

# Shaping the Change

For the Bundeswehr an eventful year 2009 with significant historic benchmark dates and multifarious challenges has come to an end. The year 2010 will come up with new tasks. For that reason it is worth to put the remembrance of the 20<sup>th</sup> anniversary of the reunification of our fatherland at the starting point and to recollect the substantial contribution the Bundeswehr made for the internal unity of our country, last but not least based on the liability to military service. This was not possible without an all-out effort and only with the universal willingness to respectfully “associate with each other”. The growing together of East and West in the Bundeswehr has enriched all of us. We are therefore going to celebrate with pride and gratitude the “20 years of the Armed Forces of Unity”.

After 1990, the Bundeswehr has undergone an unprecedented change in its history by transforming from Armed Forces for national defence to Armed Forces on mission. It is high time to exchange the experiences and to continuously advance the Bundeswehr along the primary tasks and apparent challenges. The missions are marked by high dynamism as well as by unexpected and unforeseen contingencies. The Bundeswehr has orientated itself to these missions and proves its efficiency every single day. And yet, requirements for further adjustments are looming quite clearly.

## “Thinking from the Mission”

The big challenge we will have to deal with in future is to shape the command and administrative structures of our Bundeswehr to an even more mission-oriented, more efficient, and leaner make-up as well as to strengthen the forces bearing the burden of the missions. “Thinking from the mission” must determine the structures, and the Bundeswehr has to orientate itself even more consistently towards the realities of current and foreseeable future missions. Here it is equally about an efficient joint and combined conduct of operations by the Bundeswehr and the minimization of the interfaces between the areas of command, control and support. It will be the task of the commission appointed by me to work out in the months to come both the key points of such a new organizational structure and proposals for a further optimization. Here it is not about a new edition of the “Commission for the Common Security and Future of the Bundeswehr” of the year 2000 whose goal was a fundamental reorientation of the Bundeswehr. We don’t need a “renewal from scratch”, but the consistent continuation of the transformation in which al-



Karl-Theodor zu Guttenberg Visiting German Soldiers in Afghanistan.

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ready prepared concepts are combined with new thoughts and approaches.

The second challenge to be dealt with is to lastingly harmonize the tasks of the Bundeswehr, its capabilities and structures with the foreseeable provision of funds. It must be ensured that mission and funding of the Bundeswehr correspond with each other even in the long run. Uncritical preservation of acquired status and rights is not advisable here nor are shortsighted orgies of cutbacks and streamlining which for the sake of a short-term effect of economy will cause much more costs in the future. All actors who contribute to the security of our citizens must cooperate in the best possible way: in Germany just as at all places where Germany has become committed for the causes of peace, rule of law, and freedom. To that end we must use the internal optimization potential, activate creative forces and synergies, and find intelligent solutions for practical application. Under the keyword “Modernization of the Bundeswehr” it has already been possible to get numerous projects successfully off the ground – especially in cooperation with trade and industry. This made quite some achievements possible that would not have been attainable in a “conventional” way. Here, I am thinking, for instance, of the quick modernization of the vehicle fleet. But it becomes also apparent that our expectations in respect to possible cost reductions and spending cuts cannot be fulfilled in all fields. It will therefore be necessary to meticulously analyze all the modernization projects in order to boost on that ba-

sis both the economy and efficiency of our modernization efforts.

Modernization and further development, the enhancement of the attractiveness of the employer “Bundeswehr”, and the make-up of a shorter military service period will not be obtainable free of charge. It is thus all the more



Federal Minister of Defence, Karl-Theodor zu Guttenberg, in the Bundestag (Lower House of Parliament).  
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important to optimize the distribution of the scarce resources under economic aspects. First steps were taken with the introduction of controlling instruments and the implementation of an integrated accountancy. This requires binding standards and targets, however. Today, every modern company knows the principle “management by objectives”. For best possible results we need to combine the acting of all parties involved through joint goals, starting out from the executive sector of the ministry via the military and civilian command echelons down to the soldier or employee at the scene of action. Decisions and results must be possible to be judged by these levels of ambition. This creates transparency, reduces abortive developments, and promotes the cohesion of all areas.

## Balanced Capability Buildup

Goal of the Bundeswehr Planning is a balanced buildup of capabilities across all categories. If we review the mission, task, and necessary capabilities it will be mandatory to also scrutinize the armament projects already in the planning and realization. A stringent measure and a consistent prioritization will be necessary here, too. Just as important is the successful synergy of military requirement, stipulation of the parametric conditions by the acquisition organization and the industry’s discharge by performance. We have to work towards the goal that contractually agreed services, costs and time estimates will regain their bindingness. This requires more sense of reality on both sides – with the military requirements of the user and the promise of service delivery by the material developer. Primarily with regard to major projects the Bundeswehr and industry must come to a much clearer understanding of the feasibility, the risks and their equitable distribution, stipulate that in contracts and see to it that the sequence and progress of the project is shaped transparently. To achieve that we will have to establish appropriate procedures in coordination with the industry.

