

“The Army on Mission” The Individual Soldier in the Center of Attention

Three lines of development have been of particular significance for the Army in 2009:

- In the Balkans it is, from a military point of view, possible to reap the benefits of the work of the last decade in spite of some lingering risks. For the Army this means that forces can be released and withdrawn.
- In Afghanistan, our soldiers are getting more and more involved in regular combats with insurgent fighters, with the scope and type of the incidents occurring there exceeding the challenges of the past by far.
- Following the election of the new Bundestag (Lower House of Parliament) the Federal Republic has got a new government and the Bundeswehr (Federal Armed Forces) a new defence minister who is particularly pursuing a further consistent orientation of the Bundeswehr towards operations and missions and an enhancement of the attractiveness of the service.

For the Army this entails primarily the following three central fields of action:

- Meeting the challenges in missions
- Mission-oriented advancement of the Army, and
- Development of measures and proposals to increase the attractiveness of the service in the Army.

Missions have Priority - Sustaining in Missions

The philosophy “Missions have Priority – Sustaining in Missions” has been cherished in the Army for years already. Mission orientation is a determinant in all fields of action of the Army. The “mission” was the dominant topic for the Army in 2009, too. Here it became evident in a particular way what the mission actually demands from its soldiers. As to quantity it is true that the Army still provides the biggest portion of the German soldiers in missions – in close collaboration with the fellow soldiers of the other military organizational areas and embedded in an approach of networked security integrating numerous other departments as well.

What the mission indeed demands in qualitative respects becomes especially apparent in Afghanistan. There, the soldiers of the Army are primarily the ones who, on the one hand, are in direct contact with the population, but who, on the other hand, are also directly threatened by fighters of the adversary – without a protecting distance between them. In this year they had to deal so intensively with the challenge emanating from the insurgents as never before, since these attack the Afghan people, the Afghan security forces as well as the sol-



Lieutenant General (GE A) Hans-Otto Budde, former Chief of Staff, Army; he retired at end march of 2010.
Photo: Army Staff

diers themselves. In other words, our soldiers are engaged in combat activities there as in no other year before. And the defence minister, too, speaks of “conditions like in a war” that prevail in some areas of Afghanistan – also in the northern region of the country. This formulation expresses the new quality of the challenge our soldiers have to face.

What are the Key Conclusions for the Army Resulting from that?

Training and Self-Image

Especially with regard to our fighting in Afghanistan it has proven well that our training and education in the Army has been geared to the four “Army terms”: fighting – protecting – communicating – helping. Here, the capability to fight is being attached particular importance. It is a stand-alone feature of the soldiers whereas protection, communication, and aid are rather to be considered as subsidiary measures. The direction given by the parliament to also enforce that in combat is the core task of our soldiers.

Training in the Army is and continues to be excellent and the training system was once again able to rapidly react to necessary situational

adaptations in this year as well. As to the skirmishes and engagements, the small combat teams are mainly the ones, which are of decisive importance. Here, especially the leaders acting as role models on squad, platoon and company level are decisive and relevant for the robustness and mission motivation of the soldiers.

The new mission systematic with the 13th Mechanized Infantry Division as lead division, which, for the first time, has provided the bulk of the soldiers of the Army for all missions for one year, has proven effective so far. As a result of that, the Army has achieved a real good state of collaboration in mission-preparatory training and integration. Especially in engagements it is absolutely essential that the soldiers can rely on each other in their teams. To that end, they must be familiar with one another, which requires time and joint training in advance. It is therefore worthwhile to reexamine whether we also reach those members of the small combat teams with our joint, integrative preparation who do not belong to the organizational area of the Army.

Forces and Capabilities of the Army for Afghanistan

In order to be able to attain lasting successes in a mission it is imperative to gain the confidence of the population. This applied to the Balkans just as it goes now for Afghanistan. In the face of the development of the situation in Afghanistan it is necessary to deliberate about which forces and capabilities are needed to lastingly take the initiative from the insurgent attackers in especially some hot spots and to permanently hold and pacify areas seized in combat. This requires sufficient forces on the ground – especially professional infantry.

The training of the Afghan armed forces (Afghan National Army – ANA) and Afghan police forces (Afghan National Police – ANP) is being attached a key role if it is about handing over the responsibility for the security in the country back into indigenous hands. For that purpose, the number of Operational Mentoring and Liaison-Teams (OMLTs) was once again increased in the past year. The bulk of the soldiers for these teams stems from the Army. These instructors and trainers have also increasingly fought jointly with the forces trained by them in operations and battles against the insurgents. For the further projec-



Mission of German Soldiers in Afghanistan – Securing the Scene After a Suicide Attack.

