



Federal Ministry
of Defence

The Bundeswehr on Operations

Publication to Mark the 15th Anniversary of the First Parliamentary Mandate for
Armed Bundeswehr Missions Abroad



Bundeswehr

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Three milestones: 1949, 1989 and 1994

For the Federal Republic of Germany, the year 2009 is a special year in which we are remembering events of great significance for the history of the Bundeswehr. We are not reflecting on these historical anniversaries purely out of a sense of duty. Historical milestones can help to assess the present situation, making it easier to see current and future challenges in context and understand them.

60 years ago, the German Basic Law was adopted and the Federal Republic of Germany was founded. Becoming a free and democratic state was the main prerequisite for Germany's integration into the Western community of states. Regaining its national sovereignty step by step, the fledgling Federal Republic joined the North Atlantic Treaty Organization in 1955 and soon afterwards started to establish its own armed forces. Since then the Bundeswehr has held a special place in our history as the first and only conscript army in a parliamentary democracy. Against the backdrop of historical experience, parliament assumed a special responsibility for the Bundeswehr right from the start: from legislation through budgeting to the institution of a Parliamentary Commissioner for the Armed Forces as an auxiliary body of the German Bundestag.

The Bundeswehr has made an important contribution to Germany's integration into the community of democratic nations and plays a vital role in securing freedom and peace for our country and its allies and partners.

In 2009, we also look back on the beginning of the peaceful revolution in the German Democratic Republic **20 years ago**, the fall of the Berlin wall on 9 November 1989 and German reunification on 3 October 1990. The effects of the reunification process, and above all the incorporation of the personnel and materiel of the disbanded East German National People's Army, presented the greatest challenges that the Bundeswehr had faced in its history. The integration of former members of the National People's Army into the Bundeswehr and the concept of the "Army of Unity" set an example in making Germany's inner unity a reality.

The end of the Cold War also stands for a fundamental change in the security environment that has dramatically transformed the mission and structure of the Bundeswehr. The security challenges have become more complex and diverse. Overall, the risks and threats to Germany have not decreased over the past years; rather, there has been a change and shift in quality.

15 years ago, on 22 July 1994, the German Bundestag voted for the first time on an armed mission of the Bundeswehr. This parliamentary mandate for an armed mission to enforce the UN embargo against the Federal Republic of Yugoslavia and monitor the no-fly zone over Bosnia-Herzegovina marked the beginning of a new era for the Bundeswehr as an "Army on Operations". Today, the reality of deployment defines the structure and daily routine of the Bundeswehr. During the past 15 years, over 260,000 soldiers have been on operations abroad – a figure that exceeds the current peacetime strength of the Bundeswehr.

The three milestones – 1949, 1989 and 1994 – define the service that the Bundeswehr has rendered over the past 54 years in safeguarding the freedom and security of our country and demonstrate that the integration of armed forces into a constitutional order is the basis for all political decisions: for the protection of Germany and its citizens.

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Federal Chancellor Konrad Adenauer (centre) and Federal Defence Minister Theodor Blank (left) inspecting the troops in Andernach, 20 January 1956 (IMZ Bw/Munkler)

THE BUNDESWEHR UP TO 1989/90

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*Federal Chancellor Konrad Adenauer (centre) and
Federal Defence Minister Theodor Blank (left)
inspecting the troops in Andernach,
20 January 1956 (IMZ Bw/Munkler)*

- 1.1 The “Cold War” Era:
The Road to the Founding of the Bundeswehr
- 1.2 The Doctrine of “Massive Retaliation”:
Establishment and Buildup of the Bundeswehr
- 1.3 The Doctrine of “Flexible Response”:
The Bundeswehr in Times of Détente
and Social Transformation

1.1 The “Cold War” Era:
The Road to the Founding
of the Bundeswehr



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- [1] Colonel Graf Baudissin in Andernach, ca. 1956–57 (SZ Photo/Strobel)
- [2] Federal Defence Minister Theodor Blank (centre) shortly after appointing Lieutenant Generals Adolf Heusinger (left) and Hans Speidel (right), at the entrance to Ermelkeil Barracks in Bonn, 12 November 1955 (Bundeswehr)
- [3] Bundeswehr soldiers in Munich casting their votes for the 1957 Bundestag election (SZ Photo)

After Germany's collapse at the end of World War II, it was in a sorry state morally as well as economically and politically. Following its surrender in May 1945, Germany initially faced an uncertain future under allied occupation. Against the backdrop of the emerging Cold War between the East and the West, the country was soon to be divided. The USSR installed a communist regime in its Soviet Occupation Zone in eastern Germany and began systematically to expand its own sphere of influence. On the other side of the divide, the "victorious powers" – the United States, Great Britain and France – gradually merged the "West German" Occupation Zones and thus laid the foundation for the establishment of democratic structures in that part of Germany.

By pursuing a policy of consistent commitment to the Western community of states, the Federal Republic of Germany, founded in 1949, became largely sovereign in 1955 under its first Chancellor, Konrad Adenauer. With the heightening East-West conflict and in view of the fact that the Soviet Union was pursuing its foreign policy objectives more and more aggressively, the West began to form security alliances, the most important of these being NATO (the North Atlantic Treaty Organization) which was established on 4 April 1949.

A vital pillar of the Federal Republic's integration into the Western community of states has always been its military contribution to the Western security community. It first sought to make this contribution in the European context and finally managed to do so by joining NATO in 1955. In the course of its Western integration, the Federal Government had been seriously considering since 1950 whether it should establish its own armed forces.

The outbreak of the Korean War at the end of June 1950 accelerated this development. The threat posed by the Eastern Bloc seemed more menacing than ever. The urgent need for additional troops for the defence of Western Europe made the allies more receptive to West German rearmament. With the agreement of the allies, Adenauer summoned a committee of military experts who met behind closed doors. This committee convened for the first time in October 1950 in Himmerod Abbey in the Eifel hills and discussed basic issues concerning the defence of Western Europe, the structure of Germany's future armed forces, and how they should be integrated into the democratic state. It elaborated a memorandum which paved the way for the later establishment of the Bundeswehr.

Before the end of October 1950, Chancellor Adenauer appointed Theodor Blank, a member of parliament from the Christian Democratic Party (CDU), to the office of "Chancellor's Commissioner for Questions with Regard to the Strengthening of Allied Troops". In his agency, known as the Amt Blank, the nucleus of the future Ministry of Defence was created. The former Wehrmacht generals Hans Speidel and Adolf Heusinger became Blank's closest military advisors. By the spring of 1951 they were already discussing the framework for the establishment of future West German armed forces with representatives of the Western Powers.

Designed from the outset to be embedded in the alliance and firmly rooted in the democratic state, these armed forces were a truly unprecedented concept in German history. Against the backdrop of historical experience, the founding fathers of the Bundeswehr faced an enormous challenge: The task was to build up an efficient military organization that complied with the principles of democracy and a pluralistic society. To this end the two most important creative minds involved, former Wehrmacht officers Ulrich de Maizière and Wolf Graf von Baudissin, developed the concept of Innere Führung (leadership development and civic education). This concept produced the role model of the "citizen in uniform", a self-perception of the soldier in a democracy which still applies today. This innovative status was legally anchored in the Legal Status of Military Personnel Act, which came into effect on 1 April 1956. It places constraints on the soldier's rights as a citizen only to the extent absolutely necessary for official reasons. The soldier is hence allowed to be politically active outside the Bundeswehr with few restrictions, and has the right to vote and stand for political office.

The fresh start was also reflected in the top-level military structure. The idea that all the services be under the leadership of one agency met with great approval. Already within the "Amt Blank", one single directorate was responsible for all military planning tasks. It was only shortly before the actual establishment of the Bundeswehr that separate directorates were set up for the Army, Air Force and Navy. The interests of the armed forces as a whole continued to be represented by the Chief of Staff, Bundeswehr. On 1 June 1957, General Adolf Heusinger became the first incumbent of this office. He was the highest-ranking soldier and the government's chief military advisor. Only the Staff of the Bundeswehr or the services Staffs and the central Bundeswehr

agencies were directly subordinate to him. He had directive authority vis-à-vis the Service Chiefs of Staff, but they were not directly subordinate to him.

