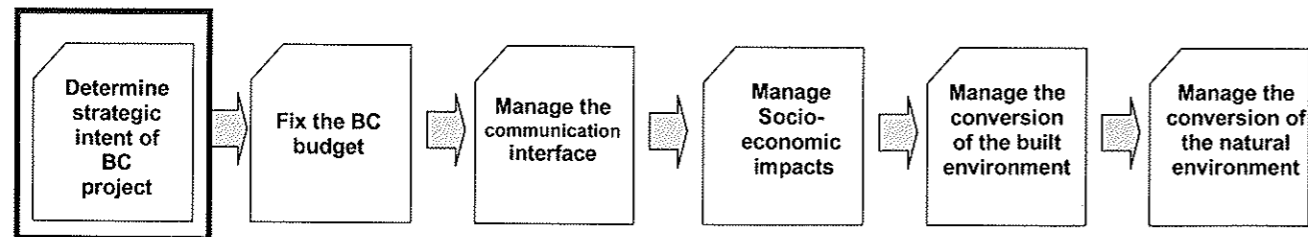
A series of interrelated conversion activities will consciously be initiated and executed in part, or totally, by either the DOD or DPW in their capacity as stakeholders in the conversion process. These primary groups of activities are graphically displayed and explained below:



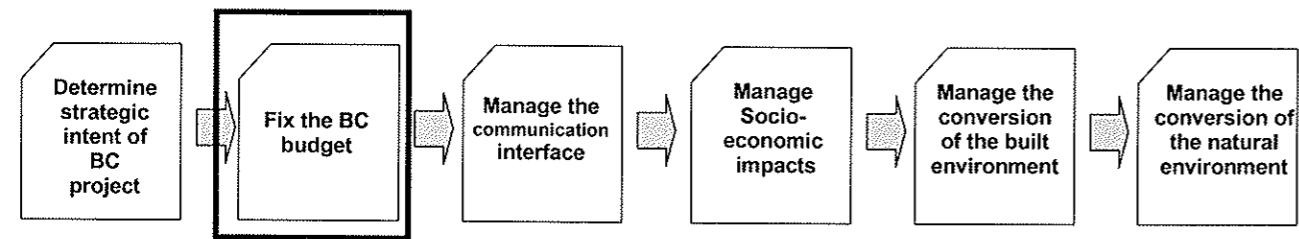
This process map describes the first-level processes that could typically be associated with the closure phase. Some of the programs, especially "A3" - "A5", will extend into the re-use phase as well so as to promote a seamless approach.

A significant aspect that has to be pointed out is the output that is generated by the budgeting process (A2) - these budgetary guides serve as control elements for all the other conversion programmes and would regulate spending and provide financial controls.

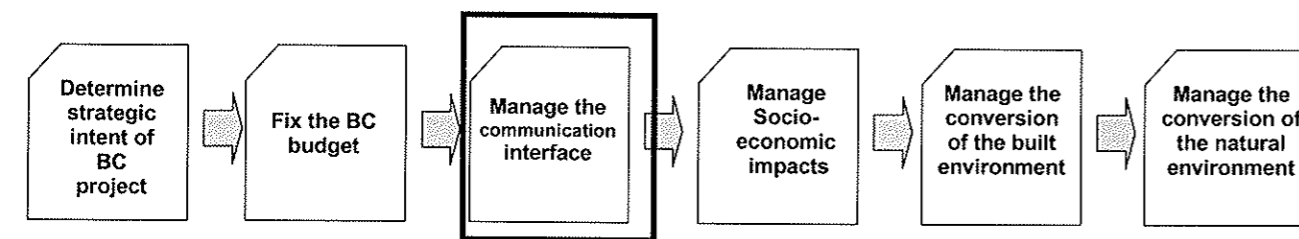
The specific programmes (A1 to A6) are explained in more detail in the ensuing paragraphs.



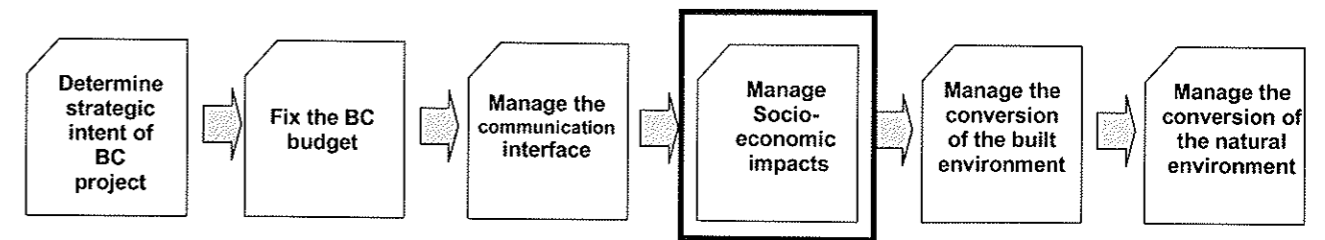
Consciously position the base conversion project on a strategic level within Government as a type of Public Private Partnership. The core of the *Public* partnership will be between Defence and Public Works and these departments will jointly develop this activity. Negotiations regarding the transfer of "caretaker-status" of the facility as it gradually changes from military to civilian use should also be purposefully addressed as part of this programme.



