

LUDOVIKA UNIVERSITY OF PUBLIC SERVICE

Doctoral School of Military Service

Thesis Summary

for the doctoral dissertation to

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**Personnel Augmentation of the Hungarian Defence Forces with
Conscripts in Light of the Relevant Legislation
from January 1, 2004 to January 1, 2023**

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Definition of the Scientific Problem

Before 2005, the continuous existence of conscription ensured the initial personnel filling and replacement of losses through the military training of conscripts and the wartime planning of the already trained reserve personnel. However, this status ended in 2005 with the abolition of conscription during peacetime. Consequently, the legal background for personnel augmentation during special legal order and the related preparation and planning tasks was amended. With the abolition of conscription during peacetime, the then-existing/relevant legal regulations lost their force, and it became necessary to enact/pass new laws to cover the full scope of the previous regulatory framework. Compared to the previous regulations, where tasks could be performed continuously, a different legislation had to be established based on the periods specified in the Constitution. At the same time, the cessation of continuous conscription possibilities of meeting the defence obligations, including the management of data necessary/required for conscription-based supplementation, the administration processes, and requirements as well as the military administrative bodies executing/responsible for these tasks, have changed significantly.

The scientific problem lies in the necessity for the legal background of conscript-based supplementation to cover two distinct periods post-2004. To date, the preparation during peacetime and the full-scale and real execution of implementation during conscription has not yet taken place. Any emerging deficiencies or anomalies may hinder the timely and optimal execution of personnel augmentation of defence organizations using conscripts/through conscription?.

The relevance of the chosen topic is underlined by the continuous transformation of the legislative framework. Most recently, in 2022, the foundational laws governing implementation — the Act on the National Defence and the Hungarian Defence Forces and the Act Military Data Management — underwent significant amendments. Simultaneously, the modernization of the Hungarian Defence Forces and the resulting changes must also be reflected in the personnel augmentation field, as the introduction of new equipment, vehicles, and weaponry fundamentally changes the expectations placed on related military positions.

The necessity of this research is also justified by the fact that personnel supplementation under special legal order must always be prepared and executable to the required extent. Without this, military organizations could not carry out their tasks under special legal conditions. Based on the above, I find/consider it necessary to analyze the system theoretically and in accordance with/grounded in the relevant legislation.

Hypotheses

1. I assume that the system operating under continuous conscription cannot be adapted or integrated into a system which ~~which~~ operates fundamentally during periods when conscription is not in force, and executes its tasks due to the changes arising from it.
2. I assume that during the period under examination/review, the legislator aimed to ~~create~~ establish and maintain a structure necessary for the optimal operation of the military administration system.
3. I assume that after the suspension of continuous conscription, the legal definition of the tasks related to personnel augmentation of the military organizations with conscripts did not consistently ensure the planning, preparation, and execution required to fill military positions with suitably skilled and trained conscripts in the shortest possible time for wartime tasks.
4. I assume that following the abolition of continuous conscription, the legislator did not always ensure the management and regular updating of all necessary data required for conscript-based personnel supplementation tasks.

In my research topic, I was the first to identify the shortcomings and contradictions of specific legal provisions regarding data management necessary for the execution of military administrative tasks related to personnel supplementation through conscription. Based on this, I concluded that the legislation in force during the examined period/period under review did not define data management required for planning and actual implementation at the appropriate level and extent, nor did it fully ensure the availability of the necessary data.

Objectives of the Research

1. To examine the military administrative system operating during the period of continuous conscription, specifically the tasks and data management regarding personnel augmentation with conscripts.
2. To analyze the organizational structure of the military administrative system during the periods defined in the study, comparing them with an ideal structure as proposed by the author, and to evaluate potential modifications based on the latest organizational configuration and changes in the Hungarian Defence Forces' force structure.
3. To analyze the data recorded during the examined periods, their manageability and update possibilities, comparing them with earlier periods of continuous conscription, while also assessing the use of opportunities arising from the development of public administration. To examine how changes in data content and timeliness impacted the execution of conscription-based personnel augmentation tasks.
4. To assess the tasks related to the preparation, planning, and execution of conscription-based personnel supplementation, in comparison to previous periods and the era of continuous conscription. Special attention is given to the execution of these tasks within deadlines defined by regulatory instruments considered appropriate by the author, with respect to periods defined in the Constitution and later in the Fundamental Law.