The functional and organizational separation of the armed forces and the defence administration was another break with German military tradition. It was established in the Basic Law of the Federal Republic of Germany in 1956. Control of armament and administration as well as budget allocations is therefore in the hands of civil servants. There were a number of reasons for this. One of the major considerations was that the soldiers should generally be relieved of the burden of administrative work, which was to be primarily the task of administrative specialists. This was based on a thoroughly modern principle that state institutions – in this case the armed forces – should focus on their core competences. In addition to this, administration and procurement matters should be decided upon on the basis of general administrative and economic principles and not on the principle of military orders alone.

From the beginning, the principle pursued by the Bundeswehr administration was a very progressive one: According to what was known as the “Bundeswehr solution”, a unified defence administration was to serve and support the entire armed forces. This approach left no room for independent administrations for the individual services, as customary in some former German armies.

While key principles of the internal constitution of the new armed forces were being established along these lines, organizational preparations were underway for their foundation. The official foundation of the armed forces came with the establishment of the Federal Ministry of Defence on 7 June 1955, and with the appointment of the first 101 soldiers by the minister of defence, Theodor Blank, on 12 November 1955, even before these new armed forces were officially named “Bundeswehr”.

Rearmament was at times the subject of considerable controversy in the Federal Republic of Germany. With memories of the war still fresh in their minds, quite a high proportion of the population were fundamentally opposed to the country's rearmament. From 1950 to 1953, the “Count me out movement” enjoyed great popularity. For the most diverse reasons, people from all backgrounds rallied to this cause. Even after the Bundeswehr had been established, public protests never died down completely. They repeatedly flared up in the 1950s, when universal conscription was introduced or the subject of

arming the Bundeswehr with nuclear weapons was broached. Rearmament was also a central topic in the debates of the German Bundestag. The disputes crossed all party lines. Germany's Social Democratic Party (SPD) was the largest opposition party, but while it was not fundamentally opposed to rearmament it feared that if the Federal Republic were to seek greater alliance with the West, this might deepen the rift between the two Germans.

The constitutional requirements for the Bundeswehr were amended by the emergency laws which came into effect on 28 June 1968. To this day, they constitute the core of German armed forces legislation. It is a well-known fact that the preparation and eventual passing of these emergency laws by the grand coalition under the Kiesinger/Brandt administration was accompanied by heated debates and disputes. Many groups of society, such as the unions, churches, scientists and the media feared that constitutional and democratic principles would be restricted. Remarkably, the debate concerning the emergency laws ended very abruptly when they entered into force. Since then, nobody has seriously claimed that their personal freedom and civil rights have been infringed by the emergency laws. With hindsight, the passing of the emergency laws in 1968 can be regarded as an example of successful adjustment of the Basic Law to the reality of political challenges.

The key regulation has always been Article 87a, Paragraph 2 of the Basic Law, which stipulates that other than for defence purposes the armed forces may only be employed for operations at home to the extent explicitly permitted by the Basic Law. The aim of the legislature in amending the constitution in 1968 was to place employment of the Bundeswehr under a constitutional proviso, i.e. to permit such employment only in clearly defined cases and thus to embed these employment options constitutionally, or to make the extension of the operational framework of German armed forces subject to a new decision of the legislature amending the Basic Law. At the same time, the cases in which employment of the armed forces is expressly authorized other than for defence were added to the Basic Law: Assistance in the event of particularly serious accidents and natural disasters (Article 35, Paragraphs 2 and 3, Basic Law, against the background of the employment of Bundeswehr forces in the Hamburg storm flood which was not clearly covered by law), measures in a state of defence or tension (Article 87a, Paragraph 3), support of the police in a public emergency (Article 87a, Paragraph 4, in conjunction with Article 91).



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[1] *Demonstration against rearmament, 8 January 1955 (SZ Photo)*

1.2 The Doctrine of “Massive Retaliation”: Establishment and Buildup of the Bundeswehr



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[1] *Signing of the Paris Agreements, 23 October 1954 (SZ Photo)*

The entry into force of the Paris Treaties on 05 May 1955 cleared the way for the establishment of West German armed forces. Shortly afterwards, the Federal Republic of Germany, by then in most respects a sovereign state, became a member of NATO on 9 May 1955.

However, it still had no armed forces of its own. With its accession to NATO, the Federal Republic had pledged to assign 12 Army divisions to the Alliance within the following 3 years, and to assign 22 Air Force wings and 172 Naval vessels a year later. The total personnel strength was not to exceed 500,000 soldiers and a maximum of 605,000 including the territorial forces which remained under national command.

After years of preparation, standup finally commenced at the beginning of 1956. On 03 January, the first volunteers took up their duty in the training units of the Army (Andernach), Air Force (Nörvenich) and Navy (Wilhelmshaven). The Federal Ministry of Defence had received tens of thousands of applications, mostly from former Wehrmacht personnel of all ranks. Since September 1955, the so-called selection board had been screening the applicants for military leader positions

to ensure that only personnel would be admitted to the Bundeswehr who had a clean slate with regard to their actions and behaviour before 1945.

In all echelons, the buildup of personnel presented a huge problem. A special legal provision therefore provided for well-trained personnel of the Federal Border Guard to join the armed forces. Some 9,500 members of the Federal Border Guard seized this opportunity. The "labour service groups" of the allied forces were another vital recruitment base, as they were manned with German personnel. The Allies themselves, particularly the United States, provided the initial equipment in terms of weapons and materiel and the necessary training assistance for the Bundeswehr.

From the beginning it seemed clear that the West German armed forces could only meet the required personnel strength by means of compulsory service. The year 1956 saw heated discussions – parliamentary as well as public – on the introduction of a system of universal conscription. The draft bill introduced by the coalition parties eventually passed parliament on 07 July 1956. The first 10,000 conscripts then took up their duties in early April 1957.

Nonetheless, the initial headline goals for the buildup in terms of personnel and materiel soon proved too ambitious. They had to be significantly reduced again and again, even if this involved tedious discussions with the Allies. It was not until 1963 that the buildup of the Bundeswehr with a personnel strength of then approximately 400,000 soldiers was by and large completed. The 12th and last of the Army divisions established operational readiness in 1965 and was then assigned to NATO.

Right from the start, its integration into the international structures of NATO played an important role in the shaping of the Bundeswehr. The Bundeswehr thus dispensed with a traditional military command structure such as a national general staff, as most of the military formations were assigned to NATO and operational command and control in a state of defence would have been assumed by NATO HQs. On the other hand, Germany's say in Alliance matters enabled it to exert influence on NATO's defence planning. Since the end of 1954, NATO had followed the doctrine of "massive retaliation". It was mainly based on nuclear strategic deterrence. Apart from that it envisaged the early use of tactical nuclear weapons should the Alliance be forced to do so because of

the conventional superiority of a Soviet aggressor. Due to its conventional inferiority, NATO planned a line of defence along the river Rhine. From the mid sixties NATO, augmented by the Bundeswehr, was able to give greater consideration to the German idea of forward defence at the Eastern border of the Federal Republic of Germany.

In the mid fifties, NATO tried to make up for its conventional inferiority by equipping its armed forces with tactical nuclear weapons. From the end of 1956 the newly appointed Minister of Defence, Franz Josef Strauss, supported by German Chancellor Konrad Adenauer, came out strongly in favour of equipping the Bundeswehr with delivery systems for nuclear weapons. The warheads themselves were to remain under the control of the United States. By the end of 1957, this dual-key system had been agreed upon as the applicable procedure for all NATO member states.

Against the resistance of the parliamentary opposition and a huge protest movement (Fight Nuclear Death), the equipment of the Bundeswehr with rather outdated type of US cruise missile nuclear weapon delivery systems commenced in 1958. Starting in 1963, the German Air Force was equipped with the US state-of-the-art, intermediate-range ballistic missile "Pershing". The newly-procured "Starfighter" fighter-bombers were also designed to carry nuclear weapon systems and were tasked accordingly. Since 1959, the Army had been equipped with a US SRBM delivery system for nuclear weapons called "Honest John", which from 1963 was complemented by the longer-range US SRBM "Sergeant".

