Outline of the Bundeswehr Concept

Title page: Locations of exercising units are displayed in real time on the monitors of the Letzlinger Heide Training Centre
On 9 August 2004, I issued the new Bundeswehr Concept. This is the key document of the overarching concept of military defence. It is hence the fundamental directive for mission accomplishment and the further development of the Bundeswehr.

The Concept is based on the mission and the newly prioritised task profile of the Bundeswehr, which are defined in the Defence Policy Guidelines issued on 21 May 2003. The Bundeswehr Concept sets guidelines, principles and operational requirements for mission accomplishment and implements my Directive on the Further Development of the Bundeswehr dated 1 October 2003 in the area of capability orientation, structure and planning. This further development of the Bundeswehr is imperative for three reasons:

First, the security situation has changed fundamentally. In the foreseeable future Germany will no longer be threatened by conventional armed forces. Its security is being defended in Afghanistan as well as wherever else threats to our country arise, as is the case with international terrorism. Dangers must be countered where they originate, for they may impair security even over long distances unless action is taken.

Second, NATO and the European Union are undergoing far-reaching processes of adaptation to the changed situation. This involves new obligations for Germany, not least in the area of defence. The transformation of NATO calls for a transformation of the Bundeswehr. They must both agree in terms of planning and projects. Considerable progress has been made in this regard.

Third, the Bundeswehr has long since adapted to the operational realities of the new security situation, and the demands on our armed forces continue to increase. The mission spectrum of the Bundeswehr now comprises all conceivable forms of operations, ranging from patrolling the Horn of Africa to civil-military projects to observer missions in Georgia. More and more, the Bundeswehr is assuming command tasks. In the foreseeable future, Germany will continue to be among the most important troop contributors to international peace missions.

The further development of the Bundeswehr is a first step towards its transformation. Transformation is the shaping of a continuous, forward-looking process of adapting to
changing framework conditions in order to enhance and durably sustain the Bundeswehr’s effectiveness on operations. The transformation of the Bundeswehr determines thinking, concepts, training, organisation and equipment, thus creating something entirely new.

With this brochure I would like to present an outline of the Bundeswehr Concept.

Berlin, 10 August 2004

Dr. Peter Struck
Federal Minister of Defence
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1 The Situation

An Afghan woman and her child in Kabul in front of a Bundeswehr vehicle assigned to ISAF (International Security Assistance Force)

The security environment of the Federal Republic of Germany has seen sweeping changes in the past few years. The enlargement of NATO (North Atlantic Treaty Organization) and of the European Union (EU), and Russia’s reorientation regarding its foreign policy have made the formation of a unique Euro-Atlantic area of stability possible.

At present, and in the foreseeable future, there is no identifiable conventional threat to German territory and NATO does not perceive a conventional threat to the existence of Germany’s allies that it would be unable to cope with, either now or in the next ten years. Nevertheless, the security of the member states of NATO and the EU is increasingly affected by international terrorism, organised crime, the proliferation of weapons of mass destruction and their means of delivery, and the impact of regional crises and conflicts, even if these occur at a great distance. These are increasingly characterised by non-state actors and asymmetric techniques in the use of violence. The information societies in Europe and North America with their openness and the high mobility of their citizens as well as their complex infrastructure and great dependence on natural resources, are particularly susceptible to such types of threat. Besides these vulnerabilities typical of modern industrial societies, there are further challenges resulting, for example, from migration movements. All this calls for an entirely new understanding of security and defence.

Germany copes with these challenges and risks through preventative, inter ministerial security policy, which also includes the willingness and capability to guarantee freedom and human rights as well as stability and security by military means, if necessary. This may
require the early deployment of armed forces in accordance with international law in order to prevent crises, settle conflicts or prevent terrorist groups from asymmetric attacks.

In this context, arms control and verification measures can contribute to enhancing regional stability in the framework of forward-looking security policy.
Multinational preventative security measures are a fundamental principle of German security and defence policy. Only through concerted multinational action will Germany be able to conduct risk prevention successfully.

The protection of Germany and its citizens is ensured in the security framework provided by the United Nations (UN), NATO, the European Union (EU) and the Organisation for Security and Cooperation in Europe (OSCE).

Strengthening these organisations is therefore a central goal of German foreign policy. This requires us to be able to offer substantial military contributions to help improve the ability of these organisations to take action in the future.

The transatlantic partnership is and continues to be the decisive foundation for German security policy because in the future, too, security in and for Europe will not be feasible without the United States. The transatlantic partnership is far more than just a political-military alliance or an institutionalised form of cooperation. It is a community that has grown together over the years and is based on common cultural roots, interests and values, with a proven track-record for withstanding critical challenges effectivity. The security of Europe and the security of North America cannot be separated from each other.

NATO remains the decisive bond for transatlantic cohesion and thus the basis for Germany’s and Europe’s security. In view of the changes in the security environment, NATO has identified capability gaps and is going to close them in the framework of the Prague Capabilities Commitment (PCC). In addition, it has been building up the NATO Response Force (NRF), a readily available force with modern equipment, and has streamlined the NATO command structure.

Furthermore, the European Union provides the framework for the formulation and implementation of German security policy, which over the long term is aimed at creating a European Security and Defence Union. The European Security and Defence Policy (ESDP) has seen further dynamic development. The European Security Strategy agreed in December 2003 now provides political-strategic guidelines that are to be implemented in the course of the adaptation of the European Headline Goal. On the basis of the so-called Berlin Plus agreement the EU has been assured access to NATO planning capabilities and can fall back on NATO forces and capabilities.