In my research, I examine the legal framework and regulatory background as of January 1, 2004, and during the period between January 1, 2005, and January 1, 2023, in relation to one of the key task systems of military administration: the preparation and execution of personnel supplementation of military organizations through conscription under special legal order. I analyze the categories of data permitted to be managed in the military (conscription-related) registry, including the possibilities for updating the data specified in the relevant regulations. I compare the data manageable in the military registry with the data reporting obligations imposed on legal entities by legislation, as well as with the obligations of conscripts regarding their own personal data. I also

examine what additional data, beyond those specified by law as manageable, military administrative bodies needed in the registry for the execution of their tasks related to personnel augmentation. Furthermore, I review the responsibilities of the military augmentation commands and the central military administrative data management (registry) body during peacetime and under special legal orders, as well as the feasibility of their implementation. Finally, I explore the possibilities/options for restructuring the military administration system, and in this context, I link the proposals developed based on my analyses with a system-level examination/review of their implementation.

Research Methods

In developing my doctoral dissertation, and based on the results of the research undertaken during its preparation, I primarily employed a qualitative comparative research approach. To answer the research questions raised and to prove or disprove the hypotheses formulated in the dissertation, as well as to achieve the research objectives, a multifaceted, in other words, mixed-method research strategy was applied. This involved, on the one hand, utilizing findings derived from relevant literature and regulatory documents, on the other hand, employing a descriptive-analytical procedure.

Due to the nature of the subject, which relates to military administration and record-keeping, the primary research method was the analysis of legal sources and other relevant documents, and the exploration of their interconnections. During the development of the content, I proceeded with an analytical-interpretative-recommendatory approach, meaning that the results of partial research phases significantly influenced the objectives of subsequent phases. As such, the results of the dissertation research impacted the methods applied. Throughout the process, I aimed to maintain coherence in carrying out the analyses and investigations, and in defining the exploratory and analytical processes of each chapter, during both conducting the research and compiling the dissertation.

Brief Summary of the Conducted Examination by Chapter

The dissertation consists of six major interlinked parts (Introduction, four chapters, and a Conclusion). While the chapters are interconnected, each presents distinct subtopics, conclusions, and analyses that build on one another. The dissertation consists of six interrelated main parts (an Introduction, four chapters, and a Conclusion).

Chapter I focuses on the period of continuous conscription. The legal framework governing the peacetime supplementation of military organizations with conscripts and its planning under special legal regimes proved effective over several decades. The chapter outlines the relevant legislation and definitions, examines the content of the most essential terms, and explores the concept of conscription itself. I also analyze the organizational structure responsible for performing these tasks and investigates the data managed for planning and preparation, their update possibilities, and the set of legal tasks defined at the time, including duties concerning military administration in relation to retention. The analysis is based on the legal framework as of 1 January 2004, as the relevant laws had already been amended shortly after in preparation for the abolition of peacetime conscription to a small extent.

Chapter II analyzes the period governed by Act CV of 2004 on National defence and the Hungarian Defence Forces (hereinafter: 2004 HDF Act). I examine the definitions used in this era, comparing them to the previous period. The structure of the military administration and its changes are also evaluated, including causes and impacts. The chapter explores the data manageable within conscription records, the possibilities for their update, and the tasks executable by the military administration, identifying similarities and differences. With regard to the above, regulations on deferments, the administration of related data, and procedural changes of the given period and their consequences are also examined.

Chapter III deals with the period under the authority of Act CXIII of 2011 on National defence and the Hungarian Defence Forces, including special legal order measures (hereinafter: 2011 HDF Act), covering 1 January 2012 to 31 October 2022. It follows the same structure as the previous chapters while adding an analysis of changes introduced by the 2011 and 2013 Military Data Management Acts (2011 CLXXVII and 2013

XCVII). This chapter compares its findings to those of Chapters I and II to maintain logical consistency across the research.