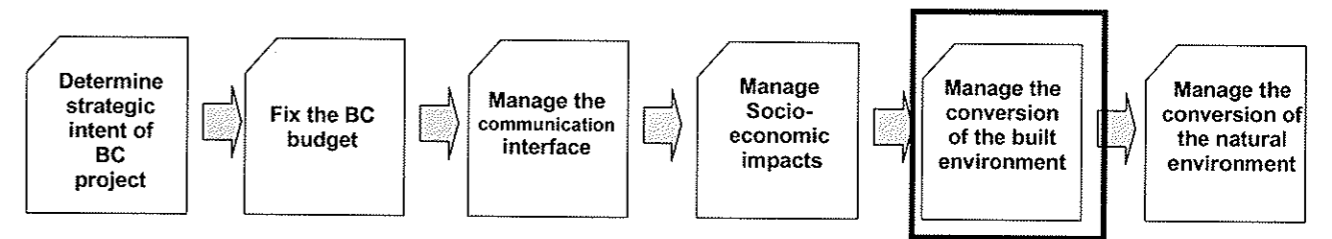
Fix the **base conversion budget**. The funding of the environmental conversion programme will constitute a major portion of such a budget. The development of this activity is lodged between Defence and Public Works and these departments should jointly take responsibility. International base conversions have proved that military base redevelopment is as much a question of ideas as **funding**. Ideas for viable alternatives need to be developed and funding in a public-private partnership proved to be the most promising road to success.



Manage the **base conversion communication interface** whereby stakeholders and interested parties are given the opportunity to get involved in the initial stages of the conversion project. The development of this activity is lodged between Defence and Public Works and these departments should jointly take responsibility to communicate conversion issues up to a level that ensures transparency and participation.

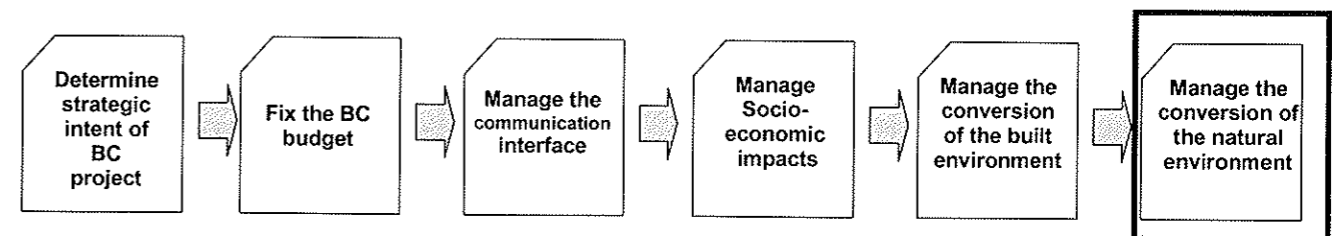


An analysis of how the **socio-economic** and demographic inputs and outputs of base conversion will interact with the community and with military personnel to cause social change or affect people. The development of this activity is lodged between Defence and Public Works. These departments should jointly take responsibility to plan and manage this programme in such a manner that is socially and economically most viable for all persons involved.



Manage the **conversion of the built environment** to such a level that it is conducive to the re-use of the facilities. The development of this activity is lodged between Defence and Public Works and these departments should jointly take responsibility to convert property and buildings up to a level that is conducive for civilian re-use. Deciding the future utilisation of furniture, appliances, etc. is part and parcel of this conversion programme.

As part of the built environment, the **support services** conversion sub-programme should also be managed, i.e. maintaining or aborting bulk service contracts (electricity, water, sewerage), medical services, infrastructure, other facilities contracts, up to a level that is conducive for civilian re-use.



Managing the **conversion of the natural environment** to such a level that it is conducive and safe to re-use the natural environment. The development of this activity is primarily lodged with Defence and it should take responsibility to convert the natural environment up to a level that is conducive for civilian re-use.