All this is aimed at the US and Europe taking action as strategic partners in preventing international conflicts and managing crises. This strengthens both NATO and in particular the European pillar of the Alliance.
This security environment provides the framework for the transformation of the Bundeswehr. Developments in the United Nations, in NATO and the EU require us to respond in such a way that the Federal Republic of Germany and its armed forces remain capable of taking action and retain an appropriate voice in international affairs.

The NATO and EU member states are establishing military capabilities designed to counter threats wherever they occur and cope with them from a distance. By providing rapidly deployable forces that can operate worldwide and have state-of-the-art equipment the Bundeswehr contributes to enhancing the security of the community of nations.
2 The Mission and the Goal

A machine gunner on a FUCHS armored transport vehicle on patrol

The Bundeswehr’s mission as an instrument of comprehensive and proactive security and defence policy is to

- ensure Germany’s action-taking capability in the field or foreign policy,
- contribute to stability on a European and global scale,
- ensure national security and defence and help defend allies,
- promote multinational cooperation and integration.

The Bundeswehr’s task spectrum is derived from this mission:

- International conflict prevention and crisis management, including the fight against international terrorism,
- Support of alliance partners.
- Protection of Germany’s territory and its citizens.
- Rescue and evacuation operations.
- Partnership and cooperation.
- Relief operations (official assistance, natural disasters, catastrophic accidents).

The defence of Germany against external threats continues to be the constitutional and political mission of the Bundeswehr. This mission is the conceptual basis for the retention and redesign of conscription. Defence as defined by the Basic Constitutional Law, however,
is not solely limited to defending national borders but must apply wherever risks and threats
to Germany’s and its allies’ security occur.

In this way the Bundeswehr makes a decisive contribution to protecting Germany and its
citizens. In addition, within the framework of the law the Bundeswehr maintain forces and
the means to protect the population and the vital infrastructure of Germany commensurate
with the risks. Therefore, the overwhelming part of the Bundeswehr is normally ready for
operations. Analysis of the threat plays a crucial role at every stage of the political and
military decision-making process before the German Parliament authorizes the deployment
of German armed forces.
3 The Way There - Transformation

The transformation process of the Bundeswehr aims to sustainably improve its operational readiness across the task spectrum specified in the Defence Policy Guidelines. Anything that does not support this goal is of secondary importance. Structures, organisational measures and training will be adapted to the goal, materiel and equipment planning will concentrate on it and thank matched the financial possibilities.

The requirement for defence against an attack on German territory with conventional forces seems unlikely, but cannot be ruled out completely; therefore, conceptual preparations are being made for reconstitution, that is, the capability to build up forces for national defence if necessary. Universal conscription provides the fundamental capability for this.

The evolving transformation process aims at a suitable holistic security approach to meet the challenges of the 21st century and to decide what contribution the armed forces and the Bundeswehr's civilian administration can make.

In the past, Bundeswehr reforms occurred at irregular intervals. These reforms always specified an end-state to be achieved at a fixed point in time. They were always about further development and improvement of something already in existence. Today, however, political, sociological, economic and not least technological upheavals occur at increasingly faster rates.

Procedures of the past are no longer the appropriate means for countering the new challenges. Transformation is the constant adaptation to new challenges, and the transformation of the Bundeswehr is thus more than the further development of armed
services or weapon systems. Transformation results in a significant improvement in the Bundeswehr’s operational readiness and is thus decisive in enhancing mission accomplishment in a permanently changing environment. The transformation of the Bundeswehr is taking place in harmony with developments in NATO and the EU.

In this sense, transformation is the shaping of a continuous, forward-looking process of adapting to changing framework conditions in order to enhance and durably sustain the Bundeswehr’s effectiveness on operations. The transformation of the Bundeswehr determines thinking, training, concepts, organization and equipment, thus creating something entirely new. The transformation process is an opportunity to make the Bundeswehr more efficient through innovative approaches to solutions. The main influences on the transformation process are developments in the fields of security policy, society and technology that have an effect upon each other. Their tendencies, interdependence and impacts must be assessed and forecast. Combined with political assumptions and the lessons learned on operations, conclusions can be drawn for the Bundeswehr.

The early identification and utilisation of the potential for innovation is of paramount importance for shaping the capabilities required by armed forces in the future. Concept Development and Experimentation (CD&E) is one of the fundamental methods for shaping the transformation process.

This method makes it possible to identify innovative potential and assess its relevance for the Bundeswehr better and more quickly. It requires us to bid farewell to the traditional thinking of one system following another.

Germany participates actively in multinational CD&E processes and is thus able to share the experiences of other nations and achieve synergy gains on a broader basis. This also contributes to establishing and maintaining the necessary interoperability in multinational operations. The revolutionary developments in the field of information technology offer the possibility to gather, transmit and process large amounts of data quickly and security. It will be essential to master this body of information. This factor has been taken into consideration in setting the goal of Network Centric Operations (NCO) capability. NCO enables armed forces to conduct operations based on comprehensive and current information quickly, precisely and successfully with the least possible commitment of forces. Transformation is the articulation of the Bundeswehr’s participation in the dynamic development process of society and economy and is an opportunity to respond appropriately to the quickly changing environment. The Bundeswehr has taken on the challenge.
The consequential realignment of the Bundeswehr to conflict prevention and crisis management operations abroad, to include the battle against international terrorism, necessitates an adapted capability profile for the armed forces.

The Bundeswehr requires armed forces appropriately structured according to their operational readiness and capabilities. They must be quick, effective, robust and sustainable and capable of conducting combined operations with other nations’ armed forces.

To achieve this, a capability profile comprising six interlinked capability categories is required:

- Command and control capability.
- Intelligence and reconnaissance.
- Mobility.
- Operational effectiveness.
- Support and sustainability.
- Survivability and force protection.

