

# International Armaments Cooperation — German-Turkish Armaments Cooperation

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Owing to the long-standing membership of both countries in NATO the politico-military collaboration between Germany and Turkey is rather intense already. Aside from regular staff meetings this becomes also obvious by the staff talks between members of the armies, the diverse naval staff talks/talks on naval armaments as well as by “operator-to-operator” talks of the Air Force.

Within the scope of the training relations existing between the two countries, Turkish officers attend the general staff course at the Bundeswehr Command and Staff College in Hamburg and German defense attaché candidates the course at the Turkish Armed Forces Academy. Since the year 2000, German students regularly attend courses at the “PFP Training and Education Center” in Ankara. The “Center of Excellence — Defence Against Terrorism” (COE-DAT) in Ankara that opened in August 2005 is assisted by a German staff officer as Chief of the “Concepts Division” since summer 2006. Furthermore, German naval units call at Turkish ports in the Mediterranean as part of NATO operations. In addition, the good cooperation on minister level should also be underscored which was given expression the last time by the mutual visits in March 2007. The parliamentary state secretaries corroborated the desire for a continuation of the good bilateral cooperation during their visit to the IDEF armaments fair in May 2007.

Turkey regards Germany — right after the USA — as a highly important military partner within NATO. In the bilateral relationship both the contract on the delivery of 298 LEOPARD 2A4 battle tanks to Turkey and the intensive armaments relations in the naval sector play a rather significant role. Moreover, the signing and thus the successful conclusion of a bilateral General Armaments Agreement between Turkey and Germany is soon to come about which is to offer a framework for future armaments cooperation.

## Why Armaments Cooperation?

Existing armaments cooperation between Germany and other nations are subject to temporal changes and must be adapted to these altered parameters. As, last but not least, required



Battle Tank LEOPARD 2A4 firing in the Exercise Area.

Picture. FMoD

by the current transformation process, the Bundeswehr is making respective adaptations to the future challenges. The Directorate General of Armaments is, of course, also involved in this process. With increasingly scarce resources it is therefore aimed at exploiting synergies by armaments cooperation in order to ensure the full functional capacity of the armaments sector.

Institutionalized multinational armaments cooperation takes place within the framework of NATO, EU, and those countries having signed a Letter of Intent (LoI) (on 6 July 1998, the defense ministers of Germany, France, Great Britain, Italy, Spain, and Sweden have signed a declaration of intent on measures to facilitate the restructuring of the European arms industry. The signatory states represent here 98 percent of the European arms manufacturers) as well as in the armaments agencies of EDA and OCCAR. In addition, there also exist bilateral agreements, which complement the institutionalized armaments cooperation.

“Armaments cooperation” is to comprise Germany’s collaboration in the field of military technology in bilateral and multinational scopes with other nations as well as the support of arms exports. In particular, armaments cooperation is to be understood as a term for all activities that include the participation of the armaments sector in which Germany

- Collaborates with one or several nations in the research, development or procurement of military technology and defense materiel, respectively
- Supports another nation in the research, development or procurement of military technology and defense materiel, respectively
- Sells defense materiel to another nation (deliveries/hand-over of materiel by countries and commercial export)
- Holds meetings/talks on the basis of agreements (MoU, LoI).

Both within the scope of sales of defense equipment from Bundeswehr inventories that is no longer needed due to downsizing and on the score of the Bundeswehr transformation process, and in commercial trade of the private sector there were extensive sales of defense materiel in the recent past.

## Maintaining National Core Capabilities in Military Technology

In ideal circumstances, armaments cooperation is also to serve the maintenance of national core capabilities in military technology. In addition, supporting exports is to ensure indis-



Battle Tanks LEOPARD 2A 4 in an Exercise.

Picture: FMoD

From this point of view, general statements about armaments cooperation cannot be made as there exist different conditions with each partner nation in regard to the respective army, air force and naval equipment as well as arms economy aspects, which are to be taken into consideration in a possible cooperation. In officially advocated and promoted export projects — a political approval/support assumed — the priorities are set along the identified national military-technological core capabilities.