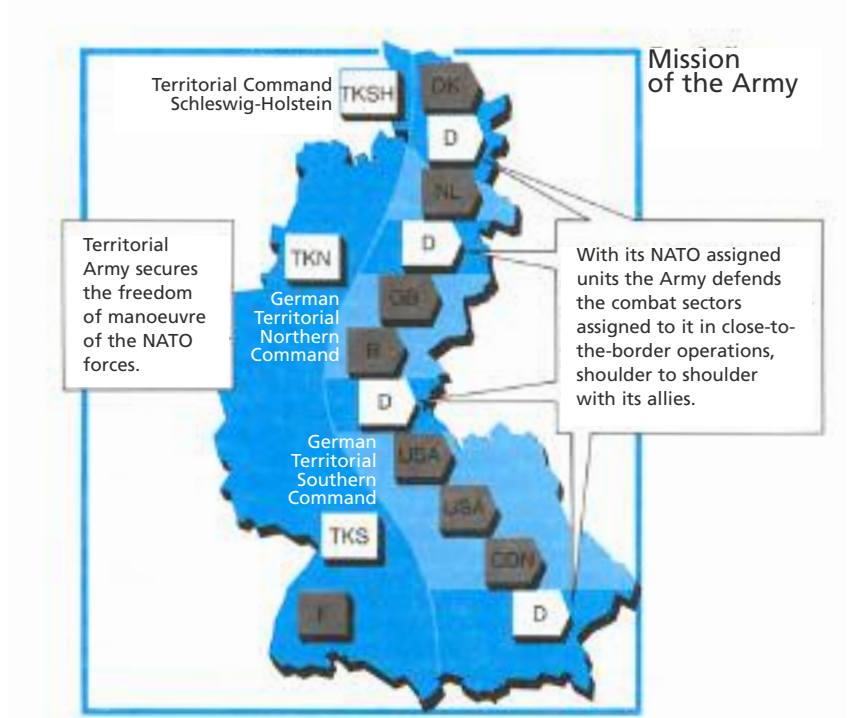
Despite initial reservations, the German side soon earned the trust of its allied partners and was appropriately integrated into the military command of NATO. On 1 April 1957, before even one German formation had been assigned to NATO, General Hans Speidel assumed supreme command of the NATO ground forces in Central Europe. From 1961 to 1964, General Adolf Heusinger was already the first German Chairman of the NATO Military Committee (NAMILCOM). In this position, he significantly contributed to the development of the new NATO doctrine of "flexible response".

It was not until the 1960s that the Bundeswehr achieved a state of operational readiness which complied with NATO standards. In order to advance their military integration, Navy and Army formations participated in NATO exercises as early as in 1957.



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[1] *Bundeswehr applicant at an interview, 1956 (SZ Photo/Strobel)*
 [2] *Excerpt from the 1975–76 German White Paper, page 91, “Forward Defence” (Bundeswehr)*



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At the beginning of the 1960s, Germany and France made concrete bilateral arrangements for military cooperation and from 1961 Germany contributed one contingent to NATO's mobile response force (AMF).

Quite early on the Bundeswehr won recognition for its disaster relief operations at home and abroad. In the spring of 1960, the German Air Force distributed relief supplies in the earthquake-stricken Moroccan city of Agadir, where medical personnel established a mobile surgical hospital. Similar support was rendered in response to a severe earthquake in Iran in 1962. In the course of the Bundeswehr's first major domestic disaster relief operation, during the storm flood on the North Sea coast in the spring of 1962, 40,000 soldiers helped fortify the dams and dykes and evacuate people. Nine soldiers lost their lives. These efforts of the fledgling armed forces considerably helped to overcome the reservations of the German people vis-à-vis the military.

The Bundeswehr also had to overcome a number of internal problems in the process of its buildup. It was dependent on veteran Wehrmacht soldiers who had been not only militarily but also politically influenced during their service with the Wehrmacht. The democratic state broke with the continuity of German military tradition and required its soldiers to pledge allegiance to a new self-image. To this day, German historic events and persons which stand for the ideal of freedom serve as the new role models for the military, especially the Prussian reforms, inextricably connected with the name Gerhard von Scharnhorst, and the military resistance against the Nazi regime.

The Bundeswehr leadership – in the face of widespread reservations – endeavoured to establish a tradition of paying tribute to the memory of this military resistance. Symbolically, the Bundeswehr barracks in Sonthofen, a former NS "Ordensburg", was named after Colonel General Ludwig Beck, one of the driving forces of the resistance against Hitler. In his order of the day on the 15th anniversary of the assassination attempt of 20 July 1944, the Bundeswehr Chief of Staff Adolf Heusinger for the first time officially acknowledged the moral example set by those who conspired against Adolf Hitler. Soon, other barracks were also named after the men and women of the resistance.

In 1965, this new understanding of tradition was formally pronounced and specified in a Bundeswehr directive on tradition. The military achievements of the Wehrmacht were acknowledged, in order to soothe the war veterans within the Bundeswehr. In 1982, a second Bundeswehr directive on tradition followed, further disassociating the Bundeswehr from the Wehrmacht. In view of the fact that the Bundeswehr was evolving its own tradition, the Federal President presented it with its first organizational flags in 1965.

Like the new understanding of tradition, the politically backed concept of Innere Führung (leadership development and civic education) did not always meet with approval. Its opponents found that it lacked military professionalism and a hands-on approach. The rapidly progressing buildup of the Bundeswehr diverted public attention away from this conflict, though. At the same time, scandals and disasters like the accident on the river Iller (1957) and the Nagold affair (1963) attracted a great deal of public attention and cast a bad light on the implementation of the principles of Innere Führung within the armed forces.

In 1963, even the Parliamentary Commissioner for the Armed Forces, Helmut Heye, was worried about the state of the Bundeswehr. In addition to voicing his criticism in his annual report, he also did so in an article in the German glossy magazine "Quick" concerning the unsatisfactory implementation of Innere Führung and complained about the lack of urgently needed support for its principles, not only on the part of military leaders and in military agencies, but even within parliament.

In the emotionally charged environment of the late 1960s, prominent opponents to the concept of Innere Führung raised their voices more and more frequently. Major General Hellmut Grashey, Vice Chief of Staff, Army, publicly denounced the concept of Innere Führung as being a mask which needed to be taken off at last.

Soon after, a study commissioned by the Chief of Staff, Army, Lieutenant General Albert Schnez, called for a new role model. Helmut Schmidt, at that time Minister of Defence of the newly elected coalition of Social Democrats (SPD) and Liberal Democrats (FDP), discharged Grashey and viewed the "Schnez study" critically. As a consequence, the concept of Innere Führung was enshrined in the White Paper of 1970 as the essence of the Bundeswehr.



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[1] *Federal President Theodor Heuss, Lieutenant General Hans Röttiger, First Army Chief of Staff, and General Adolf Heusinger visiting troops during a military exercise of the 2nd Armoured Infantry Division, 13 September 1958 (IMZ Bw/Baumann)*

In 1966, the Bundeswehr was shaken by several crises and disasters. A series of crashes revealed that the German Air Force's most modern fighter aircraft at the time, the Starfighter, had grave technical deficiencies.

The "Starfighter crisis" peaked in 1966, when 22 aircraft crashed and 15 pilots died in the course of one year. In September 1966, the Navy also had a serious disaster when the submarine "Hai" sank in the North Sea and only one of the 20 crew members could be rescued.

The same year, the unsolved Starfighter problem also had political consequences. Air Force Chief of Staff Lieutenant General Werner Panitzki resigned on 12 August, refusing to accept further responsibility for the crashes. He had tried in vain to convince the Ministry to make an organizational

change which he considered necessary. Finally, he even went public with his criticism.

The crisis culminated in the resignation of two other high-ranking generals. These two generals did not approve of the ministerial directive of 1 August 1966 which allowed temporary-career volunteers and professional soldiers to unionize. Heinz Trettner, Chief of Staff, Bundeswehr at that time, felt left out by the minister and handed in his resignation.

Not least, this year was overshadowed by the first major economic recession in the history of the Federal Republic of Germany. Since 1963, the defence budget that had soared in the preceding years had stagnated at about DM 18 billion. Budget constraints forced armaments projects to be cut, postponed and cancelled. The Army was the first to feel the impact of the economies.

The Doctrine of “Flexible Response”: The Bundeswehr in Times of Détente and Social Transformation

In the wake of the Berlin Crisis (1961) and the Cuba Crisis (1962), the Cold War escalated dramatically. For a short time, the superpowers were on the verge of nuclear war. After that, the tensions between the United States and the Soviet Union slowly but noticeably began to ease. In 1967, NATO switched to the new doctrine of “flexible response”, a two-pronged approach of military deterrence and political dialogue.