Chapter III examines the period under the scope of Act CXIII of 2011 on National Defence and the Hungarian Defence Forces, and on measures that may be introduced under a special legal order (hereinafter: the 2011 HDF Act) (01 January 2012 – 31 October 2022) in relation to the tasks and data defined in the previous chapter, using the same structure. A difference here is the comparison and analysis of changes between Act CLXXVII of 2011 on the fulfilment of certain national defence obligations, the related military administration tasks, the keeping of the register of conscripts, the provision of economic and material services, the data provision obligations for these purposes, and the data management relating to identification documents used in the defence sector (hereinafter: the 2011 Data Management Act), and Act XCVII of 2013 on defence sector data management and certain military administration tasks relating to the fulfilment of national defence obligations (hereinafter: the 2013 Data Management Act). In developing the chapter, based on my analyses and research findings, comparisons were also made with the content of the previous and the first chapter, thereby establishing a logical connection with the conclusions of the earlier research subfields.

Chapter IV addresses the period starting from the entry into force of Act CXL of 2021 on National defence and the Hungarian Defence Forces, examining amendments up to 1 January 2023. It is compared not only with the earlier periods but also with the period during which compulsory military service was in effect to provide a dual perspective on legislative, organizational, and operational changes. The chapter also outlines possible future organizational structures for military administration and evaluates their expected impacts on task execution. Based on the conclusions from previous chapters, it offers recommendations for updating personnel augmentation of military organizations with properly trained conscripted personnel - taking into account the changed expectations and threats of the 21st century - in the period in accordance with the legislation to be implemented as quickly as possible.

At the end of the dissertation, I draw an overall conclusion from the results of the analyses and comparisons relating to the studied time frames and present the new, scientific findings of my research.

Final Summary

Based on the results of my research, this dissertation is the first to analyze and compare the legal background of personnel augmentation using conscripts in the Hungarian Defence Forces during peacetime between 1 January 2004 and 1 January 2023, identifying its deficiencies and anomalies. I have found that, compared to the framework established in the 1993 Defence Act and its implementing decree, the content of regulations relating to data management and procedures has significantly diminished following the abolition of continuous conscription. Subsequently, the process of developing a peacetime data management and procedural framework for individuals under conscription began, though as of the completion of this dissertation, this process, aimed at establishing an optimal regulatory framework, had not yet concluded.

Legislation

In the period following the abolition of continuous military conscription, ministerial decrees remained in force that were based on an already repealed Military Service Act, and therefore could not be considered fully valid and applicable, as their content was not in accordance with – i.e. they contradicted – the laws in force in the given periods, thus the specified procedures were not fully enforceable.

The legal framework did not always keep pace with the organizational changes that occurred in the military administration system. The organizational transformations modified the competence and jurisdiction of the military administrative bodies, thus the tasks specified in the legal framework could not always be fully implemented.

Regarding the period following the entry into force of the 2004 Act, I found that in all periods examined up to the time of the conclusion of the research, it happened that the national defence sectoral act and the Government decree or ministerial decrees relating to its implementation did not enter into force at the same time. Consequently, in the absence of detailed rules relating to implementation, the tasks set out in the act could not be

implemented in the given period, if they affected bodies not subordinate to the Ministry of National Defence or civilian individuals for whom tasks could not be defined in a public law organisational regulatory instrument.

Definitions

During the period under review, the terms used in the legislation were often vague, inconsistent, or entirely missing. The varied naming conventions of territorial military administrative bodies in legal texts hindered the full execution of tasks and the management of data. Definitions were not always clear, which affected task performance and proper data management significantly. It should be noted that in several cases the concept used by the regulators was either not defined or was not used consistently.

Regarding the concepts, I found that their definition and application were not adequate in all cases, which could have greatly influenced the execution of the tasks and the relevant data management.

Organizational structure of military administration

The organizational structure supporting the military administration's task system changed frequently during the examined period, often contradicting to the principles of general organizational theory.

Data management

The scope of manageable data that could be managed in the register of conscripts and updated or refined in peacetime in conscription records significantly decreased after the abolition of conscription. However, following the entry into force of the 2011 Military Data Management Act the scope of manageable and regularly updatable data expanded, facilitating significantly the peacetime planning and execution of tasks.

Three purposes of data processing were not always clearly defined, and the required data did not always align with those outlined for each data controller. The tasks were not fully consistent in the sectoral laws of the data providers and the legislation governing data management. In defining data management, it was often not specified exactly which data of the register the given data manager was entitled to manage.