Photo: dpa

tion of the scope of this training support for the ANA it has to be considered, however, that we can increase the number of our OMLTs only to the extent in which forces of the ANA are actually augmented.

Rules and Regulations for the Mission

The importance of translating the knowledge gained in current developments in missions into reality as quickly as possible remains unchanged – not only for the training. The Army meets this commitment in its area of responsibility. But this requires also that all soldiers and members of the Bundeswehr support the fact that we are an Army on mission. Not all the regulations that are adequate for the service here in Germany are also appropriate in conditions prevailing in a mission – especially in a combat environment.

Let me provide an example. German soldiers who are increasingly ambushed and involved in battles in Afghanistan, in which some of them were heavily wounded or even killed, evaluate and analyze these mission experiences, too, and are searching for solutions that will be available within a short time; for instance, to rapidly enhance their protection and fire power, through conversion of vehicles or by the transport of additional weapons and ammunition stocks. This is comprehensible and assessed as being appropriate. Should it be determined at home that German peace regulations conflict in some in-

dividual cases with this acting it is necessary to rapidly find mission-oriented solutions according to the wishes and thinking of the soldiers. We are presently working on that.

Equipment for Missions

Equipment available and earmarked for missions has to be moved to the area of operations as quickly as possible if so required by the local situation. In the past year this became re-

peatedly apparent in especially the changed threat situation resulting from the new operational tactics of the insurgents in Afghanistan.

With the upgraded FUCHS 1 A 8 armored transport vehicle and the EAGLE IV a start was made to rapidly and effectively improve the protection against improvised explosive devices (IED) and small arms. And by the introduction of a first batch of FLW 100 gun mounts and also of the FLW 200 in the coming year our firepower, also under protection, will be significantly increased as well. In addition, the reconnaissance capability of the forces in Afghanistan was considerably improved by the Army through the use of “KZOs” (unmanned aerial vehicles) – especially in the field of real time reconnaissance. This, too, enhances the protection and the soldiers’ operational capability to act in missions.

At present studies are under way as to how the process of bringing new equipment into the mission area can be further expedited and made more flexible. It is essential to meet urgent demands by way of additional procurements. This requires as a common understanding among all parties involved that there should be a “dynamic authorized level” for equipment procured for the missions. This dynamic authorized (desired) level can be simply defined and categorized into three equipment packages: the first one for the troops on mission; the second one for the training of the respective follow-on contingent; and the third one for the quick deployment into the mission area in cases of losses or for a necessary augmentation of the forces on mission. In future, this comprehensive process should, more than before, be viewed under holistic aspects.

Recognition of the Achievements of the Soldiers on Mission

Our soldiers who are employed in missions and involved in combat activities are also increasingly confronted by strains caused by



Starting off for a Vehicle Patrol in Afghanistan with Shielded Vehicles.

Photo: dpa



Common actions between German and Afghan soldiers.

Photo: FMoD

death and wounds received in action. In this context they expect from their fellow soldiers, from the responsible officials, and from the people back home that these familiarize themselves with the conditions prevailing in a mission and that they support the mission. They want to be sure that the burdens and strains, which they take on in a mission, be esteemed – especially in cases when this mission holds very concrete dangers to life and limb, as it is presently the case in Afghanistan.

Symbols and ceremonies are also of significance in this connection. Here, the farewell and welcome addresses delivered to the mission contingents by the state prime ministers are just as significant as the public solemn pledge ceremonies held by the former defence minister in front of our Reichstag (parliament) building.

Also, the central memorial and funeral ceremonies performed for our soldiers killed in action are important symbols of sympathy by also the highest political and military officials and the population of this country. The establishment of a Bundeswehr memorial and its inauguration by the Federal President is to be mentioned here just as the endowment of the “cross of honor” to be awarded for bravery.

All these ceremonies and symbols are of importance for our soldiers on mission. They create a climate of public sympathy for a service, which our soldiers shoulder in missions for the security of our citizens and on behalf of our parliament.

Moreover, in the past year the mission in Afghanistan has triggered off a broader political discussion, a more intensive presence in the media, and with that also a larger public awareness. In the past, soldiers have demanded this time and again – also. The Army will continue to actively contribute to this discussion.