## Armaments Cooperation from R&T Aspects

pensable military-technological core capabilities of the German defense industry within the scope of valid export rules and standards. All core capabilities in military technology need basically be supported within the scope of exports. There are some domains, however, which need

more support due to the low national demand, e.g. in the naval field it is the construction of surface combatants and submarines and the production of the appurtenant sensors and effectors or, with the land systems, it is the field of weapons and ammunition.

New technologies and their exploration are major driving elements for future military systems and their application, respectively. The preparation of armament projects requires considerable resources. Work sharing with efficient international partners can therefore contribute to own technological progress



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and efficient development of defense materiel. The technological capacity of a country is thus significant for the selection of potential cooperation partners. Cooperation in the field of military-technological R&T can basically contribute to strengthen the confidence basis for common defense efforts and armament projects of the partner nations.

## Legal Parameters for Armaments Cooperation in Germany

The War Weapons Control Act (WWCA) and the Foreign Trade Act form a framework, which provides the Federal Government a scope for judgement and powers of discretion with the majority of all arms exports; only the practically less important cases in which the WWCA strictly prohibits the granting of permission represent an exception. To ensure a uniform and objective exercising of the discretionary political powers the Federal Government is entitled to and to make transparent the politically important decision criteria applied here, the “Political Principles of the Federal Government for the Export of War Weapons and Other Defense Materiel” on the basis of which the individual cases are decided on apply since 1982 (revised in January 2000). As far as these are concerned, a differentiation in arms export issues is made between the circle of EU and NATO countries and the nations assimilated in status to them

(Australia, New Zealand, Japan and Switzerland) on the one hand and other states (so-called third or non-member countries) on the other hand. As to the first mentioned group of countries, permissions are the rule and rejections the exception; with the second group, the export of war weapons is permitted in exceptional cases only and only if special German interests in foreign and security policy speak in favor of granting an approval. Permissions for all other defense equipment are only granted if the interests to be protected within the scope of the foreign trade law are not jeopardized.

## Goals of Armaments Cooperation

Particular significance is being attached to maintaining an efficient and competitive German industrial base in the core areas of technology and arms economy as a prerequisite for a cooperation capacity prevailing in future, too. In the “Concept on the Strategic Reorientation of the Armaments Sector” of April 2007 the goals of German armaments cooperation policy are specified as follows with prioritization being put on a cooperation in a European and transatlantic frame:

- Provision of joint/combined capabilities on the basis of harmonized requirements
- Advancement of core capabilities in military technology ranging from an efficient technological industrial basis in Germany up to a private-sector, competitive European structure

- Reduction of multiple/redundant capacities and acceptance of interdependencies with guaranteed military supply to be provided to the respective national armed forces
- Exploitation of synergies in partner pools
- Implementation of market economy principles on the European armaments market.

These objectives constitute also the basis for the cooperation with other countries outside of NATO and EU as far as these states contribute to a decline of conflicts, pursue common security interests with Germany and heed democratic behavior and assume commitments in the field of arms control, arms export control, and non-proliferation.

## Armaments Cooperation between Germany and Turkey

The armaments cooperation between Germany and Turkey began within the scope of aid and equipment programs which ended in 1995. The continuous good cooperation in the sector of the Navy, the expansion of the relations to the ground forces (by hand-over/delivery of LEOPARD 2 A4), the technologically high-quality possibilities of a collaboration between the air forces, and the General Armaments Agreement which is almost ready to be signed represent an excellent basis for an extension of the cooperation with Turkey in the armaments field. Aside from the treatment of issues of security policy, it is characterized by the extent



Submarine U 214A. Picture: HDW

in technologies used in the cooperation. It is last but not least also due to its increasing economic power and technological innovation capacity that Turkey offers a very promising potential for armaments cooperation with the Bundeswehr. The present cooperation is based on the following agreements:

- Support services are provided by the Federal Agency of Defense Technology and Procurement and by means of mandate contracts on the basis of an administrative assistance agreement of 1972. Procurements of spare parts and components/assemblies as well as maintenance contracts are examples for that
- On 19 January 2000, a "Technical Agreement Navy" was concluded to deepen the cooperation in the field of naval armaments
- In addition, there exists also a secret ministerial Memorandum of Understanding (MoU) of 11 August 2000
- A German-Turkish intergovernmental agreement on armaments cooperation (General Armaments Agreement) is presently undergoing a final review by the Turkish defense ministry.