Up to the conclusion of the dissertation, there had been no detailed definitions for data maintenance , access rights, or responsibilities for development in the registries. The data available in the registries did not fully support the tasks or match information obtained through data provision or conscript obligations.

The tasks assigned to the military administrative bodies were not always in line with the powers assigned to them by law nor with the purpose of data processing assigned to them. The manageable data in the conscript registry did not fully cover the data required for administration, those included in data supplies or those provided on the basis of the conscript's additional obligations, nor the content of the documents containing the data.

The data that could be managed in the registry of retention and the definitions related to data provision and data management did not always match those in the laws containing the rules of data management and the government decree on their implementation.

Data Provision

During the examined period, the number of data provisions for which the specific types of data to be transferred were not precisely defined—only the general data set to which the data provision applied—decreased significantly but did not drop to zero. This could result in inadequate data content during fulfillment. In several cases, the data content specified in the sectoral law of the body obliged to provide data for maintaining a given register did not match the data content specified in the Military Data Management Act.

The legal entities defined by law to provide data to the conscription register or the registers related to deferments were not always fully identifiable. As a result, the request for data provision upon inquiry could not always be fully executed. The form of data provision specified in the Military Data Management Act. as automatic data provision is not included in the general law on administrative procedures, nor in some sectoral laws of authorities obliged to provide data. Consequently, the possibility and method of executing such provisions from official registers may be questionable.

In the 2022 Military Data Management Act the possibility of forwarding data from the conscription register was significantly restricted, which could have hindered the determination of a given conscript's employment status.

Primary Identifier

In the registry of conscript, the personal identification number was used as the primary identifier. However, in the vast majority of data provisions and during health examinations, people could have been identified with their Social Security Identification Number, but this data could not be transmitted for this purpose.

Administrative Procedures

In the course of performing their tasks, military administrative bodies exercised official authority; however, this was only explicitly stated in the 2011 Act on Military Administration and Data Management. Unlike most administrative registries under the professional supervision of other ministries, following the abolition of continuous conscription, the sectoral legislation did not fully define the conditions and requirements necessary for conducting procedures related to military administrative registries.

Tasks

The 1993 Act on National Defence (AND), in conjunction with Government Decree No. 178/1993, provided a detailed and consolidated framework for the execution of relevant tasks. Following the termination of continuous conscription, the legislation no longer specified all tasks necessary for personnel supplementation. As a result, legal gaps arising during administrative procedures did not always ensure the full execution of required duties, nor did they guarantee the possibility of exemption from military service, even in justified cases. Although these legal deficiencies gradually decreased over the examined period, but they were never fully resolved through regulation.

During peacetime, the planning of conscripts, as defined in the 1993 NDA, fully ensured both the filling of military organizations and the replacement of losses. After the abolition of continuous conscription, peacetime planning tasks were no longer defined. Initially, such tasks reappeared in legislation concerning only personnel who had already

completed military service on a voluntary basis and met specific criteria. By the end of the examined period, this scope was extended once again to include untrained conscripts as well.

Relationship between Records and Tasks

At the time of the conclusion of this research, the stated purpose of the registries related to retention (i.e., the call-up and the planning and execution of retention) could not be considered precise. The planning of retention could not have been an objective in itself, as this process had to be carried out within the conscription registry based on the data received through official data provision. However, from the perspective of planning and executing call-ups, as well as implementing of retention, the legislation in effect during the examined period did not allow for data transfer (data provision) between the registry of retention and the registry of conscripts. The 2021 amendment of the Act on National Defence fundamentally changed the role of retention: it no longer served as a reason for exclusion from service, but became a key parameter in determining the place of service during the planning of call-ups.

Organizations, institutions, and sole proprietors obligated to provide economic and material services had national defence duties; however, under the applicable legislation, they were not automatically in retention. This jeopardized the continuous execution of their defence-related responsibilities during the examined period.

Feasibility

During the period of continuous conscription, thanks to the legal regulations and the associated peacetime planning, the personnel augmentation of military organizations with conscripts could be carried out within a few days. However, due to the changes in the legal framework, this process required significantly more time. In the initial phase, peacetime planning was neither defined nor regulated; nonetheless, by the end of the examined period, it had become executable for almost the entire conscript pool.