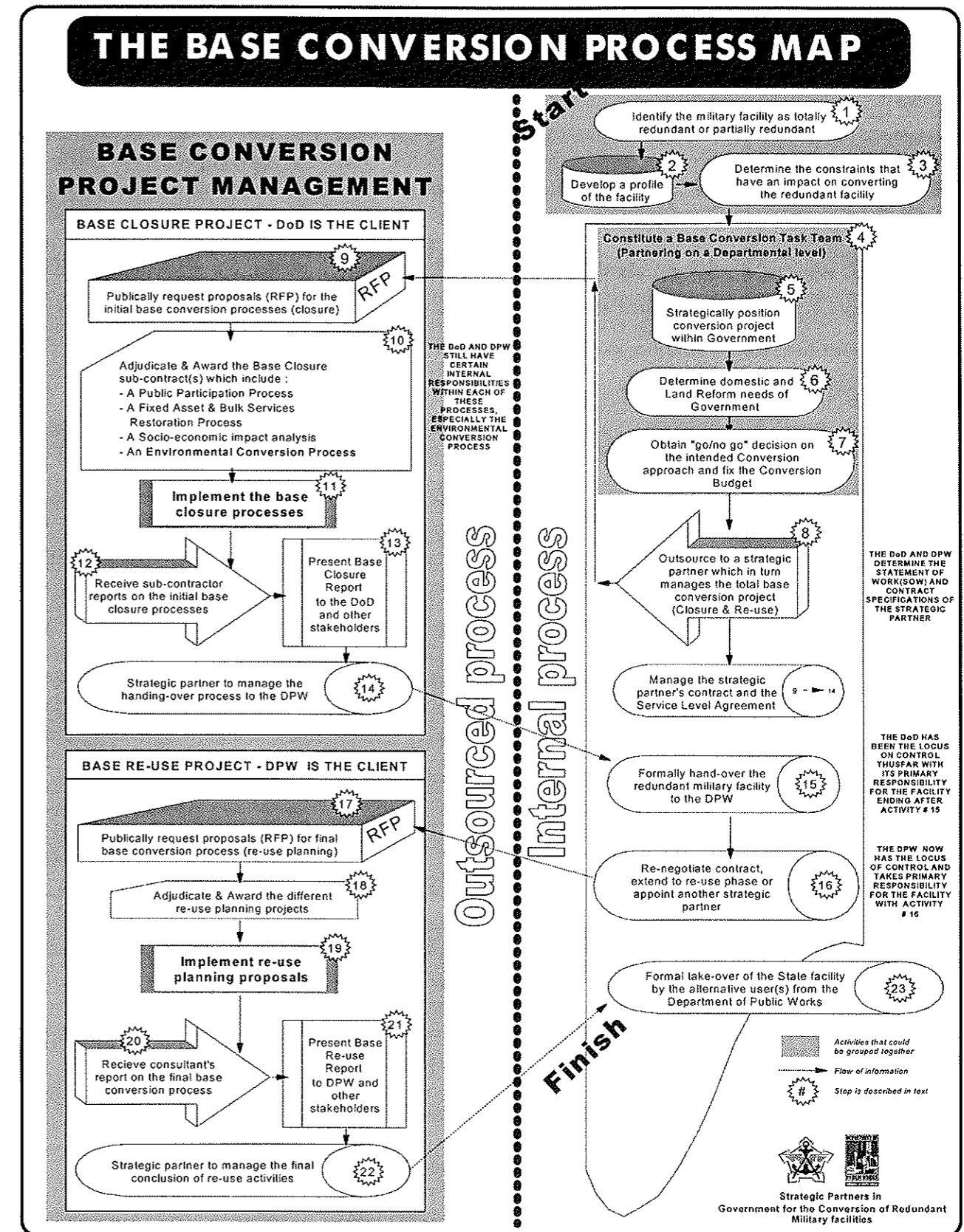
Specific Activities in Base Conversion...

General design principles

- A process was designed that is **transparent** to all its stakeholders.
- A **logical sequence of events with definite deliverables** after each activity is completed.
- Base Conversion will be driven on a **project management approach**. This implies that *conversion* is seen as a combination of limited human and other resources drawn together by a sequence of activities within a temporary organisation to achieve a uniquely specified goal. There are two distinct phases in managing the project.
 - The first phase has to do with forming a concept of what is to be achieved with the conversion, as well as developing a plan to achieve this goal. This will be done internally at the Departments of Defence and Public Works.
 - The second phase has to do with taking the necessary steps to achieve the conversion objectives, as well as completing, or closing out, the project. This aspect will be outsourced and only managed by the Departments of Defence and Public Works.
- Due to a lack of resources (skills & funds) in both the DOD and Public Works, the principle of **outsourcing** should be applied. The facilities management market is shifting towards identifying a clear need to outsource; but, **not** to several service providers. This is because contract management takes time and experience. It takes resources. And it detracts from the core business at hand. Quite simply, nothing is gained. The idea should be promoted that **outsourcing is not only a cost decision but also a strategic management decision** that has serious control implications for management. This also holds true when considering outsourcing different aspects of base conversion.

International best practices dictates that a single management consulting company should be chosen to strategically apply facilities management processes, independent of those who actually deliver the services, i.e. a strategic partner, with a clear understanding of the organisation's culture, aspirations and requirements should manage the conversion journey on behalf of the DOD and the DPW.

Equipped with the resources, including advanced management systems, to effectively manage every aspect of base conversion, a service provider can close down and convert facilities and effectively monitor sub-contracts, driving costs down and quality upwards. Perhaps most enticingly of all, they can liberate the DOD and Public Works and its resources to get on with the job at hand. It could be argued that this aspect is one of the main business benefits when embarking on outsourcing.



Step 1 : "Identify the military facility as totally redundant or partially redundant"

• Background to this activity

Decisions that are made in the future capabilities of the sharp-end side of the Department of Defence have a direct influence on the facilities portfolio. Decisions to extend certain sharp-end capabilities usually have the effect that the facilities portfolio will be enlarged; decisions to scale down or terminate certain sharp-end capabilities, usually have the effect that the facilities portfolio will be reduced. The reduction in the facilities portfolio is then actually achieved by default, because as soon as a military capability is scaled down or terminated, its associated facilities usually also become either totally, or partially redundant.

• What should the results be after completion of Step 1 ?

A submission to the Plenary Defence Staff Council will enable it to decide that a military facility (any parcel of land, building, natural area) is either totally or partially redundant to the future needs of the Department of Defence.

• Who is responsible to obtain the results of Step 1 ?