### Responsibilities in the Turkish Armaments Field

The executive committee of the defense industry headed by the Prime Minister, the Chief

of the General Staff, and the Defense Minister decides whether or not defense materiel is going to be acquired for the Turkish armed forces. The implementation lies with the State Secretariat for the Defense Industry (SSM), an organizational unit of the defense ministry. The commanders in chief of the Services are responsible for direct procurements.

### Existing Armaments Cooperation with Turkey

Germany has been and still is an important supplier and cooperation partner for Turkey. The arms relations presently existing between Germany and Turkey are of considerable extent. The striving for a full membership in the European Union results in the fact that the industrial cooperation with European countries in the fields of research, development and production as well as procurement of defense equipment is being attributed great importance. Turkey attaches particular value to bilateral coopera-

tion, however, which, in the field of armaments, takes precedence over multilateral agreements and commitments. Turkey has been consistently pursuing the strategic objective of building up an efficient arms industry in the medium term in order to reduce own dependencies on imports of defense equipment and to improve possibilities for own arms exports. Logically, the Turkish arms industry should be made a partner in all public invitations to bid. The activities in the field of army equipment are characterized by the hand-



Military Transport Aircraft A400M. Picture: Airbus Military

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over/delivery of 298 LEOPARD 2A4 battle tanks. This program serves the Turkish Army as a bridging solution up till the delivery of the new Turkish battle tank (national modern battle tank project).

Turkey purchased from the Bundeswehr two new COBRA artillery-locating radars. Turkish modifications were projected through a mandate contract. The delivery of both systems was made on schedule in mid 2007. Turkey has expressed strong interest in participating in the trilateral (Germany, France, Great Britain) service phase under the management of OC-CAR. Talks have already been initiated.

The German Armaments Director decided to support the LEGUAN 1 bridgelay project and to grant Turkey's request for dealing with the procurement of bridgelayers for the Turkish armed forces in a mandate, although the Bundeswehr itself is not a user of that equipment.

The armaments relations in the naval sector are exemplary for the realization of the Turkish objectives of building up own capacities in the development and procurement of naval technology and equipment with

the support of foreign companies. Despite international competition the German industry was awarded numerous contracts on construction of frigates, submarines, fast patrol boats, and minehunting vessels. After the completed construction of submarines of the GÜR class, another six AIP (air-independent propulsion) submarines have been tendered for procurement within that scope. These are intended to be built in Turkey and are consequently subject to an extensive technology transfer. Apart from that, Turkey demonstrates its ambition with the self-developed corvettes in the MILGEM project and is therefore becoming increasingly interesting for Germany in the field of armaments cooperation. The first one of these corvettes is going to be named on 27 September 2008.

Within the scope of the modernization of its transport aircraft fleet, Turkey plans to procure ten Airbus A400M for the purpose of which parts of the joint production were transferred to Turkey. In future, the field of aerospace technology will play a bigger role in context with armaments cooperation between Turkey and the European defense industry. Concrete projects are the procurement

of combat and transport helicopters, air defense missile systems, 4<sup>th</sup> generation fighter aircraft, and the upgrading of the capabilities in the field of airborne/space-based reconnaissance (GÖKTÜRK). A possible participation of the German industry is presently still open. The decision on Turkey's participation in the trilateral A-UAV program (France, Spain, Germany) has yet to be made, but is very much welcomed by the German side.

## Outlook

The German-Turkish armaments relations are developing downright positive. Of course, German companies cannot win all the bids advertised in Turkey. The jointly started projects as well as the future ones will strengthen the collaboration and lead to a technological exchange that will be of benefit to both countries. In summer 2006, the two nations have taken up the interest existing on both sides regarding a bilateral General Armaments Agreement. In March 2007, a bilateral MoU negotiating group had a meeting in Ankara in which it was already possible to hammer out a common draft.

The bilateral General Armaments Agreement between the two countries will hopefully be signed soon and thus serve a further strengthening and fostering of the relations. Moreover, the Directorate General of Armaments intends to establish the position of a defense research attaché at the German embassy in Ankara in probably 2009. ■

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