The new Ostpolitik of the Federal Government under Chancellor Willy Brandt significantly contributed to the new era of détente. Its motto was “Change through Rapprochement”. Shortly before, in August 1968, the Soviet Union and the armies of the Warsaw Pact had invaded the Pact member state Czechoslovakia to halt the dawning policy of reforms (Prague Spring). NATO was put on the alert, but did not intervene militarily.

At the end of the 1960s, the global détente was put in concrete terms. From November 1969, the United States and the Soviet Union met in Helsinki for the Strategic Arms Limitation Talks (SALT), and from 1973 NATO and the Soviet Union

negotiated Mutual Balanced Force Reductions (MBFR) in Vienna. While the efforts to reduce the number of strategic weapons led to the conclusion of arms control treaties in 1972 and 1979, the negotiations on the conventional arsenals, for the time being, produced no results.

At the end of the 1970s though, the policy of détente suffered massive setbacks. The Soviet Union had started to stock up its potential of nuclear short and medium range ballistic missiles in 1976. In particular, the introduction of the SS-20 medium range ballistic missile created a strategic imbalance. Upon the initiative of German Chancellor Helmut Schmidt, NATO responded with the NATO Dual-Track Decision of 12 December 1979. This Dual-Track Decision offered the Soviet Union negotiations to mutually limit the number of medium range ballistic missiles, combined with the threat that, from the end of 1983, NATO would deploy additional Pershing II ballistic missiles and cruise missiles in Western Europe should the negotiations fail. At the same time, on 25 December 1979, Soviet forces invaded Afghanistan and the international situation became more critical.



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[1] *Federal Defence Minister Kai-Uwe von Hassel (left) and Army Chief of Staff Lieutenant General Ulrich de Maizière take delivery of the first Leopard battle tank, 9 September 1965 (Bundeswehr)*



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[2] *Cover of the first White Paper from 1969 (Bundeswehr)*

On both sides of the Iron Curtain, Central Europe witnessed a new nuclear arms race. In the early eighties the lost hope for a peace without weapons spawned a new protest movement which voiced its discontent in numerous peace marches and mass demonstrations.

Like the changes in foreign policy, the changes in domestic policy led to a redefinition of the debate between society and the armed forces.

The Bundeswehr faced a difficult situation. Scandals and affairs aggravated the scepticism of large sections of the population or even caused their hostility towards the Bundeswehr. For the "Extra-parliamentary Opposition" (APO) that had emerged from the student movement of the 1960s, the military was the image of suppression and antidemocratic ideology.

The rapid buildup of the Bundeswehr had indeed led to a backlog of technical and organizational reforms. As far as personnel policy was concerned, too, the Bundeswehr was starting to lag behind the changes in society. Helmut Schmidt, Minister of Defence at that time, therefore initiated a reform and reorganization process in 1969/70. In the highest command echelon, his "Blankenese Directive" of 6 April 1970 defined the positions of the Chief of Staff, Bundeswehr and the Chiefs of Staff of the individual services more precisely and strengthened them. The latter became the supreme administrative and disciplinary superiors of their respective services.

Another significant reform was the reorganization of the catalogue of basic and further education measures offered by the armed forces. Following the recommendations of an educational committee, temporary career volunteers and professional soldiers were given the opportunity to obtain a civilian occupational qualification or a qualified school-leaving certificate. These measures were aimed at freeing up the inflexible personnel structures and, not least, also improving the attractiveness of the military profession.

A vital pillar of the reform was the foundation of the Bundeswehr universities in Hamburg and Munich on 1 October 1973. Thus it became the rule for officers to have a university degree. Only 4 years later, 4,570 students were matriculated and the universities were filled to maximum capacity.

A degree course at the Bundeswehr universities soon became a hallmark of officer training.

The training of staff officers was also reformed; their qualification was upgraded and adjusted to that of public servants. The Staff College that only had been founded in 1967 was disbanded. From 1973, designated staff officers completed their basic training course at the newly founded Bundeswehr Command and Staff College in Hamburg.

Inside the officer corps itself, there were conflicting self-images of the military profession. While the aforementioned "Schneiz study" of 1969 reflected the conservative tendencies in the military leadership, a group of young lieutenants developed an alternative self-image of the military profession ("Leutnante 70"). In response, in late 1970 the "Captains of Unna" called for a stronger focus on the military mission.

Another sign of the new times in the Bundeswehr were the intensified efforts in the field of public relations. From 1969 the Federal Government's White Papers on security policy helped to increase transparency. Finally, the Bundeswehr improved its reputation with its considerable support of the 1972 Olympic Games in Munich.

Despite the ongoing internal dispute between traditionalists and reformers, since the 1970s the Bundeswehr has managed to keep up with the times very well. A typical example was the foundation of the Bundeswehr Big Band in 1971; another directive of the very same year even addressed the issue of modern hairstyles and temporarily even allowed soldiers to wear a hairnet. In 1975, female soldiers were admitted to the armed forces, though for the time being only as female officers in the medical service.

The process of normalization was also reflected in outward appearances. On the occasion of the 25th anniversary of the Bundeswehr in 1980, the Federal President established the Award of Honour. The idea of awards like this had intentionally been dispensed with at the time of the foundation of the Bundeswehr.

The modernization and opening up of the Bundeswehr improved relations between society and the armed forces, although certain reservations remained. The continuing unpopularity of universal conscription, the fear of a nuclear

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[1] Following their landing in Germany, US soldiers are welcomed to the REFORGER exercise "Certain Shield" by Lieutenant General Klaus Naumann (right, at that time Commanding General of I Corps and later Bundeswehr Chief of Staff from 1 October 1991 to 8 February 1996) and US General Crosbie E. Saint (second from right), 10 September 1991 (IMZ Bw/Modes)

[2] Bought in the United States: Three Lütjens-class destroyers. Shown here is the FGS Lütjens, commissioned in 1969 (IMZ Bw/Oed)

[3] Multinational development: First flight of the Tornado, 14 August 1974 (IMZ Bw/Oed)

[4] Eurocorps parade in Paris, 14 July 1994 (Bundeswehr)

war and the rapidly growing peace movement caused the number of conscientious objectors to rise significantly. In the late 1970s and early 1980s, the public dispute about theatre nuclear-force modernization reached its climax with blockades of barracks and outbreaks of violence against the Bundeswehr. The Bundeswehr also changed in terms of its organization and equipment.

With the concepts Army Structure 3 (from 1970) and Army Structure 4 (from 1980) the Army was reorganized. In the mid-70s, the number of brigades grew from 33 to 36, while its personnel strength remained more or less unchanged at 340,000. By streamlining and restructuring the formations and by introducing new weapon systems, the combat effectiveness of the Army was enhanced. The artillery, armour and mechanized infantry formations continued to be the backbone of the Army.

Greater importance was attached to territorial defence, which had remained a national responsibility, and the services of reservists. At the end of the 1960s, the territorial defence forces with their personnel strength of several ten thousands of soldiers were merged with the Field Army and subordinated to the Chief of Staff, Army. Under Army Structure 4 the 12 home defence brigades were to significantly augment the Field Army in a defence emergency.

By the end of the 1970s, the Air Force had grown to a personnel strength of 110,000 and adopted a new command structure. The flying units were given priority when it came to re-equipping with modern weapon systems, even though their nuclear operational mission had become less important.

Since the end of the 1960s, the Navy had maintained its personnel strength of approximately 38,000 soldiers. Its large reserve flotilla was disbanded by the mid-1980s. On the other hand its combat power was significantly increased by introducing new vessels and modernizing older ones. With the dawning of the 1980s, the Navy's mission spectrum was extended by area security operations in the Norwegian Sea.

Already in the late 1960s but predominantly in the 1970s, the NATO concept of integrated forward defence and technical progress necessitated the introduction of new combat vehicles and weapon systems. With these new systems, Germany was better prepared for its mission of

conventional deterrence within the scope of the doctrine of "flexible response".

Since the end of the 1960s, the Bundeswehr was re-equipped with numerous new major equipment items, developed and produced either by domestic industries or as international cooperation projects. Examples of the many projects are the main battle tank Leopard and infantry fighting vehicle Marder for the Army, the multi-role combat aircraft Tornado to succeed the Starfighter in the Air Force, and the Navy frigate type F122, developed in cooperation with the Netherlands.