- The redundancy of the facility will be confirmed during the monthly meeting of the Logistics Staff Council (LSC). Submission to this meeting is prepared by Logistics Support Formation (Section Facilities Management Support) after receiving the necessary inputs from the relevant Services.
- The confirmation made by the Logistics Staff Council in terms of the facility's redundancy is presented to the Secretary for Defence for approval by the Minister of Defence.

Step 2 : "Develop a profile of the facility"

• Background to this activity

In some cases, the redundant military facility does have the potential to be converted into an alternative use to which it originally had. It could be that a redundant air force base could be converted into a civilian airport; a redundant army base into a housing project; redundant sleeping quarters into a hostel; a redundant training area into a conservation area; etc.

In order to conceptualise such possibilities it is essential that an information profile of the facility be compiled. This profile should contain spatial and non-spatial information.

What should the results be after completion of Step 2 ?

- The minimum requirements for the spatial information are :
 - an aerial photograph of the redundant facility,
 - a map (appropriate scale) showing cadastral boundaries,

- a map showing the "building footprint" of the facility, and
- a map showing bulk services (water, electrical, sewerage, roads, etc)

- The minimum requirements for the non-spatial information are :
 - a list containing relevant land parcel information,
 - any title deed restrictions,
 - an inventory of what the facilities were used for (past & present), and
 - a list containing relevant building information.

Who is responsible to obtain the results of Step 2 ?

This profile should be prepared by Logistics Support Formation (Section Facilities Management Support) and should contain the relevant spatial and non-spatial information about the redundant facility in a standard proforma.

Step 3 : "Determine the constraints that have an impact on converting the redundant facility"

• Background to this activity

The initial profile that was made in Step 2 should now be critically assessed by scoping the results of military activities and their influence.

• What should the results be after completion of Step 3 ?

An initial assessment of the major constraints that have an impact on conversion. These should be classified into generic constraints and project-specific constraints.

• Who is responsible to obtain the results of Step 3 ?

The Head Offices at both the Department of Defence and the Department of Public Works will be expected to initiate this activity.

- Department of Defence : Logistics Support Formation - Staff Officer Special Projects (Base Conversion).
- Department of Public Works : Head Office (Chief Directorate State Property Holdings & Asset Management) - Deputy Director Military Base Conversion.

Step 4 : "Constitute a Base Conversion Task Team"

• Background to this activity

Seeing that the conversion of redundant military facilities will in future be approached on a project management basis, it will have the task team as one of its main enabling mechanisms to direct and

manage the conversion. This task team will have two structures; members will either serve in the *core*, or in the *periphery* of the team.

- **What should the results be after completion of Step 4 ?**

- Core membership should be determined within existing Government structures. The Departments of Public Works and Defence will certainly be represented here. Other members, depending on the type of intended conversion, could come from other National Departments (Trade & Industry, Housing, etc) or Provincial and Local Government.
- Peripheral membership should be determined from outside Government. Examples of such members could include NGO's, affected communities, private individuals, para-statal, etc.
- With the appointment of a Base Conversion Task Team, sub-task teams must be appointed e.g. Public Participation (PPP), Fixed Asset & Bulk Services and an Environmental Conversion Team.

Who is responsible to obtain the results of Step 4 ?

- The core membership of the Task Team should be jointly be determined by Defence's Logistic Support Formation and Public Work's Chief Directorate Client Services.
- The core members of the Task Team should determine the peripheral membership of the Task Team.

Step 5 : "Strategically position the conversion project within Government"

- **Background to this activity**

The closing down and re-use of bases will have to be positioned within the broader content of South Africa's national conversion strategy. This means that the closure of facilities is part and parcel of a total conversion strategy that includes the conversion of other aspects as well, such as human resources, inventories and armament.

Base Conversion experiences gained and researched from the international arena shows that the strategic intent of the proposed conversion project should be determined at a national or provincial level. This will ensure that the project could meet national or provincial development priorities whilst also attracting a higher degree of acceptance from developmental stakeholders. Assessing the conversion potential internally and from Governments point of view would ensure that national or provincial development priorities could be met.

It would also have the effect that any redevelopment would fit into existing development guidelines. Measuring it against the various types of existing and future development plans or initiatives that could influence it, is a logical place to start. It would also be a sound practice to start with the highest order planning documents such as Spatial Development Initiatives (SDI's)

and then work your way down. The higher order authorities within central or provincial Government usually initiate these planning documents.

- **What should the results be after completion of Step 5 ?**

The key result is a conceptual assessment by the Task Team in terms of the inherent redevelopment potential of the redundant facility. There are two approaches in doing this:

- The potential for conversion should be considered internally, which will reflect Government's point of view.
- The potential for conversion should be considered externally by the development market and reflect the Private Sector's point of view.

Both approaches have obvious advantages and should therefore be applied at the same time. This could have the effect that Government objectives are met whilst also attracting private investment from the Private Sector, which will prove instrumental for a successful base conversion.

- **Who is responsible to obtain the results of Step 5 ?**

The Head Offices at both the Department of Defence and the Department of Public Works will be expected to initiate this activity.

- Department of Defence : Logistics Support Formation - Staff Officer Special Projects (Base Conversion).
- Defence's Policy and Planning Division (Directorate Material Resources).
- Department of Public Works : Head Office (Chief Directorate State Property Holdings & Asset Management) - Deputy Director Military Base Conversion.