Considering the enlargement of the geographical area where operations may take place, and in order to ensure continued interaction with allies, it is necessary to prioritise the sub-
capabilities “strategic deployability”, “global reconnaissance” and “efficient and interoperable C2 systems and means”.

The basic capability of missile defence must be further improved. All planning must provide for a level of force protection commensurate with the threat. The increased demands necessitate **unrestricted application of jointness in thinking and action**. The **Bundeswehr's military capability as a whole** therefore takes priority over the capabilities of the single services and the organisational areas.

The improvement of existing capabilities must take into account both the joint approach of the Bundeswehr and its multinational integration. Considering the scarce resources, it may be possible to do without some sub-capabilities if these can dependably be made available by allies or partners. Conversely, this requires the Bundeswehr to be able to provide specific capabilities to allies and partners. Overall, the six capability categories will be fleshed out in such a way that the armed forces - according to their classification into the respective force categories - are progressively enabled to conduct network centric operations. Here, **interoperability** is the key to jointness and multinationality. It is the bracket that holds all capability categories together.

**Command and control (C2)** capability is a decisive element in the battle for information superiority and gaining command and control superiority. It is aimed at employing forces, assets and facilities of the Bundeswehr commensurate with the mission and the requirements in such a way that the desired effects can be achieved. Command and control capability must be ensured in near-real time and without interruptions and between all levels of command and organizations of the Bundeswehr. The necessary preconditions must be ensured through a streamlined C2 organisation, clear and standardised C2 procedures, and secure and efficient command support. Creating the technological and procedural preconditions for network centric operations at the forefront of the further development of command and control capability.

Awareness of and appropriate judgements regarding the situation in other countries are central to the decision-making process of the political and military leadership in the Federal Ministry of Defence (FMOD). These are essential for the early recognition of crises, for crisis management and for the planning, preparation and execution of operations at all levels of command in the armed forces. These information requirements must be comprehensively covered by the Bundeswehr’s military intelligence assets making use of all available forces.
for intelligence collection and reconnaissance and by taking into consideration the entire task spectrum of the Bundeswehr.

The intelligence and findings gained through intelligence collection and reconnaissance efforts are both an indispensable contribution to ensuring an independent capacity to make judgements take decisions and appropriate action, as well as to represent German interests in multinational organisations.

They are at the same time the precondition for being on an equal footing in the exchange of information with partners. To enhance mobility, the priority has been given to the sub-capability of strategic deployability, which has been unavailable hitherto. It is the precondition for operations, reinforcement and supply of forces in distant operation areas.

Strategic deployability requires adequate, timely and securely available air, sea and land transport capacities and procedures.

Taking into consideration the threat, the need to ensure availability, and potentially inadequate infrastructure in operational areas, a minimum level of national military capacities must be kept available.

Strategic deployment is always planned on a joint and multinational basis, using all modes of transport and available civilian resources.

**Operational effectiveness** is the ability to directly or indirectly engage ground, air, surface and underwater targets, and to operate effectively in the information space, which includes the capability to conduct information operations.

The credible demonstration of military capabilities may sometimes suffice to achieve a desired political, military or psychological effect.

In addition to the use of arms, armed forces must also be capable of de-escalation measures. They must be able to quickly raise their reaction capability by the prepositioning of forces on land or sea and to produce an appropriate effect through early entry operations after a short preparation time.
The Bundeswehr keeps forces and means available in such a way that force contingents can be composed, deployed and rotated in a timely manner. It must be possible to reinforce forces on operations as the situation requires. A precondition for this is the Bundeswehr’s ability to maintain appropriate operational readiness across the entire task spectrum, including operations and on routine business.

**Support** efforts contribute to achieving and maintaining the required readiness status. They include personnel management, training, care and welfare services, medical care, logistic support and other support services, including administrative support, infrastructure support or engineer support.

The success of operations depends in particular on the **sustainability** of deployed forces. Even if the operational area is a long way from Germany, sustainability must be ensured for the duration of deployment, whatever the threat situation, climatic conditions, available infrastructure and other factors in the operational area.

Sustainability of operations depends on the provision and replacement of forces, means and facilities according to demand, and on the quality and quantity of the support services rendered. Units must always be provisioned and equipped in such a way that they can ensure sustainability for a limited period of time with their integral assets.

To counter hazards to life and limb of Bundeswehr personnel successfully and to protect vital infrastructure, survivability and force protection are indispensable basic prerequisites for mission accomplishment. They give expression to the government’s responsibility for support and care of Bundeswehr personnel. Force protection is therefore assigned paramount importance during operations abroad and routine duty at home.

Commensurate with the situation, German forces must be enabled to protect themselves against all types of threat emanating from regular and irregular forces. Protective measures must be geared towards preventing intelligence, reconnaissance and engagement directed against our forces. Information superiority is a decisive factor in carrying out active protection measures. Passive protection is mainly achieved by protective equipment commensurate with the threat, by tactical mobility and robust infrastructure. In their respective areas of responsibility, all single services and organisational areas are responsible for directly or indirectly averting hazards to life and limb of Bundeswehr personnel. To assume these responsibilities, they must have available the respective equipment, technological means, organisational measures and procedures.
5 Realignment towards Jointness

Air Force, Navy, and Army are realigning to meet the challenges of the future

In the foreseeable future, conflict prevention and crisis management - including the combating of international terrorism - will be the more probable types of Bundeswehr operations. This requires a realignment strictly oriented on operations. In the evolving transformation process it will be particularly important for the Bundeswehr to undergo further development as a whole in order to enable the armed forces to operate in the multinational environment without any restrictions.