Legal Security and Security of Action in Missions

For our soldiers it is a matter of course that every mission is conducted under the conditions and stipulations of a constitutional state. Anything but that would be incompatible with our soldierly conceptions and virtues. Nevertheless, especially the battles of the past year gave cause for clarifications. By no means do the soldiers strive for a state in missions not regulated by law. But they need security of action and certainty of justice. Consequently, the appropriate legal conception (*nomen juris*) and the legal procedures resulting from that is of relevance here.

It was therefore correct that the regulations for the mission as laid down in the so-called “pocket map” were defined more clearly.

The soldiers on mission do in no way refuse to accept the responsibility for their acting. But they want to be sure that those who appraise accuse and, should the occasion arise, pass sentence on them do have the expertise necessary for that and are able to size up the situation in a mission. The aspired establishment of a lead prosecution for our soldiers on mission is therefore fully in accordance with the wishes of our soldiers just as the examination in what way our mission in Afghanistan is a “non-international armed conflict” and to what extent the rules of the international law and international penal code are applicable here.

In summary it can be stated with reference to the mission that the soldiers of the Army can be relied on – they shoulder the main burden for the mission brilliantly. It is necessary, however, to also take a look beyond the current missions, beyond the Balkans and Afghanistan in order to be available as an instrument of German security policy capable to also act in case of a more severe test.

Further Development

The self-image of the Army as the mainstay of the missions and the will to sustain in the mission make a continuous advancement of the Army imperative. In a dynamically changing environment it is particularly necessary to adapt to the constantly changing concrete requirements for the missions. In addition, it is essential to think ahead of the development and to properly organize the Army both conceptually and structurally for future tasks in missions. To this end, the Army has in its further development been making use of the “conceptual tri-



Reconnaissance Patrol in Afghanistan on FENNEK Scout Vehicles.

Photo: FMoD

ad” for years already. It consists of three “closed cycles” that complement each other and allows specifically reviewing and adapting the things achieved by inclusion of the experiences gained from current missions.

Short-term Advancement

With the structure and capability analysis the Army is constantly concerned with its own business – within the scope of the given standards and targets structure, personnel, and stationing. The Army has thus obtained a special trademark allowing it to improve its operability within a short period of time. To put oneself under the microscope and, in doing so, to not only examine what is additionally needed, but also what can be dispensed with, sometimes means to take painful cuts to the inside. In the third package of measures, which is currently in the process of implementation it is, among other things, examined how the capability “international training assistance” can be organizationally projected in the structure. This will not only be of help in the conduct of the training of the Afghan National Army.

In addition, the projection of new capabilities in the Army is being studied within the course of the introduction of the WABEP (networked system of KZO UAV and loitering ammunitions) and SAATEG-VTOL (unmanned aerial helicopter) systems. Ultimately it is intended to optimize the internal structures in the signal forces of the Army and in the stabilization brigades.

The success achieved with the two previous packages of measures proves that the approach has been a totally right and appropriate one. For example, the projection of the new MANTIS system in the Army (close-in protection counter rocket, artillery and mortar) is making considerable progress so that it will soon be possible to protect a camp/bivouac in a mission against rocket and artillery fires and mortar shells.

Medium-term Stepwise Capability Improvement

Within the scope of the equipment philosophy – initial, basic and objective equipment – it is intended to gradually realize a synchronized material augmentation of the capabilities of the Army with modern equipment and weapon systems in the medium term. Such a graduated proceeding is purposeful and expedient, since a modernization of the whole Army will not be possible to be financed in the foreseeable future.

The criterion for all procurement projects is their relevance for the mission. It is thus necessary that all capabilities of the Army be developed equally. There are two reasons for that: The Army can produce effect only in combination with its systems. In addition it is essential to be able to react flexibly to changing mission requirements. Thus, a capability augmentation is being pursued that is generally based on the principle “width over depth”.

Long-term Development

Within the scope of its “Land Operations 2025” study the Army finally takes a look at missions possible in the future in order to be able to derive concrete statements from that for the capability profile required in the future. With regard to the further development in the Army it can be stated that this has been pursued according to the philosophy “Mission has Priority – Everything for the Mission” for years already. As to this, capabilities that were no longer needed with priority were internally oftentimes waived in favor of new capabilities with increased mission relevance.