Step 6 : "Determine domestic and Land reform needs of Government"

- **Background to this activity**

The current process, as executed by DPW, can loosely be described as follows... once the Department has indicated that certain facilities are redundant and can be disposed of, it is then actually handed back to the Public Works Department in their capacity as "owners". This Department in turn determines if such land could serve for state domestic purposes. National-level Government needs to own certain land for domestic purposes in order to fulfill its respective functions, e.g. defence, health, housing, infrastructure, etc. Land that is superfluous to the domestic needs of the state will then be disposed of for development purposes of which *land reform projects* will certainly enjoy the highest priority.

Once this process is completed within Government, and there are no interested parties within the governmental sphere, only then will the private sector be invited to acquire the redundant facilities. This process is typically done through public tender where the proposed client/buyer has to present

their interest in the facility through a set of public tender procedures that has as its main aim to enhance the transparency of the facility transaction.

- **What should the results be after completion of Step 6 ?**

- The Task Team should carefully balance the results of Step 5 where the inherent development potential of the redundant facility was assessed, against the domestic requirements of the State.
- An assessment of the extent to which Government has a need for the redundant facilities is a necessary result of this activity.

- **Who is responsible to obtain the results of Step 6 ?**

The Head Office of the Department of Public Works will be expected to initiate this activity.

- Department of Public Works : Head Office (Chief Directorate Investment Analysis & Professional Services) - Director of Investment Analysis.

Step 7 : "Obtain go/no-go decision on the intended Conversion approach and fix the Conversion Budget"

- **Background to this activity**

Once the Base Conversion Project has been strategically aligned within Government and its constraints are visible, a "go/no-go" decision will have to be made by top level management to continue or not with the intended conversion.

This decision will largely be based on budgetary constraints associated with the specific conversion. Innovative means of arranging international and national partnerships between the Public and Private Sectors could effectively be used to finance such a Project.

- **What should the results be after completion of Step 7 ?**

The key result is a project specific Base Conversion Budget on which the "go/no-go" decision could be based.

- **Who is responsible to obtain the results of Step 7 ?**

The Head Offices at both the Department of Defence and the Department of Public Works will be expected to initiate this activity.

- Defence's Policy and Planning Division (Directorate Material Resources).
- Department of Defence : Logistics Support Formation - Staff Officer Special Projects (Base Conversion).
- Department of Public Works : Head Office (Chief Directorate State Property Holdings & Asset Management) - Deputy Director Military Base Conversion.

Step 8 : "Outsource to a strategic partner which in turn manages the total conversion project (Closure & Re-use)"

- **Background to this activity**

The international arena shows that the market in facilities management is shifting towards identifying a clear need to outsource but not to several service providers. This is because contract management takes time and experience. It takes resources. And it detracts from the business at hand. The idea should be promoted that outsourcing is not only a cost decision but also a strategic organisational decision that has serious control implications for management.

- **What should the results be after completion of Step 8 ?**

The key result is the appointment of a strategic partner that manages the total conversion project. This consultancy will support and manage the journey by which redundant military facilities are directed from what was a specific use associated with that facility, to an alternative re-use of the same facility.

- **Who is responsible to obtain the results of Step 8 ?**

The Head Offices at both the Department of Defence and the Department of Public Works will be expected to initiate this activity.

- Defence's Policy and Planning Division (Directorate Material Resources).
- Department of Defence : Logistics Division (Directorate Facilities) - Staff Officer Special Projects (Base Conversion).
- Department of Public Works : Head Office (Chief Directorate State Property Holdings & Asset Management) - Deputy Director Military Base Conversion.

- **Additional remarks**

The drawing up of the *statement of work* document (SOW) and the formulation of the tender specifications is perhaps the single most important intellectual expertise in the whole process. It demands a very carefully constructed document that clearly explains :

- Reporting lines
- Financial arrangements
- Deliverables
- Time-frames
- Remedial actions
- Dispute resolution
- Performance agreements
- Non-performance mechanisms.

Step 9 : "Publicly request proposals for the initial base conversion processes (closure)"

Background to this activity

This is the first activity of the actual closure phase. The appointed consultancy identified in Step 8 manages a series of processes that has to do with closing down the military facility. There are however certain internal processes that remain within the DOD (see page 27 for the Environmental Conversion process).

What should the results be after completion of Step 9 ?

The key result is to visibly communicate and regulate the intended closure of the redundant facility. This RFP – phase ensures transparency and allows opportunities for different work packages. There are however internal processes, especially within environmental conversion, where the DOD will take responsibility.

Who is responsible to obtain the results of Step 9 ?

The Head Offices at both the Department of Defence and the Department of Public Works will be expected to initiate this activity.

- Defence's Policy and Planning Division (Directorate Material Resources).
- Department of Defence : Logistics Support Formation - Staff Officer Special Projects (Base Conversion).
- Department of Public Works : Head Office (Chief Directorate State Property Holdings & Asset Management) - Deputy Director Military Base Conversion.

Step 10 : "Adjudicate & Award the Base Closure Sub-contract(s)"

Background to this activity

In Step 4 a Base Conversion Task team was constituted. This partnering on a departmental level, as well as the appointed strategic partner in Step 8, will be responsible to adjudicate and award the different closure contracts. Adjudication should be done by considering, amongst other things, the following:

- ❑ Opportunities should be provided for black economic empowerment, with focus on local entrepreneurs and those in the surrounding area who have been disadvantaged in the past.
- ❑ The professional team involved with the closure activities.