The growing number of international armaments cooperations reflected the intensification of practical cooperation with the armed forces of other NATO member states. Already during its buildup, the Bundeswehr, especially the Air Force, conducted major portions of its training and exercises in other NATO countries. Additionally, from 1969 to 1993, the US armed forces conducted REFORGER (Return of Forces to Germany) exercises on an annual basis. The Bundeswehr and other NATO forces contributed to these exercises with major manoeuvres on West German soil.

At the end of the Cold War era a ground-breaking decision was made: in 1987 it was decided at the highest political level that Germany and France would establish a first major multinational formation, the Franco-German Brigade, which was activated in October 1990. This consolidated integration of the armed forces into the military structures of NATO and the EU. It was part of the process of the gradual integration of further elements of the German Army into major multinational NATO and EU formations, which was characteristic of the Bundeswehr throughout the 1990s.



The Berlin Wall in front of the Brandenburg Gate shortly after East Germany opened its borders (IMZ Bw/Lehnartz)

THE CHANGING FACE OF THE BUNDESWEHR: 2 FROM NATIONAL DEFENCE TO AN “ARMY ON OPERATIONS”

*The Berlin Wall in front of the
Brandenburg Gate shortly after East
Germany opened its borders (IMZ
Bw/Lehnartz)*

- 2.1 Political Reunification
- 2.2 The Bundeswehr as an “Army of Unity”
- 2.3 Adjusting to a New Security Situation

2.1 Political Reunification

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[1] *Signing of the Two Plus Four Treaty in Moscow by Foreign Ministers (sitting, from left to right) James Baker (USA), Douglas Hurd (UK), Eduard Shevardnadze (USSR), Roland Dumas (France), Lothar de Maizière (German Democratic Republic) and Hans-Dietrich Genscher (Federal Republic of Germany), 12 September 1990 (IMZ Bw/Reineke)*

[2] *Farewell to the Soviet Western Group of Forces. Federal Chancellor Helmut Kohl and Russian President Boris Jelzin inspect the honour detachment of the Guard Battalion on the Gendarmenmarkt, 31 August 1994 (IMZ Bw/Modes)*

[3] *Bad Salzungen: The first public swearing-in ceremony for new recruits held in eastern Germany, 19 October 1990 (IMZ Bw/Zins)*

[4] *Farewell ceremony for the Western Allies is celebrated with a grand retreat in front of the Brandenburg Gate, 8 September 1994 (IMZ Bw/Modes)*



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A sustained process of détente in the relations between the United States and the USSR was set in motion when Mikhail Gorbachev took office as Head of the Soviet Union and the Communist Party. Beginning in 1986, Gorbachev's "perestroika" (restructuring) and "glasnost" (openness) policies led to greater political freedom for the member states of the Warsaw Pact. In the spring of 1989, the communist regime in Poland began to fall apart. For several years, the country's trade union organization "Solidarność" had been showing the world its desire for freedom within the Soviet sphere of influence. In the German Democratic Republic (GDR), increasing numbers of people were seeking ways to leave the country. In May 1989, Hungary unexpectedly opened its border with Austria. Many citizens of the GDR seized the opportunity to escape to the West.

In the summer of 1989, public protest in the GDR was mounting. The opposition of the citizens to the regime of the Socialist Unity Party of Germany (SED) was escalating. They were demanding democratisation ("we are the people") and reunification ("we are one people"). Besides the flood of

people leaving the country, political pressure on the SED regime was strengthened primarily by the "Monday demonstrations" originating in Leipzig. The desire for fundamental political and societal change as well as dissatisfaction and disappointment with the old regime among the citizens of the GDR were the ferment for the "peaceful revolution" which led to the fall of the Berlin Wall, the end of the rule of the SED party and, ultimately, German reunification.

The completion of German unity required the consent of the four victorious powers of the Second World War, however. By late January 1990, Soviet leader Mikhail Gorbachev had performed a political U-turn by dropping all fundamental objections to a political union of the two German states. During talks in the Caucasus with Federal Chancellor Helmut Kohl in July, he accepted that a reunified Germany could also be part of NATO. Between March and September 1990, the two German states negotiated with the former victorious powers on future German sovereignty during the Two Plus Four talks. On 31 August, representatives of the Federal Republic and the GDR signed the Unification Treaty. On the basis of Article 23 of the Basic Law of the Federal Republic of Germany, the treaty provided for the GDR to accede to the area of applicability of the Basic Law in force on 3 October 1990. Forty-five years after the end of World War II, Germany had gained unrestricted sovereignty and national unity.

The withdrawal of Allied troops from Berlin and East Germany now followed in quick succession. The withdrawal of the 380,000 Russian soldiers belonging to the Western Group of Forces from the territory of the former GDR was of particular significance. The Russian army's Berlin Brigade was the final unit to leave Germany – immediately following its formal farewell ceremony on 31 August 1994. During a military ceremony shortly afterwards, the citizens of Berlin said farewell to the western Allies, who had served as protecting forces there.

2.2 The Bundeswehr as an “Army of Unity”

With German reunification on 3 October 1990, the Federal Minister of Defence assumed full command authority over the remaining just under 90,000 soldiers from the former National People’s Army (NVA) of the GDR. The Bundeswehr had now grown to a total of 521,000 soldiers. Its reduction to a total of 370,000 soldiers was decided in an agreement between Germany and Russia in mid-July 1990 and confirmed as part of the “Two Plus Four Treaty” concluded on 12 September 1990.

In this situation, the Bundeswehr had to swiftly rethink and adjust its military structures. It soon became clear that the Federal Republic’s Armed Forces would not take on just a military and political role, but also an important socio-political role during the process of reunification. At the same time, reunification led to a transformation of historical dimensions for the Bundeswehr. This transformation accelerated during the 1990s as the national security situation began to change.

In human as well as organisational terms, the Bundeswehr was facing the greatest challenge in its history. There was no precedent or long-term planning for integration of the materiel and personnel of the disbanded NVA into the Bundeswehr and the establishment of an Army of Unity.

A new stationing concept was introduced to take into account the changed situation following reunification. A designated defence administration responsible for a total of 58,000 soldiers was established in the new Laender and Berlin. The Bundeswehr Eastern Command and a subsidiary of the Federal Ministry of Defence took over the former official seat of the GDR’s Ministry of National Defence and the NVA in Strausberg.

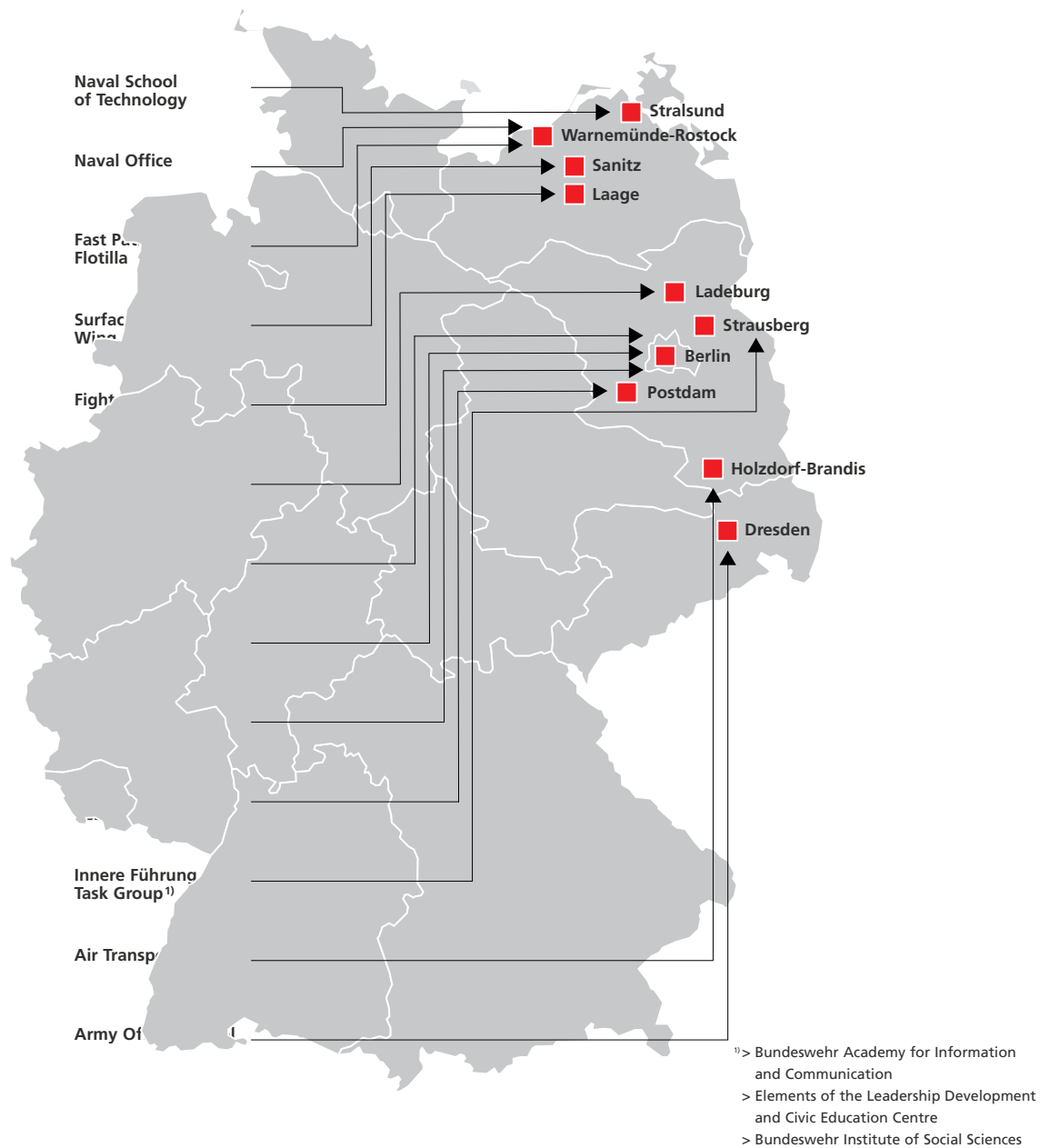
The build-up of the Bundeswehr in the acceding territory was carried out in close cooperation with the governments of the