The Bundeswehr needs forces that can be employed rapidly, effectively and sustainably in combined operations with other nations’ forces and that are classified according to their readiness and capabilities. For this purpose, the armed forces will be organised into three force categories - response forces, stabilisation forces and support forces - that will be trained, equipped and employed according to their tasks.
This organisational measure creates a new basic structure in which all organisational areas continue to be represented, but will always work jointly. Just as important, however, is a joint command and control organisation for operations, and the joint bundling of scarce resources. Without exception, all force categories are characterised by the capability to provide even better protection for the German population.

For all operations the single-set-of-forces principle will apply, i.e., the forces and means the Bundeswehr provides to NATO, the EU or the UN are taken from one and the same pool of forces. The Bundeswehr’s orientation on the more probable operations runs parallel to with the introduction of a new system for deployment planning and implementation. It requires access to specific capabilities for certain, varying periods of time.

Deployment cycles will generally be planned to last four months. An adequate period between deployments will also be planned. Depending on operational requirements, the availability of forces and the soldiers’ personal situation, the duration of deployment may be extended or shortened. The so-called national level of ambition is the determining parameter for the scope and quality of German force contributions. In particular, the Bundeswehr must honour the following international commitments:

- Permanent participation in the NATO Response Force (NRF) requires that a joint force potential is kept constantly ready. Including preparation, after-action activities and the readiness phase, this commitment ties up approximately 15,000 military personnel.

- In the framework of the European Headline Goal Germany pledged to keep ready - depending on the situation - a first contingent of up to 18,000 soldiers. This includes the German contribution under the aegis of the EU Battlegroup Concept.

- In the framework of the United Nations Standby Arrangements System Germany has committed itself to keep available forces with modern equipment (transport, medical, military police, engineer, maritime patrol aircraft and mine defence assets). Up to 1,000 military personnel have to be considered in the planning and kept available for this purpose. In addition, about 1,000 personnel always need to be kept available for rescue and evacuation operations which, in principle, are a national responsibility.
5.1 THE RESPONSE FORCES

Response forces are intended to conduct peace enforcement measures against an adversary that is predominantly organised along military lines in order to create the prerequisites for peace support operations, while keeping losses down to the lowest possible level.

The response forces are capable of rapid response, consist of land, air and maritime forces with state-of-the-art equipment and the required joint command and support assets. They comprise a total of 35,000 male and female military personnel.

This pool of forces is used to generate the German force contributions to the NATO Response Force, the planned EU Battle Groups, NATO or EU operations or other multinational operations of higher intensity as well as contributions to UNSAS, and the assets for rescue and evacuation operations. Thus, the Bundeswehr has available a force potential that enables it to conduct complex operations of high intensity commensurate with Germany's international commitments. The Response Forces provide the German Armed Forces a highly modern and efficient component capable of participating in military combat operations.

If need be, and within the scope of applicable law, response forces may also be employed in the protection of the population and vital infrastructure at home.

The Response Forces Operations Command exercises command and control over the response forces in joint exercises and operations. Within the scope of transformation, it plays an active role in the further development of the Response Forces.

In addition, highly qualified special forces are capable of rapid-reaction operations which cannot be adequately carried out by traditional troops. They are employed under the direct control of the strategic/political level and are particularly suited for fighting against international terrorism.

5.2 THE STABILISATION FORCES

The reality of the Bundeswehr’s current operations is reflected in its peace support operations. Here, the national goal is the time-phased simultaneous deployment of up to 14,000 military personnel, distributed over up to five different operational areas.

The force potential for Stabilisation Forces amounts to 70,000 military personnel.
They are intended to be employed in multinational joint military operations of low and medium intensity for an extended period of time across the broad spectrum of peace support missions. These forces must be robust enough to assert themselves - while minimizing their own losses - against a quasi-military but primarily asymmetric adversary. For this purpose they need robust capabilities including – for Land forces - a core of armoured troops. Conflict prevention and crisis management operations can mean that Response Forces and Stabilisation Forces have to be deployed simultaneously or in quick succession. There is operational interplay between these two force categories.

If required, and within the scope of applicable law, stabilisation forces may also be employed in the protection of the population and vital infrastructure at home.

5.3 THE SUPPORT FORCES

The main task of the Support Forces will be the comprehensive and efficient support of Response and Stabilisation Forces during preparation and execution of operations both in Germany and in operational areas abroad.

They are earmarked for comprehensive joint support of operations both in Germany and in operational areas abroad, and during routine duty at home. The standards of the Support Forces must be such that they are able to provide efficient support to the Response and Stabilisation Forces.

If required, and within the scope of applicable law, support forces may also be employed in the protection of the population and vital infrastructure at home.

They provide the Bundeswehr’s command and control and training organisation. There will be 147,500 male and female military personnel in the Support Forces. This figure includes 39,000 personnel undergoing training at any given time, and 2,500 reservist posts.

The new structures and training concepts create the preconditions for a clearer focus on operational requirements. For this purpose, the armed forces must already be integrated in such a way during garrison and training duty that they can be sent on operations without any major changes and complementary training.
6 The Single Services and Organisational Areas

Air landing of a mobile aid station

The Federal Ministry of Defence (FMOD) is the supreme command and control authority for all services, units and agencies of the Bundeswehr. Below the ministry level there are the Armed Forces, the Defence Administration, the Military Justice System and the Chaplaincy which all work towards achieving the common goal: a Bundeswehr oriented on the mission and the current spectrum of tasks. Together they ensure the Bundeswehr's readiness across the entire mission spectrum and the execution of operations.