What should the results be after completion of Step 10 ?

Contracts should be awarded for a :

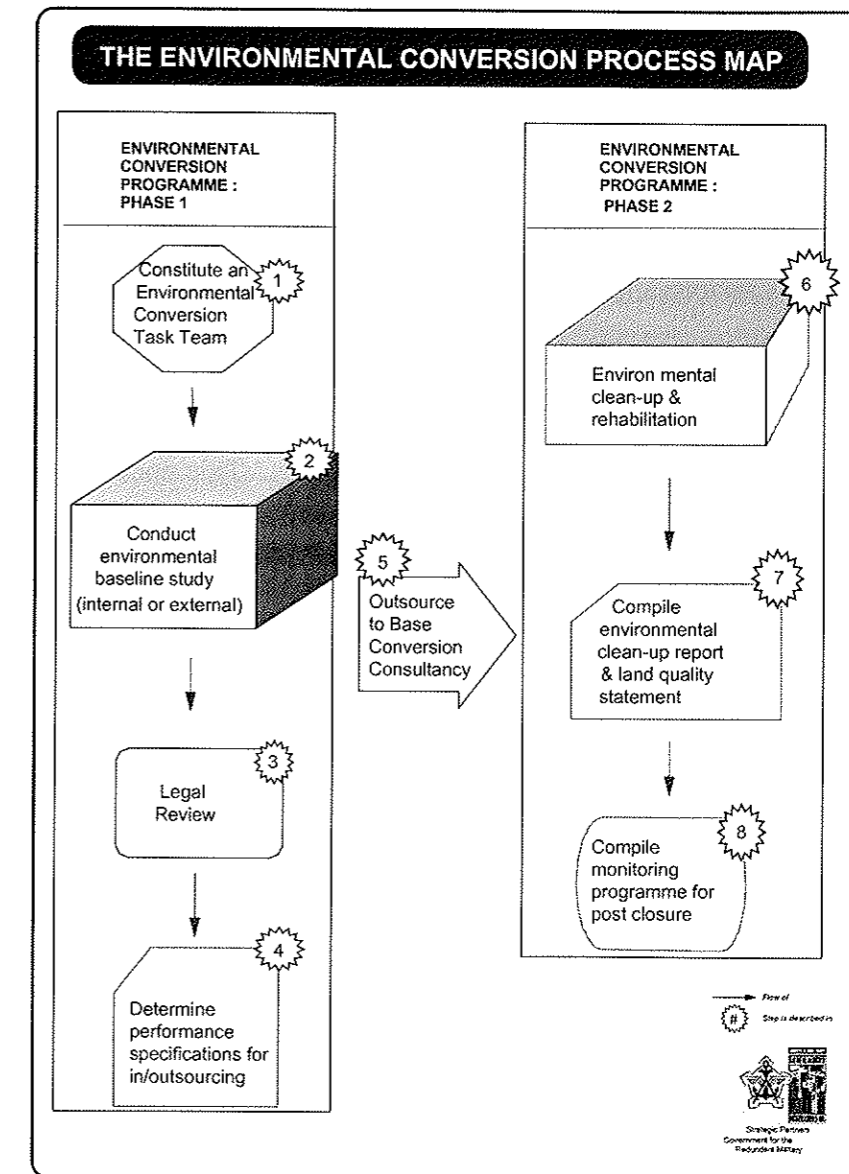
- ❑ Public Participation Process
- ❑ A Fixed Asset & Bulk Services restoration process

- ❑ A Socio-economic Impact Analysis
- ❑ An Environmental Conversion Process

The Environmental Conversion Process:

Military training activities have a variety of impacts on land, water and/or air. Contamination and pollution previously inflicted on the environment can to a large extent constrict the future non-military re-use of a military installation. It is therefore imperative that a generic process be followed during the conversion and subsequent clean-up and rehabilitation of the natural environment.

The scheme indicated below is one proposed process, which can be followed to ensure the sound and cost effective conversion of the natural environment:



Step one of this process involves the constitution of an Environmental Conversion Task Team. The team should consist of environmental specialists and professionals from the Departments of Defence, Environmental Affairs and Tourism, Public Works, Water Affairs, etc.

The second step of this process is the execution of an Environmental Baseline Study. This study can be conducted by the Environmental Conversion Task Team or it can be outsourced to an external consultant. It basically involves the completion of a State of the Environment Matrix and Impact Analysis Sheets to thereby determine the extent of contamination and pollution. Baseline information can be used to determine performance specifications and to also monitor the success of the environmental conversion.

Step three involves an in depth study of all the legal requirements and standards associated with each environmental issue identified in step two. This step should be executed by the Environmental Conversion Task Team in co-operation with a legal specialist.

During step four the data obtained from the previous two steps should be used to determine performance specifications for outsourcing of the remainder of the environmental conversion process [step five].

During step six it is the responsibility of the consultant to address and rectify environmental issues and problems as set out in the performance specifications.