new Laender. The Bundeswehr remained in contact with the Soviet forces in Germany and also established ties with the armed forces of its new neighbouring countries Poland and Czechoslovakia, later the Czech Republic.

Universal conscription, which was reduced to a period of twelve months from 1 October 1990, strengthened the country’s inner cohesion. It brought together young people from the East and the West, thus making an important contribution towards the Army of Unity.



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[1] The East German flag is lowered for the last time in Strausberg, 2 October 1990 (Bundeswehr)

[2] 1994 plan to relocate Bundeswehr agencies from the western to the eastern part of Germany (Bundeswehr, White Paper, 1994)

2.3 Adjusting to a
New Security Situation



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[1] *The Bundeswehr supporting civilian surveying work in Saxony and Thuringia in 1995 (Bundeswehr)*

[2] *Tradition and modernity: The new Army Officer School in Dresden (Bundeswehr/PIZ Heer)*

[3] *East German battle tanks in Löbau waiting to be scrapped, 15 April 1992 (IMZ Bw/Modes)*

In 1990, the Bundeswehr was also confronted with the enormous physical legacy of the East-West conflict. On the territory of the new Laender in particular, it was necessary to cut down on weaponry and clean up the consequences of military exploitation of nature and the environment.

According to the provisions of the “Two Plus Four Treaty”, approximately 2,300 battle tanks, 9,000 armoured and special-purpose vehicles, 5,000 artillery, missile and air defence systems, 700 transport and combat aircraft, 192 ships and 85,000 motor vehicles had to be taken out of service. More than one million small arms, 295,000 tons of ammunition and 4,500 tons of rocket fuel had to be disposed of in an environment-friendly way or used for a different purpose.

The Bundeswehr took over 2,285 installations and properties from the NVA and Russia’s Western Group of Forces, most of which were in a bad state of repair. Some of them were refurbished and once again put to military use. Others were converted for civilian use. Military training areas were cleared of ammunition residue and other hazardous waste.

In addition, the Bundeswehr also supported the reunification process by providing technical support in the area of land surveying and by demining the former death strip on the inner German border.

The strategic position resulting from reunification and the collapse of the Soviet Union and the Warsaw Pact led to fundamental changes in Germany’s security and defence policy.

A direct military threat to Germany seemed unlikely in the new situation. At the same time, the overall risk level had not changed; it had merely taken on a new quality. The Bundeswehr had to respond to this new situation.

The Federal Defence Minister at that time, Gerhard Stoltenberg, set up an independent commission to determine what the future tasks of the Bundeswehr should be. In 1991,



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the commission suggested that the Bundeswehr should take part in international missions of the United Nations. On 26 November 1992, Stoltenberg's successor, Volker Rühle, issued the "Defence Policy Guidelines" heralding a reorientation of the Bundeswehr. According to these guidelines, the Bundeswehr's main objective remained the same: to ensure national and alliance defence. For this purpose, troops known as "main defence forces" were to be kept available. In addition, the Bundeswehr was to have "crisis response forces" providing it with the capability to participate in crisis prevention and crisis management within NATO and during international peace missions. It was against this background that the Bundeswehr took part in the UN mission in Somalia.

In view of the security and defence situation and limited budgetary funds, it was announced in July 1994 that the Bundeswehr was to be reduced, once again, to a total of 340,000 troops.

It was under strict time constraints that the Bundeswehr adjusted its structure to the fundamentally new requirements in certain areas. Capabilities that had not been needed for the defence of Germany before reunification in 1989 were lacking and had to be built up. Other tasks were becoming less significant.

A review on the "State of the Bundeswehr on the threshold of the 21st century" commissioned by Rudolf Scharping and an independent commission on "Common Security and Future of the Bundeswehr" appointed by the Federal Government identified serious deficits within the Bundeswehr and ultimately resulted in a concept entitled "Fundamental reform of the Bundeswehr".

In May 2003, Scharping's successor Peter Struck issued new "Defence Policy Guidelines" to further illustrate the need for reform inside the Bundeswehr. The Bundeswehr's adjustment and transformation process was intensified to ensure that it could handle the most likely tasks within the scope of international crisis prevention and crisis management. The forces were divided into three new categories: response, stabilisation and support forces. This process triggered changes in the structure, equipment, weaponry and stationing of the Bundeswehr.



*View of the plenary hall
(BPA/Bienert)*

THE BUNDESWEHR AND PARLIAMENT

3

*View of the plenary hall
(BPA/Bienert)*

- 3.1 Parliament and the Establishment of the Bundeswehr
- 3.2 The Bundeswehr's Operations Abroad under the Mandate of Parliament

3.1 Parliament and the Establishment of the Bundeswehr

The political initiative to establish West German armed forces came primarily from Federal Chancellor Konrad Adenauer. Rather than leaving this task to the Federal Government alone, the German Bundestag was determined to play a role in shaping the nature and structure of the new armed forces. Its participation was particularly important when it came to anchoring military sovereignty as part of the constitution. On 26 March 1954, the Bundestag approved the obligatory amendment of the Basic Law with more than the required two-thirds majority.

Lessons learned from history – less than ten years had passed since the end of World War II – led to a cross-party consensus on key issues: The armed forces had to be subject to law and jurisdiction as well as parliamentary supervision, and their military leadership had to be prevented from gaining autonomy.

With this in mind, and notwithstanding considerable differences of opinion, a concerted effort was made in parliament between the summer of 1955 and the spring of 1956. The result of this unofficial “grand defence coalition” was the “Second Defence Amendment” to the Basic Law, which the Bundestag approved with only 20 dissenting votes on 6 March 1956. Since that time, the Federal Defence Minister has had the responsibility for commanding the Armed Forces in times of peace, while the Federal Chancellor assumes this responsibility in a state of tension or defence. The Federal President, as head of state, has merely formal rights. “Supreme command” is therefore subject to parliamentary control. Furthermore, on account of the German Bundestag’s constitutional right to decide on the budget, it also has a strong influence on the personnel strength and structure of the armed forces. Via the Budget Committee, parliament has a say in the defence budget and supervises the respective expenditures.



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[1] *Federal Chancellor Konrad Adenauer during the debate on rearmament and constitutional amendment, 26 February 1954 (Bundesbildstelle)*

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[1] *Meeting of the Defence Committee (Deutscher Bundestag/Neher)*

[2] *Fritz Erler (SPD) during the debate on universal conscription, 4 July 1956 (IMZ Bw/Munker)*

[3] *Helmut von Grolmann (right), the first Parliamentary Commissioner for the Armed Forces, during his inaugural visit with Federal Defence Minister Franz Josef Strauss (left), 9 April 1959 (Bundesbildstelle)*

An even greater cause of controversy, on the other hand, was the introduction of universal conscription.