Attractiveness

The right materiel is important to sustain in missions – but even more important is the right personnel. In face of the challenges resulting from the “demographic change” of our socie-

ty, the recruiting and maintaining of qualified new personnel is more and more a task of strategic significance for the operational readiness of the Army. For that purpose, we must be attractive for new recruits, but also for the qualified personnel already in service. It is thus essential in the coming years to meet the yearly replenishment requirement of temporary-career personnel despite the declining strength of age groups – although there are 20 percent less young men and women available as a potential.

In order to be able to sustain in missions in future as well it is necessary in the keen competition with the economy for the “brightest heads and the swiftest hands” to recruit the right men and women and to tie them to us: technically professional, physically robust, and of integrity and character. The competition for new recruits goes beyond monetary incentives. The core questions reads: Why is it worthwhile to serve in the Army? Modern technology and excellent, professional training do not only play a role here. Recognition by the society is im-



Contact with Afghan People.

Photo: FMoD



On Mission Abroad for the Federal Republic of Germany. Photo: dpa

portant, especially in the light of the missions. The right signals and respective directions in this matter have already been described in connection with the missions.

Our common conception of ourselves in the Army as fighters, protectors, communicators, and helpers is correct, because it genuinely reflects the reality in missions in its entire spec-

trum. Successes have already been achieved in the fields of higher remuneration in the different careers, attractive training and further education for a civilian occupation, increase of the quota of temporary-career personnel, enhancement of the billet allowances in the units and battalions. These measures boost the attractiveness and strengthen the structures in respect to the mission at the same time.

As regards the careers it is necessary to make extended enlistment periods possible – also for enlisted personnel. The target here is a balanced ratio between that what will be invested in the training of a soldier on the one hand and the time period, which he will be available for missions on the other hand. A 4-year enlistee is given good, qualified, and expensive training, but will normally be available for one mission only. A sergeant serving in the IT area of competence was trained more than seven years before his/her availability for such field of duty, but will then be available for less than five years only. Should he/she then be also entitled to participate in vocational advancement measures, this period will decrease even further. When referred to the availability for mission, this means



Well-equipped and Well-trained – the Infantryman of the Future.

Photo: FMoD

two missions. It is essential to bring about a change here.

Despite some pinpricks, which we had to be put up with in the past in especially the monetary field and in the field of additional benefits and allowances, the Army is already attractive today. It is imperative, however, that additional measures be initiated to remain attractive in the harsh competition in future. Here follow some particularly important examples for that.

The implementation of new accommodation standards, which is going to be effected area-wide as of 2010 will be a considerable step with regard to the career below the sergeant level. It includes the housing support for enlisted per-



Preparatory Training for the Mission.

Photo: FMoD

sonnel and NCOs of older age. Here, the former eight-man barrack-room can no longer be the standard for recruiting suitable junior personnel.

Flexible regulations in the Cost of Moving Act (relocation assistance) and separation allowance must, more than hitherto, alleviate the financial burdens which also have an adverse effect on the motivation. The better we succeed in linking profession and family the better will the hardships be borne – also in phases of the mission. Important steps towards an adequate social protection of the soldiers and their families were already taken with both the Mission Pensions and Rehabilitation Act and the Mission Reassignment Act.

The Future of the Army

For the future of the Army there are three primary tasks that have to be taken on:

- Firstly, a consistent orientation of the Army and the Bundeswehr as a whole towards both the present missions and those most likely in future – and this in the entire spectrum of potential threats
- Secondly, a new shaping of the prevailing conditions for the service in the Army and in the armed forces with the aim that this service continues to be attractive; another goal is to recruit, even under conditions of the “demographic change”, such junior personnel which are necessary to sustain in missions
- And thirdly, a lasting support as well as the necessary empathy of the population and of all socially relevant areas for that what our soldiers are achieving in especially the mission.

In his order of the day given on the occasion of his entrance into office our Minister of Defence has predetermined the agenda for the years lying ahead of us. He intends:

- To continue in consistently gearing the Bundeswehr to the missions – training, structures, and equipment and

- To increase the attractiveness of the service – including the compatibility of family and service and a more flexible career law.

We, the Army, are ready to contribute our experiences and our ideas to this process of reorientation towards an even greater mission orientation. For us in the Army, the mission has



The Individual Soldier is in the Center of Attention – Also on Missions.

Photo: FMoD

been a genuine reality for years; and for years our philosophy reads: “Mission has Priority – Sustain on Mission”.

By Lieutenant General (GE A) Hans-Otto Budde, former Chief of Staff, Army.



Relying on Fellow Soldiers is of Vital Importance.

Photo: FMoD