The future fulfillment of the equipment requirements of the armed forces will have to be progressively effected in the tension triangle of Bundeswehr, multinational cooperation and the maintenance of national military-technological core capabilities. In the wake of the increased military cooperation in Europe we aim with justification at an improved harmonization of the equipment requirements of the armed forces of the states involved. The establishment of the European Defence Agency in 2004 was a milestone in this context and substantiated at the same time the task for a goal-oriented advancement of the cooperation on a partnership basis under the umbrella of the agency.

To ensure technological competence and high-quality jobs in Germany, the governing parties have declared in the coalition agreement to determine and specify interministerial meas-



Mission in Afghanistan with DINGO All-round Protected Transport Vehicles.

Photo: dpa

ures for maintaining and implementing selected military-technological core capabilities. In plain language this means: cost overruns of armament projects whose causes are rather rooted in the priorities set by armament policy than in the military requirement have to be shared to a greater extent by contributions of other ministries. The Bundeswehr is already making an important contribution as reference customer for German arms exports, which should, in this context, be considered as a relieving element. For armed forces in missions, support of exports can always be a background task only. It must rather be understood as a common task of both the federal government and the parliament.

## Recruiting Motivated and Qualified Personnel

The strength of the Bundeswehr is not just measured on the basis of its materiel and equipment and security policy-related integration. It is above all the soldiers, airmen and sailors and the civilian staff who make the Bundeswehr as efficient as it is. Recruiting motivated and qualified personnel and to tie them to the armed forces is an essential strategic task in view of the demographic change. The attractiveness of the service becomes thus a decisive factor in keeping the place of work “Bundeswehr” competitive in the increasing competition on the labor market. Here it is essential to tie up an effective package of measures and to resolutely implement it in the coming years. We will, for instance, put our allowance system under the microscope and initiate adjustments. This will include a premium system, which offers more flexibility in the “fight for talents” in especial-

ly assignments with staff shortages. Improvements in the compatibility of family and service are a matter of particular concern. Child-care, compensation of family-linked absences and revised relocation regulations up to commuter accommodations should be no foreign words for modern armed forces. The employer “Bundeswehr” must cater much more for the interests of families. All this will not be possible to get without involving additional expense, however.

But the difficult economic situation of our country calls for realism. It is essential to stick with the requirements to the actual possibilities of getting them communicated and funded. We must therefore direct our focus also on the intangible factors. Here I am thinking mainly of the reputation and established image of the armed forces and of the military profession in the society. I am campaigning that those who are in service for our country will get the recognition that they deserve. This is commensurate with my understanding of responsibility and care. Clear statements, which describe the mission reality in a non-flourishing way as well as a convincing public justification of the missions, will create the necessary acceptance. This produces confidence both inside and outside.

The service in the armed forces and the employment in remote and dangerous regions do not release from the obligation to observe rights and law. It is thus the more important that legally mandatory investigations can be conducted competently and rapidly in accordance with the rule of law. A soldier who acts on mission in compliance with the rules of his mandate must not need to be afraid of the public prosecutor. The question of the certainty of the law for soldiers employed in missions abroad is of fundamental importance. We are going to get new ini-



Checking the Equipment for the Mission.

Photo: dpa

tiatives off the ground in the next months – for more certainty of law and action.

The stipulations in the coalition agreement on a reduction of the period of compulsory military service to six months pose big challenges to the Bundeswehr. At the same time they offer the chance, however, to integrate compulsory service and Bundeswehr more firmly in

the governmental and social structures of our country. The operational capability of the Bundeswehr will figure prominently in the shaping of the military service in future, too. It will be the yardstick by which a structural reorganization of the compulsory service will have to be measured. We will have to design the basic military service in a way that the soldiers get

the feeling that they are needed and that they also perform an attractive and purposeful service as citizens in uniform for themselves and their fellow citizens. The “Conscript 6” (six month of compulsory service) is not “an approach to a way out” of conscription. The reduction of the service period will also entail impacts of financial nature, however. More equity in conscription cannot be realized free of charge.

## Mission in Afghanistan

Its missions characterize the Bundeswehr of today. Here, the participation in the International Security Assistance Force (ISAF) in Afghanistan is the biggest and most challenging mission of all operations abroad. Our commitment in Afghanistan is aimed at stabilizing the country in order to deny the international terrorism a use of Afghanistan as an area for retreat and training. With that we make an important contribution to our own security. Our soldiers are making an extraordinary effort to stabilize and reconstruct this country in joint and combined action with the international community, with soldiers from more than 40 nations, and the Afghan population.