6.1 THE JOINT SUPPORT SERVICE

The joint approach is particularly evident in the Joint Support Service. It integrates the forces necessary to accomplish the Bundeswehr’s joint tasks on operations abroad, in Germany and in the multinational context in order to ensure the operational readiness of the armed forces.

The Joint Support Service (JSS) makes available central facilities for the national command and control organisation for operations. It combines important resources for operations and routine duty and for the Bundeswehr’s territorial tasks. During peacetime, the Bundeswehr Operations Command normally exercises command and control over all Bundeswehr operations oversees. In individual cases, following an appropriate decision by the Chief of Defence, smaller-scale operations may be controlled by the commands of the single services and the Medical Service.
The Joint Support Command is the Joint Support Service's command headquarters. It exercises command and control over Bundeswehr peacetime operations at home. The four Military District Commands and 12 State Commands, respectively, are the mainstays of civil-military cooperation.

Thus, each of the federal state governments will continue to have an efficient military point of contact enabling them to take speedy action in case of disasters or emergencies.

For these cases, suitable available assets from across the armed forces will be placed under operational command of the Joint Support Command. The Fleet Command provides assistance in disasters or catastrophic accidents at sea.

The Joint Support Command exercises command and control over the bulk of the Joint Support Service’s forces and the territorial agencies and is responsible for pre-deployment training, exercises and preparations for deployment.

The Armed Forces Office is responsible for the further development of the Joint Support Service and for formulating training doctrine. It controls command formations, offices, joint training facilities, agencies located abroad, and scientific institutions of the Bundeswehr.

6.2 THE ARMY

In future, the Army will have five divisional headquarters. The Army will provide one mechanised division with three manoeuvre elements to the Response Forces, which are predominantly planned for high-intensity joint network centric operations.

The Special Operations Division provides special forces and exercises command and control over so-called specialised forces. As an instrument of the political-military leadership, special forces accomplish their special mission in countering asymmetric threats. Specialised forces are capable of conducting evacuation operations and also have a basic capability to conduct operations against irregular forces.

All other forces are under the command and control of three divisional headquarters, including the Airmobile Division. For one of them, personnel planning will have to be such that it can be used as a lead division for stability operations.

The new capability profile will be rounded off by airmobile forces. The Army Forces Command will exercise command and control over the divisions and, in addition, over the German elements in multinational corps headquarters; it will be responsible for training,
exercises and pre-deployment preparations, as well as the readiness of the Army’s contributions to operations abroad.

The new joint Response Forces Operations Headquarters will be placed under operational control of the Bundeswehr Operations Command. It will be established in the Army by late 2006.

The Army Office is responsible for concepts of further development, establishes doctrine for training and training courses and exercises control over the army schools.

6.3 THE AIR FORCE

The Air Force has three air divisions. The Air Transport Command will be disbanded as soon as the European Air Transport Command is ready to assume the respective tasks.

In the medium term, the Air Force will equip four operational units and a training unit with the EUROFIGHTER combat aircraft. With its three air transport wings the Air Force renders a considerable contribution to attaining the sub-capabilities “strategic deployability” and “search and rescue” and “combat search and rescue” (SAR/CSAR).

With its three surface-to-air missile wings the Air Force provides the core of national ground-based capabilities of the extended air defence system. The number of tactical air control units will be reduced to three. A deployable airspace surveillance capability will be established. The Air Force’s specific capabilities of base defence will be consolidated in one battalion-size unit. The Air Force Command exercises command and control over the air divisions; and it is responsible for pre-deployment training, exercises and preparations for operations and for maintaining the readiness of the Air Force’s contributions to operations abroad.

The National Air Defence Operations Center controls operations for ensuring airspace security.

The Air Force Office exercises command and control over the Air Force Training Command with its training units and schools, the Air Force Materiel Command and, in the field of training, over the German Air Force Command, USA and Canada.
6.4 THE NAVY

The Navy is streamlining its organisational structures. The five existing type flotillas will be consolidated in two operational flotillas. Depending on the situation, operational units for intervention and stability operations will be composed from these flotillas.

The formation of operational staffs ready to be embarked at short notice will enhance the C2 capability of the naval forces.

A security and installation defence capability will be established with organic forces. The Naval Air Flotilla and Naval Air Wing 2 will be disbanded. The naval fighter bomber capability will be transferred to the Air Force.

The Fleet Command exercises command and control over the operational flotillas and the remaining two naval air wings and is responsible for pre-deployment training, exercises and pre-deployment preparations.

The Naval Office exercises command and control over the naval base organisation and schools. In addition, it is responsible for functional tasks such as training and further development.

6.5 THE CENTRAL MEDICAL SERVICE OF THE BUNDESWEHR

In the Bundeswehr Central Medical Service, existing structures will continue to be optimised for Bundeswehr operational requirements, without giving up the capability to respond quickly to disasters or terrorist attacks. Now and in the future active and non-active assets of the Bundeswehr Central Medical Service stand ready to assist quickly and sustainably in disaster situations.

In addition to the planning for the Immediate Medical Response Forces, plans for the Medical Service will have to provide for a total of eight medical regiments.

The number of Bundeswehr Hospitals will be reduced. The locations of regional medical facilities will be adapted to the stationing of user units.

The Medical Forces Command exercises command and control over the four Medical Commands and the Immediate Medical Response Forces. The Bundeswehr Medical Office controls the technical institutes, a medical instruction regiment, and the training facilities and installations. It is responsible for further development, training and other specialist tasks.
6.6 THE DEFENCE ADMINISTRATION

In the ongoing process of the further development of the Bundeswehr, the Defence Administration is also an efficient and effective partner of the armed forces in administrative matters. As a result of the realignment of the forces, the administration also has to make conceptual adjustments. It has taken on the challenge and has been shaping this process in a constructive and forward-looking manner.