Between March and July 1956, the struggle between the Bundestag and the Bundesrat over this military legislation reached an unprecedented intensity. The Social Democratic Party (SPD) followed its defence spokesman Fritz Eler in rejecting the government draft. Although the party had traditionally supported universal conscription, it now deemed a significantly smaller professional army to be more in keeping with the times, knowing that a strong minority of the population was of the same opinion. The Bundestag reached a decision in the early hours of 7 July 1956. Following a final session that lasted more than 18 hours, the draft law was approved with the governing coalition's majority.

In order to improve parliamentary control of the armed forces and defence policy, the Bundestag installed a designated committee for this purpose in the summer of 1952. It was initially called the "Committee on Questions of European Security", but was later renamed "Security Committee of the German Bundestag". Under its first Chairman Franz Josef Strauss (CSU - Christian Socialist Party), it became the forerunner of today's Defence Committee. Later, during the decisive phase of Germany's early military legislation, Chairman Richard Jaeger (CSU) and Deputy Chairman Fritz Eler (SPD) worked together constructively at the head of the Committee.

The Defence Committee also decided on how the new armed forces should be named. The suggestion "Bundeswehr" eventually met with far greater approval by the Committee on 22 February 1956 than the alternatives "Wehrmacht" and "Armed Forces". The Defence Committee deals with all questions concerning defence policy – from Bundeswehr operations and the purchase of weapon systems right through to issues of remuneration and pensions and benefits.

The Defence Committee has two main tasks: It prepares decisions of the plenary assembly within the scope of legislative procedures and also supports parliament in exercising its controlling function vis-à-vis the Government.

To begin with, this was the Defence Committee's main field of activity, especially regarding military legislation (Legal Status of Military Personnel Act, Compulsory Military Service

Act, Military Pensions Act, Military Disciplinary Code etc.).

In recent years, the Defence Committee has constantly been called upon in this function as a result of the increasing number of foreign deployments. The preparation of the Special Foreign Assignments Benefits and Pensions Act in 2004 and the Act on the Continued Employment of Personnel Injured on Operations in 2007 are two examples.

Despite this development, the main focus of the Committee's activities has shifted more towards parliamentary control of defence matters: i.e. the Federal Ministry of Defence, the armed forces and the Federal Defence Administration. The Defence Committee is a constitutionally required institution according to Article 45a of the Basic Law and is the only German Bundestag committee that has the right to constitute itself as an investigative committee. Moreover, the Defence Committee plays an important role in the defence budget consultations.

Like all other committees, the Defence Committee has the right to investigate matters independently within its field of responsibility without them being referred to the Committee by the plenary assembly, also to make recommendations concerning such matters. In most cases, the basis for discussion of such topics by the Committee is a report it requests from the Federal Ministry of Defence, in which certain facts are explained or in which a statement is made regarding reports or claims made by third parties. Although the general opinion reached by the Defence Committee during the subsequent discussion may not be legally binding for the Federal Government, it does carry considerable political weight. In practice, this procedure is the instrument most frequently used by the Committee in exercising parliamentary control over the Federal Government. It corresponds with the right granted to the committees by the German Bundestag's Rules of Procedure, according to which a member of the Federal Government may at any time be summoned to attend a committee meeting (Rule 68 in the Rules of Procedure of the German Bundestag).

As part of the "Second Defence Amendment", the Defence Committee also gained acceptance for a "Parliamentary Commissioner for the Armed Forces". The Commissioner assists the Bundestag as an auxiliary body of parliament for exercising control over the Bundeswehr.

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[1] Reinhold Robbe (fourth from right), the Parliamentary Commissioner for the Armed Forces, presents the 2008 annual report to Ulrike Merten (second from left) of the SPD, Chairwoman of the German Bundestag's Defence Committee, and Committee representatives, 26 March 2009 (Deutscher Bundestag/ Lichtblick/Melde)

[2] A meeting of the Defence Committee, 25 January 2006 (Deutscher Bundestag/Oed)

[3] Claire Marienfeld, the Parliamentary Commissioner for the Armed Forces, visits German IFOR troops, 18 March 1996 (IMZ Bw/Modes)

The Commissioner's appointment and legal status are regulated in the Act on the Parliamentary Commissioner for the Armed Forces. The Parliamentary Commissioner for the Armed Forces is elected by secret ballot and a majority vote of the Members of the Bundestag. He or she is then appointed for a five-year term of office by the President of the Bundestag. The office of the Commissioner is part of the legislature and also serves parliament as an instrument to exercise control over those processes taking place within the armed forces. There are two reasons for the Parliamentary Commissioner for the Armed Forces to take action: upon instructions from the Bundestag or its Defence Committee to investigate specific incidents or, at his own discretion and on his own initiative if circumstances come to his attention that suggest a violation of the basic rights of a member of the armed forces or of the principles of Innere Führung; so far this has been the main focus of his work.

Furthermore, the Parliamentary Commissioner for the Armed Forces also serves as a petition authority: All members of the armed forces, irrespective of their rank, have the right to contact the Commissioner directly at any time without going through official channels. For this reason, all members of the armed forces are informed about the duties of this office during their basic training.

The Parliamentary Commissioner for the Armed Forces may demand information and access to records from the Ministry of Defence and its area of responsibility and may, at any time, visit any units or agencies in Germany or the countries of deployment even without prior announcement. These visits facilitate proximity to Bundeswehr personnel and allow the Commissioner to gain a genuine impression.

Each year, the Commissioner submits a written report on his findings to the Bundestag. This annual report summarizes the findings of the past calendar year. Due to the Commissioner's role as a control and petition authority, it is primarily a deficiency report rather than a report on the overall state of the Bundeswehr.

The report provides parliament and – particularly due to reporting in the media – the public with a high level of transparency regarding the internal state of the Bundeswehr, and also serves parliament as a basis for political decision-making processes. The annual reports are therefore an important instrument to draw the attention of parliament to the worries and concerns of the soldiers and of the armed forces as a whole.

The first Parliamentary Commissioner for the Armed Forces was the retired Lieutenant General Helmuth von Grolman, who took office on 3 April 1959. Reinhold Robbe is now the tenth Commissioner to hold this important office.

The Budget Committee of the German Bundestag also has an important controlling function. The strength, structure and weaponry of the Bundeswehr are governed by the budget, as defined in Article 87a (1) of the Basic Law. The federal budget - and therefore also the defence budget - is examined and approved by the Budget Committee. The Committee's decisions have to be authorized in a plenary meeting of the German Bundestag.

3.2 Bundeswehr Operations Abroad under Parliamentary Mandate

German reunification in October 1990 resulted in increased expectations on the part of our Allies with regard to Germany's commitment. In their view the Federal Republic ought to assume more international responsibility and play a more active role within the UN, NATO and the WEU (Western European Union). During the second Gulf War in 1990/91, there were calls for Germany to undertake out-of-area military commitments. Although no soldiers were sent to the crisis region, the Federal Government reacted by deploying combat aircraft to Turkey. Neither Germany's politicians nor the Bundeswehr were prepared for the new challenges.

The second Gulf War sparked the discussion among the German population about whether the Bundeswehr should take part in armed operations of the UN and NATO. Although the Bundeswehr had previously been deployed abroad on several occasions, these operations had always been for humanitarian or similar purposes, with its personnel armed only for self-defence.

The Bundeswehr's participation in the UN missions in Somalia in 1992 and the former Federal Republic of Yugoslavia beginning in 1993 added to the political debate over deploying Germany's Armed Forces abroad for the purpose of peacekeeping and peace enforcement. This culminated in several actions being brought before the Federal Constitutional Court by the Social Democrat Party (SPD) and Free Democratic Party (FDP) parliamentary groups.

The Federal Constitutional Court rejected these complaints with its ruling of 12 July 1994. When stating the reasons for the judgment, the judges referred to Article 24 (2) of the Basic Law:

With a view to maintaining peace, the Federation may enter into a system of mutual collective security; in doing so it shall consent to such limitations upon its sovereign powers as will bring about and secure a lasting peace in Europe and among the nations of the world.