But military involvement alone will not do to be successful in Afghanistan. It rather requires the commitment of the international



Qualified and Motivated Personnel are of Special Importance. Photo: FMoD

community in the entire spectrum: security and development are interdependent. We have taken first steps to refocus our commitment on an interministerial basis and to pool our efforts. Jointly with our international partners and together with the Afghan representatives we will put our strategy on a new basis at the Afghanistan Conference, which is scheduled to take place in London in late January 2010. The federal government will judge its interministerial efforts by the outcome of the conference and re-orientate them respectively. It will advance its Afghanistan concept with concrete target times and levels of ambition. As to this, the civilian component of the commitment of the international community in Afghanistan will be given more prominence, because its effectiveness will be decisive for the success. It is thus not only about the employment of armed forces, but primarily also about the civilian services provided for building up the police force, instituting administrative structures, generating alternative incomes for life by turning away from violent economy or drug cultivation, establishing and operating schools, but above all also for creating training vacancies and jobs.

ISAF supports the Afghan government in bringing about security and building up Afghan



Air Force Technician Working at a EUROFIGHTER. Photo: German Air Force

security forces. These must be enabled to be capable of providing security for their countrymen on their own. We devote all our efforts to the aim that this can be affected soon and will therefore invest increasingly in the training of Afghan soldiers and policemen. With our strategy of “transfer into responsibility” we allow the Afghan government to discharge its duty in assuming more self-responsibility, and we will not stop reminding them of this obligation. In this way we will give Afghanistan’s security an Afghan face.

As challenging as the Afghanistan mission may be, we must not lose sight of the other areas of operation. The German servicewomen and servicemen who perform their service for



Federal Minister of Defence, Karl-Theodor zu Guttenberg, Meets Afghan President Harmid Karzai in Kabul. Photo: dpa

our peace and our freedom at many places in the world deserve our full recognition and support. The Bundeswehr on mission is successful – in Afghanistan just as in the other theaters of operation.

In 2009, we have seen clear progresses in Kosovo. The local elections in mid November went off without any problems and we were able to reach an expedient and politically acceptable delimitation of tasks and cooperation of KFOR, UNMIK and the EULEX Rule of Law Commission. Nonetheless, the future of the Serbs in the north of Kosovo remains an open issue. The international commitment to preserve the stability in the country will therefore be necessary in the foreseeable future as well.

In Bosnia-Herzegovina the European Union has done a good job with EUFOR ALTHEA and a significant German component. Germany, just like our partners, works towards closing the office of the High Representative and towards a gradual ending of the current military commitment within the framework of EUFOR ALTHEA. But the reciprocal blockade policy of the different entities does not allow this yet. For that reason, EUFOR ALTHEA continues to be of unchanged importance.

In Georgia, the UN (UNOMIG) and OSCE missions were terminated in the course of the

year 2009. German military observers and medical soldiers have done an excellent job over many years. The EU mission for monitoring the implementation of the 6-point peace plan is now the last international presence remaining there and is thus all the more significant for the stability of the total Caucasus region.

At the Horn of Africa and in the Indian Ocean the maritime EU operation ATALANTA was able to successfully fulfill its main task, the protection of the transports of the world food program. In view of the size of the maritime area, a containment of the piracy continues to be difficult, however. It was clear from the very beginning that ATALANTA could only fight the symptoms, but not the causes of piracy. These

are rooted in Somalia and radiate over the whole region. The debate about a possible EU strategy for Somalia and beyond is therefore absolutely necessary.

The German contribution within the framework of the maritime task force of the UN mission (UN Interim Force in Lebanon – UNIFIL) off the coast of Lebanon will concentrate even more on supporting the Lebanese Navy in the buildup of capabilities to autonomously conduct surveillance of the own coast and territorial waters. The German Navy provides effective support here and has, within the framework of UNIFIL, a large share in successfully stopping the gun running over the sea and thus in the stabilization of the region. In the coming months, the United Nations is going to subject the current force reservoir of UNIFIL to a close scrutiny. On the basis of that review we will then be able to decide on the type and extent of our future contribution.

With our missions in Africa – UNMI and UNAMID in Sudan, and EUSEC RD CONGO in the Democratic Republic of Congo – and within the scope of Operation Active Endeavor in the Mediterranean Sea as well as with the Operation Enduring Freedom at the Horn of Africa we make additional recognized contributions to the stabilization of crisis regions

and to the fight against international terrorism. With that we assume international responsibility and take account of the fact that peace and security in Germany are considerably influenced by factors beyond the own national borders.