In parallel to the necessary internal and regional adjustments, and at all levels, the Defence Administration will be geared towards the performance of administrative tasks in the context of operations both in terms of structure and organisation. It will be important to retain core capabilities, adapt the basic and continuation training and establish appropriate personnel management procedures. These efforts must focus on creating operationally ready and sustainable administrative personnel elements.

At the higher federal authority level, the revamped Federal Office of Defence Administration is the central point of contact for the Bundeswehr Operations Command in all operations-related defence administration matters.

As a result of operations abroad, language training and linguistic services are gaining significantly greater importance. Therefore, the entire language service elements of the Defence Administration, for instance, have been consolidated in the Federal Office of Languages. The respective personnel, however, remain with the user units, agencies and headquarters.

At the intermediate level, processes at the Military District Administration Offices will be further optimised. The objective is the focus on their original tasks and on effective controlling within the scope of their supervisory and functional competence. At the local level, garrison administration offices will be further optimised through management and control mechanisms. These are aimed at establishing active and efficient control of provision of services to the armed forces.

Purposeful individual assignment planning for conscripts as a contribution to making their military service useful and meaningful requires an efficient personnel generation service based on a system of standardised selection and enlistment offices.
6.7 THE EQUIPMENT ORGANISATION

The capabilities of the Bundeswehr require equipment that is efficient and commensurate with the tasks. The Equipment Organisation meets these requirements through central research, technology, the development and procurement of weapon systems and equipment, defence materiel and related services. It considers, in particular, the demands of the transformation process and places emphasis on attaining network centric operations capability. By outsourcing materiel acquisition, maintenance and support contracts to trade and industry, and by performing materiel maintenance measures for the Navy, the Equipment Organisation renders at the same time a significant contribution to well functioning logistics.

The Directorate General of Equipment is responsible for equipment planning including aspects of defence industry, defence technology and defence cooperation. Here, cooperation with other countries in the field of defence materiel plays an outstanding role.

The IT Staff, which is both user and provider, is responsible for the planning and conceptual further development of information management and technology including implementation, fielding and control, and for the provision of IT services.

In all equipment-related fields, the Directorate General of Equipment and the IT Staff push ahead with new technological developments and future technologies until adoption maturity and ensure in-house judgement and advisory capabilities in the Ministry of Defence. On this basis, they assist in the Bundeswehr capability analysis and integrate trade and industry into these efforts. One of the core tasks of the two higher federal authorities, i.e., the Federal Office of Defence Technology and Procurement and the Bundeswehr IT Office and their subordinate agencies, is equipping the Bundeswehr with appropriate modern defence materiel in an economical and timely manner. These authorities work on technical and technological problems and research tasks. They are responsible for the testing of defence materiel, and use their technical know-how to contribute significantly to the Bundeswehr's in-house capability for judgement and evaluation in technological and scientific areas.

To be ready to respond more flexibly and quickly to the operational demands of the armed forces in future, the internal structures and procedures of the Equipment Organisation will be even more strongly geared towards supporting the identification of needs, and efficient project management. The performance of IT-specific tasks regarding concepts, plans and implementation will be improved.
7 Personnel

Joining forces to meet future challenges

In future, the Bundeswehr will comprise 250,000 military personnel, including 195,000 regular soldiers and temporary career volunteers. In addition, there will be 2,500 posts for reservists. The goal for civilian posts is to gradually reduce their numbers to 75,000 by 2010.

The Bundeswehr needs personnel that show initiative, are well trained, efficient, willing to give their best, and convinced of their mission. These requirements place the human being at the heart of the Bundeswehr. People are its most valuable asset. Their qualifications, motivation and job satisfaction are determining factors for operational readiness.

The stress caused by operations and the challenges of everyday duty require from Bundeswehr personnel a high degree of ability to cope with physical and mental pressure. Besides combat as the classic form of military action, today’s male and female military personnel face new challenges.

During operations in particular, resolute manner, assuredness and assertiveness are just as important as ethical responsibility, social and intercultural competence, and language skills.

Consistent application of the principles of *Innere Führung* (leadership and civic education) along the lines of the values laid down in the Basic Law are the indispensable basis for the self-image and moral standards of the soldiers.
This includes modern leadership and the superiors’ support and care for their personnel. This applies to the performance of routine duties and in particular to mission accomplishment on operations.

The civilian personnel of the Bundeswehr will also have to face new challenges. The central goal of the realignment in the civilian area is the optimal support of operations. Therefore, the new civilian structure and organisation planning is oriented on the overall planning approach of the Chief of Defence. Another condition for the implementation of the restructuring measures is that they must be performed in a socially acceptable manner and without giving dismissals to others than those caused by normal fluctuation.

The reduction in personnel strengths resulting from the restructuring will also lead to a reduction in personnel costs, thus freeing up funds for investment in defence programmes.

The continuous recruiting of qualified people willing to do their best is a critical prerequisite for the Bundeswehr’s to accomplish its mission.

The attractiveness of the Bundeswehr as an employer - to include performance-related pay and adequate allowances for special stress and burdens - must take into account the high demands placed on the military and civilian personnel and the requirements of recruiting and mission accomplishment as a whole.

This also includes adequate appreciation of special achievements of Bundeswehr personnel on operations. Military personnel who were wounded or whose health was damaged otherwise should be enabled to stay in employment. An operations-related maintenance act will in future further improve the support of personnel wounded on operations and of the families of those killed on operations.