Based on the examination of the period between January 1, 2004, and January 1, 2023, it can be concluded that the suspension of conscription during peacetime created a

new situation, which was primarily addressed through a detailed and necessary transformation of the existing legal environment, with the new regulation being developed based on the framework in place at the time.

The relevant legal framework was continuously amended in line with changes in the international security environment and Hungary's national security needs, taking into account evolving circumstances and requirements. The modification and refinement of data management procedures and administrative protocols necessary for task execution have been ongoing; however, the creation of an optimal legislative environment is still far from complete.

To ensure optimal execution, rapid and comprehensive legislative supplementation will be required in the area of relevant tasks and data management following the declaration of a state of war, taking into account the specific characteristics of wartime as distinct from peacetime conditions. I agree with the words of American author and consultant Denis Waitley:

"Expect the best, plan for the worst, and be prepared to be surprised."

New Scientific Findings

The abolition of conscription during peacetime created a new situation. Instead of designing a new conceptual framework, legislators handled it by extensively modifying the previous legal environment and using the existing regulations as a foundation. As a result, the military recruitment and military administrative authorities are now beginning to undergo perhaps their most significant and continuous transformation during their centuries-long operation, which they will experience in the near future (I concluded my research – as previously noted – by analyzing the state of affairs as of January 1, 2023).

The military administration and its supporting military registry system were originally designed for a mass army. With the development of a professional military and alliance-based structure, the institutional and technological system of the military administration system - generated by the establishment of a professional armed force and

the federal military system - is becoming increasingly difficult to adapt to the changed circumstances. The structure of the military supplementation commands and the military administrative authorities changed several times during the research period.

Based on my research conducted within the topic of this dissertation and the systematization and analysis of the knowledge gathered, I have formulated the following scientific findings:

1. I have determined that following the termination of continuous conscription, the structure and content of the legal regulations continued to rest upon on the task and data management principles of the previous system. Consequently, the legislation during the research period did not fully ensure the execution of peacetime planning tasks, the required data management processes, nor did define the tasks to be executed under conditions of conscription in sufficient detail.
2. In analyzing the organizational changes within the military administration, I found that its structure was changed multiple times during the examined period, which did not always guarantee swift and unified execution of tasks or objective professional control and leadership. These changes did not consistently guarantee rapid and uniform task execution, nor did they ensure objective professional direction in all cases.
3. I was the first to identify deficiencies, anomalies, and changes in the regulations in force during the research period concerning conscript-based personnel augmentation. These findings reveal that legislation did not consistently support the timely and clearly defined execution of tasks for filling military positions with conscripts nor did it provide sufficiently detailed specifications of these tasks.
4. I was the first to identify specific legal deficiencies and contradictions in the regulations governing the data management processes required for conscript-based augmentation tasks. Based on this analysis, I concluded that the laws in force during the examined period did not always adequately define the data necessary for planning and actual execution, at the appropriate level or scope, nor did they ensure the availability of this data in full.

Recommendations

This dissertation is primarily intended for the professional staff involved in the military administration, as a foundation for optimizing future regulation of the relevant field, and as a potential foundation for the development of curricula in professional training.

It is also recommended for professionals involved in other areas of defence administration, including central administrative bodies, as the dissertation explores the responsibilities of civilian organizations and their relationship with military administration.

More broadly, I recommend this work to anyone who may consider this field simple or of less importance following the abolition of conscription during peacetime — as well as to those who assume that registries are easily regulated and of little significance when compared with the tasks they carry out.

Practical Applicability of Research Findings

The analysis of regulatory and procedural errors, inconsistencies, and non-systemic decisions related to military augmentation, administration, and registration—especially concerning the abolition of the peacetime reserve component—provides a foundation for practical applications. The findings and recommendations of the dissertation can be used to transform and modernize the military registration system including the supplementation system.

In my view, the completed doctoral dissertation can serve as a starting point for an integrated project that involves both military-professional and governmental-administrative tasks. The result could be a modern, cost-effective, and efficient system capable of operating in both peacetime and during special legal regimes, while also meeting the practical needs of the Hungarian defence Forces and complying with the European Union data protection regulations.

Several parts of the dissertation and its analytical results—either in whole or in part—can be utilized in military higher education, in preparing civil service staff for related administrative activities, or in civilian (non-military) secondary and higher education institutions through curricula related to defence knowledge (e.g., government

civil servant training, voluntary reserve training, basic military training, or national defence studies).