During step seven the consultant must compile a clean-up report containing a description of all methods and techniques used during the clean-up and rehabilitation process. A land quality statement in which the military installation is declared as clean and accessible for non-military re-use must be attached to the environmental clean-up and rehabilitation report. This document must also indicate to what extent the performance specifications were met.

The next and last step in this process will be the compilation of a monitoring programme for post closure. This will also be the responsibility of the contractor and must include certain monitoring method to, in future, measure the success of the clean-up process.

- **Who is responsible to obtain the results of Step 10 ?**

The strategic partner (see Step 8) to whom the whole conversion process was outsourced will consult with the stakeholders (DOD and DPW) before a contractor is appointed.

Step 11 : "Implement the base closure processes"

- **Background to this activity**

The strategic partner manages the outputs of the different closure contracts as mentioned in Step 10.

- **What should the results be after completion of Step 11 ?**

The sub-contractors should deliver the following outputs:

- A Public Participation Process that had the result that all the relevant stakeholders were involved with the closure activities.
- A process that had the result that the Fixed Asset & Bulk Services were restored to a level that is conducive to re-use planning.
- A Socio-economic Impact Analysis, which investigates the interaction between Base Conversion and people wrt social change.
- An Environmental Conversion Process which ensures the complete clean-up and rehabilitation of the natural environment.

- **Who is responsible to obtain the results of Step 11 ?**

The strategic partner (see Step 8) to whom the whole conversion process was outsourced should see that the sub-contractors deliver their respective outputs.

Step 12 : "Receive sub-contractor reports on the initial base closure processes"

- **Background to this activity**

The strategic partner receives the documented results of the different closure contracts as mentioned in Step 10.

- **What should the results be after completion of Step 12 ?**

Reports that indicate the level of success that was achieved with the different closure activities.

- **Who is responsible to obtain the results of Step 12 ?**

The strategic partner (see Step 8) to whom the whole conversion process was outsourced should see that the sub-contractors deliver their respective reports.

Step 13 : "Present Base Closure Report"

- **Background to this activity**

Once the strategic partner receives the documented results of the different closure contracts as mentioned in Step 11, it formally presents this to the sponsors and stakeholders. The main sponsor for the closure phase is the DOD.

- **What should the results be after completion of Step 13 ?**

A presentation to top management that explains the levels of success that were achieved with the different closure contracts.

- **Who is responsible to obtain the results of Step 13 ?**

The strategic partner (see Step 8) to whom the whole conversion process was outsourced should present the reports in a holistic manner.

Step 14 : "Strategic Partner to manage the handing-over process to the DPW"

- **Background to this activity**

Once the strategic partner has delivered its presentation to the satisfaction of the sponsors and stakeholders, the closure-phase of the project could be closed-out.

- **What should the results be after completion of Step 14 ?**

The conclusion of the different closure projects.

- **Who is responsible to obtain the results of Step 14 ?**

The strategic partner (see Step 8) to whom the whole conversion process was outsourced should administer the procedures that are involved with the closing-out of the closure phase.

Step 15 : "Formally hand-over the redundant facility to the DPW"

- **Background to this activity**

The strategic partner has completed the Closure-phase of the project and the Department of Defence is now responsible to administer the handing-over procedure. The redundant facility should now be in such a state of closure so that it is conducive for re-use planning.

- **What should the results be after completion of Step 15 ?**

The Department of Defence has done everything that is necessary to place the redundant facility in the Department of Public Work's facility portfolio.

- **Who is responsible to obtain the results of Step 15 ?**

Department of Defence : Logistics Support Formation - Staff Officer Special Projects (Base Conversion).

Step 16 : "Appoint strategic partner for re-use phase"

- **Background to this activity**

A new strategic partner (**new tender**) must be appointed to manage the re-use planning phase.

- **What should the results be after completion of Step 16 ?**

The key result is the appointment of a strategic partner that manages the second phase of the total conversion project. This consultancy will support and manage the journey by which redundant military facilities are directed from what was a specific use associated with that facility, to an alternative re-use of the same facility.

- **Who is responsible to obtain the results of Step 16 ?**

The Head Office at the Department of Public Works will be expected to initiate this activity.

- Department of Public Works : Head Office (Chief Directorate State Property Holdings & Asset Management) - Deputy Director Military Base Conversion.

Step 17 : "Publicly request proposals for the final base conversion processes (re-use planning)"

- **Background to this activity**

This is the first activity of the re-use phase and has to do with the actual re-use planning phase. The appointed consultancy identified in Step 16 manages a series of processes that has to do with re-use of the military facility.

- **What should the results be after completion of Step 17 ?**

The key result is to visibly communicate the intended re-use of the redundant facility. This RFP – phase ensures transparency and allows opportunities for different work packages.

- **Who is responsible to obtain the results of Step 17 ?**

The Head Office at the Department of Public Works will be expected to initiate this activity.

- Department of Public Works : Head Office (Chief Directorate State Property Holdings & Asset Management) - Deputy Director Military Base Conversion.

Step 18 : "Adjudicate & Award the different re-use planning projects"

The same procedures are followed as described in Step 10

Step 19 : "Implement the re-use planning processes"

- **Background to this activity**

The strategic partner manages the outputs of the different re-use planning contracts as awarded in Step 18.

- **What should the results be after completion of Step 19 ?**

Taking the US base Conversion programmes, the re-use planning proposals could typically deliver the outputs as experienced by the US Department of Defense.