Working in an infrastructure environment comparable to civilian standards, modern working procedures and best possible compatibility of job and family are important factors.

A package of measures will add to the appeal of serving in the armed forces. The future personnel structure will be optimised in order to better come up to the requirements of service in the armed forces. The attractiveness enhancement programme, the new careers introduced in 2002 and the training and qualification initiative make up the framework for solid training possibilities, an attractive workplace, interesting job perspectives and adequate pay.

The job prospects for all rank categories have been significantly improved by structural measures. The new careers for non-commissioned officers and enlisted personnel
introduced on 1 April 2002 are a core element in ensuring the recruitment of new personnel. The attractiveness of this programme is reflected by the shorter waiting times for promotion.

Today, a female or male soldier may already be promoted to OR-6-level sergeant after a service time of 3 instead of 4 years.

Further progress is marked by the bundling of posts for OR-6-level to OR-8-level sergeants for about 90% of all non commissioned officers (NCOs). This avoids frequent permanent changes of station of NCOs for the sole purpose of promotion.

Another feature of the attractiveness programme is the raising of the pay grade for commanders of company-size units from A11 to A12. This is to better account for the high degree of responsibility that company commanders have for their personnel and equipment. In addition, comprehensive improvements in the situation of posts have resulted in a marked improvement in the promotion situation.

These measures are accompanied by a personnel early retirement act, which is an important basis for adjusting personnel strengths to the structure by enabling surpass personnel to retire early. It is already foreseeable today that an examination of the extension of the validity of existing legal foundations for ensuring the readiness of the armed forces will be required because the numbers of regular soldiers will go down in the target structure.

National Service will be retained because it guarantees Germany’s action-taking capability and ensures that the best possible response can be chosen for any conceivable situation. Basic service conscripts and conscripts volunteering for extended enlistment are an integral part of the armed forces. They are needed for the armed forces to function and support the operational readiness of the Bundeswehr.

They perform their duty in many areas and accomplish tasks across a broad spectrum. Conscripts contribute significantly to the protection of Germany and its citizens - from voluntary deployment to disaster relief operations at home. The young conscripts must and will be given the feeling that they are important. They will experience their duty as something useful and meaningful.

Conscripts are employed with a clear purpose and on the basis of qualifying training.

When planning assignments for basic service conscripts and conscripts volunteering for extended enlistment, their civilian qualifications and skills usable in the military will be given increased recognition.
The capability-oriented alignment of the armed forces must also be implemented in the Bundeswehr's training system. Predeployment training for conflict prevention and crisis management missions will become an essential part of general military training.

It will already commence during basic training and will prepare the male and female military personnel thoroughly for the challenges of the Bundeswehr's new task spectrum and the more probable operations.

Mandatory training will be determined by the reality and probability of operations.

The increasing joint standardisation of training elements and - wherever this makes sense - the central conduct of training is the principle to be applied throughout general and specialist military training.

Redundant elements will be removed from training syllabuses. Individual assignment planning must take into consideration and make use of those civilian qualifications personnel already have.

Reservists are being employed commensurate with their aptitude, training and availability throughout the entire task spectrum of the Bundeswehr, and their varied skills and knowledge must be consistently utilised to complement the capabilities of the active troops. They will also be employed in stability operations commensurate with their civilian occupational qualifications. There, they play a major role in nation building, i.e., in the build-up of state and society structures.

In the context of civil-military cooperation and disaster relief as well as operations to protect Germany and its citizens in peacetime, reservists render a significant contribution to increasing the sustainability of the active troops.

The dialogue between the Bundeswehr and employers of reservists will be intensified. Wherever possible, reservist duty will be so arranged that both sides benefit from it.
8 Materiel

Two-ship formation of EF2000 Eurofighter (foreground) and Panavia PA200 Tornado

The modernisation of materiel and equipment must be rigorously geared towards the capability-oriented joint overall approach. Wherever possible and sensible, possibilities of multinational cooperation must be sought and taken advantage of. In view of the limited financial resources, purposeful differentiation must be made in the field of materiel and equipment planning; this differentiation derives from the spectrum of the more probable tasks and operations of the Bundeswehr. Considering the security situation, there is no requirement to furnish all sub-capabilities with state-of-the-art, high-quality materiel, nor are there the financial resources.

Priority is assigned to measures, including force protection, for averting hazards to life and limb of all Bundeswehr members, for meeting justified requests from ongoing operations and for implementing legal requirements.

The capability to conduct network centric operations must be created by integrating command and control, reconnaissance and engagement systems. The peripheral equipment and ammunition urgently needed to operate and use the weapon and engagement systems must be given the same priority as the systems they are associated with. Stockpiling adjusted to the requirements of the more probable operations will be ensured.

The focus on the more probable operations means that the systems hitherto kept ready solely for traditional national defence are no longer needed. The number of older weapon systems optimised for national defence will therefore be reduced, and investments to continue operation of such systems will no longer be made. The costs thus saved create leeway for new investments.
Capability gaps will be closed through modern procedures for identifying and meeting conceptual requirements and operational demands while taking into consideration aspects of economic efficiency.

The new capability profile required for the Bundeswehr necessitates a realignment of armaments projects. Considering the limited financial resources, purposeful differentiation must be made in materiel and equipment planning.

In meeting the material needs of the Bundeswehr, emphasis will be placed on identified priorities. As far as demand satisfaction is concerned, emphases will be placed purposefully. The necessary resources will be freed-up by abandoning or reducing some acquisition programmes.

The **Response Forces** must be specially enabled to conduct joint operations in a multinational environment. They will therefore be given priority in receiving state-of-the-art equipment. This applies in particular to information technology required for attaining network centric operations capability.