## Commitments in International Organizations

No countries can alone guarantee peace, freedom, security, and prosperity for itself and its citizens. Our commitment in international organizations as well as closely coordinated multinational actions are essential elements of national security provisions. Even after the end of the Cold War, NATO continues to be the most successful alliance of collective security and supporting pillar of the security provisions. The alliance faces the requirements of the present time and the challenges of the future in a continuous process of political and military transformation. At the NATO summit in Strasbourg and Kehl in April 2009 the heads of state and government have given the go-ahead for the preparation of a new Strategic Concept. The course for the future of the alliance is to be set and a new consensus on the core functions and tasks of NATO to be found by the beginning of the summit in Lisbon in fall 2010. NATO needs this adaptation of its strategy to be able to give the right answers to the new challenges of the 21<sup>st</sup> century. The new Strategic Concept is about guidance decisions on the tasks and the range of NATO, on the cooperation of the alliance with international actors, on the relations with Russia, on disarmament and arms control as well as on the strengthening of the transatlantic relations. For Germany, the mutual assistance clause described in Article 5 of the Washington Treaty remains unchanged the most essential part and core of the alliance. Even though the missions outside of the alliance area are today more than ever in the center of attention, they cannot be regarded separately from the collective defence: on the contrary, the challenges to the security policy do no longer permit an acting by NATO exclusively under geographic aspects, but require equally a value-based and interest-governed acting also outside the actual NATO territory.

Under these conditions the success of NATO will increasingly depend on its capability for networking its military instruments with



Discussion with German Soldiers at the Camp in Kabul.

Photo: dpa



Deployment of the German Navy with a Boarding Team in Operation ATALANTA. Photo: German Navy

many and diverse international partners. This relationship has to be newly defined. The alliance needs a network of partners with which it jointly creates a comprehensive range of instruments for peacekeeping and conflict management within the scope of “networked security”. This includes not only international organizations such as the EU or the UN, but also non-NATO members as there are Australia and New Zealand today already as well as civilian personnel of both the development policy sector and non-governmental organizations. NATO will be able to get something moved when the cooperation between the alliance and these partners is indeed functioning in practice. Germany will actively introduce its ideas on the implementation of this approach into the preparation of the New Strategic Concept.

With the entry into force of the Lisbon Treaty on 1 December 2009, the EU, the European security policy pillar for the Common Security and Defence Policy (CSDP) has been further extended. With the “Permanently Structured Cooperation”, the “European Foreign Service” and – hopefully soon – the “Council of Defence Ministers” there are important new instruments in the process of development. The CSDP has been extended by the mutual assistance clause newly included in the treaty. It provides for the mutual defence commitment in case of an armed attack against the territory of a member state and supplements the already existing solidarity clause, which allows the employment of all means available to the Union within that member state in case of a terror attack.

The current and foreseeable challenges make a further improvement of the EU’s capa-

bility to act in crisis management indispensable. This applies equally to the civilian and military dimension of the CSDP. Its co-acting needs to be further synchronized and harmonized. Practically this means that the politically relevant preparation of potential operations and mission must be improved. In the development of a superior civil-military planning capability of the EU on strategic level we are making good progress. But this is not enough: The federal government also campaigns for permanent EU military planning and command capabilities. Europe must be in the position to

autonomously prevent conflict cases and, if need be, to act jointly, rapidly and flexibly. Many elements necessary for that are already available in Brussels and need only to be combined in a suitable way.

The EU’s capability for rapid acting must also be improved. Here, an important intermediate target has been reached with the Battle Groups. It is now essential to use this instrument in a way that the added value becomes conspicuous in practice, too. Similar progress as was made with the ground forces must now be also achieved in the area of the air and naval forces where the different concepts need to be combined.

In view of the extremely scarce budgets in the coming years, the European cooperation and the consistent use of synergies will become a necessity. It does not suffice to optimize the respective national forces. We rather need a comprehensive optimization approach within the framework of both the EU and NATO. For a more effective acting of the EU we have to further improve the instruments of the CSDP, to better coordinate the forces of the member states, to overcome the blockades between NATO and the EU, and to strengthen the cooperation also with the UN and OSCE.

On global level, the UN is the leading actor in security policy affairs. Germany applies again for a non-permanent seat with the UN Security Council for the two-year period 2011/2012. With that we signal to the world that we are ready to take on more responsibility. It is thus all the more important that the Bundeswehr can adequately fulfil the role assigned to it in this system of networked security. We all, every one at his or her place, bear the responsibility for that. Let us together determine the right course for that. ■

*By Dr. Karl-Theodor zu Guttenberg, Federal Minister of Defence.*



Federal Minister of Defence, Karl-Theodor zu Guttenberg (left), in Talks with Austrian’s Foreign Minister Michael Spindelegger in Brussels. Photo: dpa