- **Who is responsible to obtain the results of Step 19 ?**

The strategic partner (see Step 16) to whom the whole re-use process was outsourced should see that the re-use planning projects deliver their respective outputs.

Step 20 : "Receive consultant's report on the final base conversion processes"

The same procedures are followed as described in Step 12

Step 21 : "Present Base Re-use Report to DPW and other stakeholders"

The same procedures are followed as described in Step 13

Step 22 : "Strategic Partner to manage the final conclusion of re-use activities"

- **Background to this activity**

Once the strategic partner has delivered its presentation to the satisfaction of the sponsors and stakeholders, the re-use planning phase of the project should be closed-out.

- **What should the results be after completion of Step 22 ?**

The conclusion of the different re-use projects.

- **Who is responsible to obtain the results of Step 22 ?**

The strategic partner (see Step 16) to whom the whole conversion process was outsourced should administer the procedures that are involved with the closing-out of the re-planning phase.

Step 23 : "Formal take-over of the State facility by the alternative user(s) from the Department of Public Works "

- **Background to this activity**

The strategic partner facilitates the taking-over process whereafter the State facility is formally handed over by DPW to the alternative user(s).

- **What should the results be after completion of Step 23?**

Alternative user(s) formally take over the State facility from the Department of Public Works.

- **Who is responsible to obtain the results of Step 23 ?**

- Strategic Partner.
- Alternative user(s).
- Department of Public Works (Chief Directorate State Property Holdings & Asset Management).

The Way Forward for this Document...

This document establishes a solid platform from which policy could be derived within the Departments of Defence and Public Works. It is expected that Base Conversion will in the near future become an activity that could leave a significant national, and even international, imprint in South Africa. The World Bank has already committed funds towards the conversion of bases in SA, and it is expected that the first formal Base Conversion Project will soon be registered.

Specific aspects have been identified within this document that still need further attention :

- A comprehensive **audit and interpretation** of legislation in the built and natural environment that influence base conversions, has to be done. This audit should also address **long-term liabilities** that could arise from the original military use that was associated with the facility. It should also point out whether any **pro-active legislative proposals** could be made in support the base conversion process within Government.
- Innovative means will have to be found, both within Government and the Private Sector, by which base conversions could be funded. As was shown in the document, the issue of arranging **partnerships** and **funding** for base conversion is judged as two of its critical success factors.
- As Base Conversion is a **new approach** initiated by Government, it should be purposefully fixed into its processes and structures. A dedicated programme of training and skills transfer should be initiated where officials within Defence and Public Works are sensitised towards the national benefits of adopting this approach.
- The different sub-processes under the Base Conversion Phase (see Step 11 on page 29) must be documented as soon as possible.



**STRATEGIC PARTNERS IN
GOVERNMENT FOR THE CONVERSION OF
REDUNDANT MILITARY FACILITIES**

-0-

Glossary of terms...

The following terms are commonly used within this document :

1. **FACILITIES MANAGEMENT (FM)**- The management of the life cycle elements (acquisition, utilisation planning, maintenance, disposal & conversion) of buildings, land and the natural environment in an integrated way so as to promote the success of the core processes of the Department of Defence. It also has to do with the management of the impact of the Department of Defence's activities on the environment in which they are carried out.
2. **RFIM** - Regional Facility Interface Manager appointed for each of the nine regional offices in the SA DOD. They apply facilities management on a regional level.
3. **CADASTRAL INFORMATION** - Land parcels surveyed by the Surveyor General that typically indicate spatial aspects such as boundaries, property sizes, co-ordinates, etc.
4. **BUILDING FOOTPRINT** - The spatial distribution of buildings as seen from a vantage point.
5. **SPATIAL & NON-SPATIAL INFORMATION** - Spatial Information refers to the graphic representation of data e.g. maps and non-spatial information refers to the attribute data that is linked to the graphics.
6. **REDUNDANT MILITARY FACILITIES** - Military facilities that are no longer in use or required for military purposes by the Department of Defence.
7. **LAND REFORM PROJECTS** - Projects that strive to improve the pace of land transfer to disadvantaged black people and to improve their security of tenure.
8. **RFP** - "Request for Proposals" which are to be delivered by a prospective consultant in the Private Sector.
9. **BNC** - Bi-national Commission.
10. **Base Conversion** - The non-military re-use of redundant military facilities.
11. **DOD** - Department of Defence.
12. **DPW** - Department of Public Works.
13. **PREVIOUSLY DISADVANTAGED INDIVIDUAL, (PDI)** - South African citizens, who are socially and economically disadvantaged by the legacy of the South African political dispensation prior to April 28 1994. The presumption shall be made that individuals who fall into population groups that had no franchise in national elections prior to the introduction of the 1984 constitution and the tricameral parliamentary system, are PDIs. It is incumbent on

individuals to demonstrate their claims to fall into such population groups on the basis of identification and association with and recognition by the members of such groups.

14. **STAKEHOLDERS** – Organisations or individuals that could be held **accountable** for the outcome of a process or activity.
15. **INTERESTED AND AFFECTED PARTIES** - Organisations or individuals that could not be held accountable for the output of a process or activity but does have significant value to add to that process or activity.
16. **UXO's** - Unexploded Military Ordnance.