The **Stabilisation Forces** must have modern equipment tailored to their capabilities and tasks. Networkability of the Stabilisation Forces is required to a lesser degree, but it must be sufficient to enable them to interact with the Response Forces.

The **Support Forces** must have an equipment standard that enables them to efficiently support both the Response Forces and the Stabilisation Forces – at home and in their operational areas abroad. This also requires networkability for parts of the Support Forces.

As regards command and control capability, the emphasis of demand identification and satisfaction is on command, control and information (C3I) systems. They will ensure the capability of exercising command and control over the Response and Stabilisation Forces worldwide in a joint approach. This includes creating the preconditions for network centric operations.

The respective scope of procurement is oriented on the three newly introduced force categories.

The capability for worldwide reconnaissance is provided in the category of **intelligence and reconnaissance**. Furthermore, financial planning makes provisions for the retention of the long-range maritime reconnaissance capability. To enhance **mobility**, strategic airlift capability will be established, and tactical mobility during deployments further improved. The
capability gaps existing in this field will be closed by means of standing contracts on civilian sea transport assets.
As regards **operational effectiveness**, the hitherto planned scope of procurement of armoured vehicles, air defence systems, and vessels can be adapted in the course of the realignment to the new parameters.

Conversions and measures to extend service life of equipment can be limited to that which is absolutely necessary.

The Army’s start into air mechanisation must continue to be shaped by procuring air transportable armoured infantry fighting vehicles (AIFVs) and making provisions in the financial planning for an army air defence system. Besides fielding the EUROFIGHTER and its armaments, the Air Force must implement the necessary build-up of a basic anti-ballistic missile capability. In addition, the modernisation of maritime response and stabilisation forces through the fielding of new weapon systems capable of operating in the future must continue.

To ensure support and sustainability the focus is primarily on the improvement of the capability of protected transport. This will counter threats that occur already in low-intensity operations. Furthermore, protected special-purpose vehicles will be procured. This will improve the possibilities for joint operations in multinational conflict prevention and crisis management operations.

The Bundeswehr’s materiel and equipment planning will be adapted to the available resources while avoiding unacceptable capability gaps that might result. It will be important for budget proposals in the next few years to:
→ orient command, control, information and communication systems on the requirements of network centric operations and make the respective provisions in financial planning,

→ make appropriate use of the available flexibility within projects that directly impact on Germany’s capability to support the Alliances and

→ maintain strict standards overall for new projects.

Economic efficiency in acquisition and running the forces contributes to achieving the modernisation goals described above. To free funds for investments requires a market reduction in running costs. For this purpose, the Bundeswehr must become more efficient regarding its procedures for acquisition and management and focus on its core capabilities.

The Bundeswehr will be relieved of all tasks that can be performed more economically using modern forms of cooperation and financing.

Decisions on the stationing of forces will be made on the basis of military, functional and economic considerations.

The decision on outsourcing out services to third parties must be oriented on the Bundeswehr’s mission accomplishment and on ensuring the operational readiness of the armed forces across the entire task spectrum.

Outsourcing services to third parties must be justifiable, demand-oriented, make sense from an economic point of view and be dependable on a long-term basis.

Planning, direction and control must remain a Bundeswehr responsibility. This also requires the Bundeswehr to retain respective capacities and competence.

Through increased cooperation, the Bundeswehr gains access to the innovative potential of industry and trade. Industry and trade thus provide not only goods and services but also knowledge for the more efficient shaping of management and acquisition procedures. The government-owned Development, Procurement and Management Group (Gesellschaft für Entwicklung, Beschaffung und Betrieb / g.e.b.b.) assumes a central role in the coordination and cooperation with trade and industry and in creating additional leeway for investments. As of 1 September 2000, the g.e.b.b. began to provide advice to the executive level of the Ministry of Defence regarding procurement, management, financing and payment issues.

The g.e.b.b. prepares concepts for the privatisation of tasks hitherto performed by the Bundeswehr. Such concepts have already been implemented successfully in the areas of vehicle pool and clothing management through the foundation of the Bundeswehr FuhrparkService GmbH and the Lion-Hellmann Bundeswehr Bekleidungsgesellschaft mbH.
In addition, pilot projects can be used to test cooperation options with trade and industry in regard to their applicability and impact. The efficiencies to task accomplishment is enhanced in all areas through.

Financial control appropriate to the given level and supportive in all phases of the command and control process and the application of suitable management methods and tools.

The so-called SASPF project (standard application software product families) is a decisive contribution to optimising management procedures in the Bundeswehr. The Bundeswehr’s management procedures are replicated in a process-oriented manner in an integrated software system utilising to a great extent the optimised management procedures of business enterprises. In addition, this project is the core of the modernisation effort regarding the Bundeswehr’s technical information systems.

The increased demands necessitate an approach of unreserved jointness across the entire Bundeswehr. This facilitates the bundling of resources, prevents unnecessary duplication of effort and thus contributes to more economic efficiency in acquisition and management of the Bundeswehr.
10 Conclusion

*Patrolling Kabul on foot - a German soldier of the International Security Assistance Force (ISAF)*

The core of the transformation is made up by the creation of three force categories: Response Forces, Stabilisation Forces and Support Forces. These force categories will be properly trained and equipped for their respective missions. The full development of their overall capability will stem from joint action.

The Bundeswehr will now be consistently oriented on the enhancement of its capabilities. Most of the respective measures will start in 2007 and will find expression in new structures, adapted materiel and equipment planning and demand-oriented stationing. Newly shaped along these lines, the Bundeswehr will be better prepared to meet the challenges of the 21st century and ensure security and protection for Germany’s citizens.