Suggestions for Further Research Directions

Conscript-based personnel supplementation only covers one segment of military personnel augmentation under special legal regimes. Therefore, I recommend a further area of research into the legal background of economic and material service obligations, with particular attention to how the anomalies revealed in this dissertation affect that specific area. Another potential future research could also explore the relationship between these two domains of the supplementation and the possibility of their structural integration.

The continuation or periodic enforcement of conscription is a significant legal, societal, economic, and security policy issue. Thus, I recommend reviewing the current legislation while considering the deficiencies and anomalies identified in this study.

In my dissertation, I have highlighted that administrative procedures in Hungary are regulated for peacetime conditions, where the necessary infrastructure is continuously available. I argue that it is imperative to examine the absence of administrative procedures within the context of civilian administrative operations—particularly with regard to the lack of infrastructure for electronic administration and the management of official registries.

Publications by the Author on the Subject

1. Héregi Erika (2018): Military administration tasks related to personnel augmentation in the past 20 years in line with the changes of legislation *Defence review* 2018/1. pp. 223-235.
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3. Héregi Erika (2019): Információs műveletek, mint a hibrid hadviselés eszközei. *Felderítő Szemle*, 2019. 18(3), pp. 187-202.
4. Héregi Erika (2018): A hadköteles nyilvántartásban kezelhető adatok és a pontos adatok rendelkezésre állásának fontossága, *Hadtudományi Szemle* 2018. 11(4). pp. 497-505.
5. Héregi Erika (2021): A Katonai Nemzetbiztonsági Szolgálat hadkiegészítési lehetőségei különleges jogrendben, *Hadtudományi Szemle* 2021. 14(2) pp. 133-144.
6. Héregi Erika (2021): A gazdasági-anyagi szolgáltatások feladatrendszere Magyar Honvédség érdekeltségének vonatkozásában, *A hadtudomány és a XXI. sz. tanulmánykötet*, 2021. pp. 59-69.
7. Héregi Erika (2022): A katonai igazgatás feladatrendszere az önkéntes tartalékos rendszer vonatkozásában. *A hadtudomány és a XXI. sz. tanulmánykötet*, 2022. pp. 280-288.
8. Héregi Erika (2022): A meghagyás jelenlegi helyzete, a jogharmonizáció hiányának következményei. *Hadtudományi Szemle*, 2022. 15(4) pp. 111-117.

Professional and Academic CV of the Author

Lieutenant Colonel Erika Héregi graduated in 2000 as an IT engineer from the Zrínyi Miklós National Defence University, Bolyai János Military Technical College in Budapest. She began her career as an IT officer at the Informatics Center of the HDF 5th 'Alba Regia' Command Support Regiment in Székesfehérvár. In October 2001, she was transferred to the HDF Military Administration and Data Processing Center in Budapest, where she served as an IT officer. In 2006, she earned a master's degree as an IT teacher from the Faculty of Science at Eötvös Loránd University.

In 2007, following a structural reorganization, she was appointed as a military administrative officer in the Conscription Registry and Informatics Department, later serving as a senior officer and deputy head of the same department.

From 1 December 2011, due to further restructuring, she became head of the Central Reserve Registry Department at the HDF Military Augmentation and Central Registry Command, which was later renamed the HDF Military Administration and Central Registry Command. Following its termination on 1 November 2024, she continued her service at the HDF vitéz Szurmay Sándor Budapest Garrison Brigade. Her responsibilities include the conscription registry, retention records, casualty registry, and from November 2024, registry of economic and material service obligations.

Lt. Col. Héregi has contributed to the training of military administrative personnel and served as a lecturer for three semesters at the National Defence University's Faculty of Military Science and Officer Training. She taught in the IT courses to 4th-year students and participated in the training for defence ICT system designers.

She has held the rank of lieutenant colonel since 23 October 2015 and has received 19 commendations throughout her service. She holds a STANAG 3.3.3.3 English language certificate and an ARMA intermediate-level German language certificate.

From 15 March 2023 to 17 January 2024, she served abroad in Iraq as a personnel officer in a US-led international advisory mission. From 3 November 2024 to November 2025, she is serving in Bosnia and Herzegovina as a personnel advisor at NATO Headquarters.