- [1] Cover page "Information for Parliament" (Bundeswehr)
 [2] The Federal Constitutional Court delivers a judgement on foreign deployments of the Bundeswehr; 12 July 1994 (ullstein bild/Fotoagentur imo)



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The ruling confirmed that, as a lawful member of security systems such as UN and NATO, the Federal Republic may deploy its armed forces to participate in operations that are provided for within the scope of such systems and conducted in accordance with their rules. This includes taking part in the operations of armed forces abroad. The ruling imposed the restriction that all operations of this kind categorically require the prior consent of the Bundestag. Due to the stipulation of this parliamentary prerogative, for which there are also historical reasons, the ruling established the Bundeswehr's character of a "parliamentary army".

On 22 July 1994, a special session of the German Bundestag was held in response to this ruling, during which there was an emotional debate over its implications for the foreign and defence policy of the Federal Republic and the resulting possibilities for action. Following the debate and a roll call vote the Bundestag passed the Federal Government's motion by 421 votes, 48 votes against and 16 abstentions. It thereby approved the deployment of armed troops in accordance with the Federal Government's earlier decision of 15 July 1994 to participate in NATO and WEU measures to enforce



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UN Security Council resolutions regarding the maritime embargo in the Adriatic Sea and the no-fly zone over Bosnia and Herzegovina.

The Federal Constitutional Court's ruling required the legislators to issue detailed provisions on the form and extent of parliamentary involvement in deploying troops on armed missions. The German Bundestag adopted the "Parliamentary Participation Act" on 3 December 2004, determining the procedure according to which the Government must submit motions pertaining to deployments.

The Act stipulates that the Federal Government must always obtain the consent of the Bundestag before the deployment begins. The motion must specify the following: the operational mission, the theatre of operations, the duration, the costs, the legal framework and the maximum number of soldiers to be deployed, stating their abilities. The Bundestag may then reject or accept the motion by a simple majority vote. No changes can be made to this. Only in the case of deployments launched to avert an imminent danger, such as rescue operations, is it permissible to seek retroactive parlia-

mentary approval. Parliament must nevertheless be informed before such a deployment begins. Humanitarian missions, during which military personnel are not involved in armed operations, do not require parliamentary approval.

The Federal Government is required to inform parliament about its current missions at regular intervals. The Bundestag, for its part, has the right to call troops back. It may, at any time, withdraw a mandate that has already been issued.

The "Parliamentary Participation Act" took effect on 24 March 2005. Since then, it has been applied on a regular basis. It was successfully put to the test for the first time when the deployment of armed German troops was to be extended to support the AMIS monitoring mission in Darfur/Sudan.

Following a corresponding motion submitted by the Federal Government, the tacit agreement period in accordance with the "simplified approval procedure" expired on 11 May 2005, without any of the parliamentary groups or Members of Parliament lodging an objection. The proposal was thereby considered as approved, resulting in an extension of the mandate.



*Symbols of German integration
(Bundeswehr)*

GERMAN SECURITY AND DEFENCE POLICY

4

*Symbols of German integration
(Bundeswehr)*

- 4.1 Security Challenges in the 21st Century
- 4.2 Principles of German Security Policy
- 4.3 Networked Security (Comprehensive Approach)
- 4.4 The Role of the Bundeswehr

4.1 Security Challenges
in the 21st Century



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[1] *A meeting of the EU defence ministers in Wiesbaden, 1 March 2007 (IMZ Bw/Rott)*

The global security situation in the 21st century differs significantly from the security risks and challenges Germany had to face during the Cold War era. Far more than in the past, Germany is called upon to assume responsibility on the world stage and to proactively face these risks and challenges. The assumption of responsibility, though, does not automatically imply military commitment. The decision as to which instruments and means be used to implement Germany's foreign policy and security policy interests is subject to careful examination and consideration by the Federal Government and parliament.

After the end of the Cold War, and especially in the course of the past few years, security policy developments have become more complex and more dynamic. There is a very thin dividing line between chances and risks posed by security policy developments, particularly in view of the system of the community of nations and bonds between the nations of the western world. Against the backdrop of galloping globalization and growing mutual dependencies, the safety and security of Germany is intrinsically tied to developments in Europe and the rest of the world.

At present, Germany's security is not threatened by regular forces of foreign states, instead new risks and dangers have emerged. The greatest threat is posed by international terrorism and the proliferation of weapons of mass destruction and their delivery systems. Disrespecting internationally acknowledged control mechanisms, state actors pursue nuclear research in combination with efforts to develop ballistic missile technologies and to increase their ranges. This undermines the effectiveness and reliability of international agreements, causes regional and global instability and forces Germany to take preventive measures to ensure its protection.

The rise in organized crime, drug trafficking and cyber attacks highlights the vulnerability of western societies as a by-product of globalization. Where international trade, investments, travel, communication relations and the availability of knowledge are concerned, interdependencies have increased. Lasting breakdowns or interruptions in the global network of relations would have grave consequences for prosperity and social stability. Many countries are not exercising the rule of law, democracy and good governance sufficiently. In some cases, we are witnessing a total collapse and failure of individual states. This situation is often further aggravated by religious extremism and the results of climate change, migration, mass poverty or pandemics.

4.2 Principles of German Security Policy

The aims and principles of German foreign and security policy have not been significantly redefined in the course of the past few decades. A life in peace and freedom, protection from dangers and the safeguarding of security and prosperity remain the benchmarks of security. Within this frame of reference, the Federal Republic of Germany promotes the enforcement of international law as well as respect of human rights and humanitarian principles. In pursuit of these aims, German foreign and security policy is always committed to peace.

Germany is a member of various international institutions, organizations and partnerships, and thus contributes to the stabilization of security, including within its own borders. The transatlantic partnership, based on shared values and mutual interests, will remain a mainstay of German security policy. Another vital aim as far as Germany's interests are concerned is the advancement of Europe as a geographical centre of prosperity and security. In all, Germany is intent on asserting its influence in international and supranational organizations with the sole aim of improving the coherence of the community of nations and its capability to take action.

In mastering the challenges ahead of us, multinational cooperation within the United Nations, the North Atlantic Alliance, the European Union and between these institutions is an indispensable prerequisite for ensuring sustainable security in the 21st century. None of these organizations has the necessary competences and strengths at its disposal to be able to attain this goal on its own. Only through cooperation can they attain their full effectiveness.

We continue to be bound by the mission enshrined in our Basic Law to defend Germany and its allies and to protect our citizens against attacks, external threats and political blackmail. This embraces the capability to contribute worldwide to crisis and conflict prevention, combined crisis-management and post-crisis rehabilitation. The Bundeswehr plays a key role in mastering these tasks.

A responsible security policy must stand on a firm foundation and must have clearly defined objectives. The 2006 White Paper on German Security Policy and the Future of the Bundeswehr is a fundamental guideline for the security and defence policy of our nation, on the basis of which the



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[1] *Federal Defence Minister Dr. Franz Josef Jung presents the 2006 White Paper, 25 October 2006 (IMZ Bw/Rott)*
 [2] *UN headquarters in New York, 14 August 2007 (IMZ Bw/Rott)*



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security and prosperity of German citizens are to be ensured, today and tomorrow.

The White Paper also identifies the central values, aims and interests of German foreign and security policy and consistently takes the definition of the term "security" a step further.

In the age of globalization, internal and external security are inseparably linked. These two dimensions of security are mutually dependent on each other and often resort to the same instruments. Security risks may no longer be exclusively or predominantly evaluated in terms of military aspects. Only a global understanding of security at the overall national level, not limited to individual policy areas, and the associated structures of networked security can ensure security in the 21st century.

The White Paper therefore presented three main conclusions:

First:

The threats to our security, including the threats to human rights, must be countered pre-emptively.

Second:

A comprehensive, networked approach is necessary. In addition to military means, it must incorporate primarily political, diplomatic, economic and development policy instruments.

Third:

Crisis prevention measures must be taken to an increasing extent as a multinational effort.

German security policy in the 21st century is therefore foresighted, interministerially networked and multilaterally oriented.

4.3 Networked Security (Comprehensive Approach)

The conclusions of the White Paper 2006 are at the core of the concept of networked security, or “comprehensive approach”. Networked security means that the objectives, processes, structures, means and assets of the relevant actors in the security sector are better coordinated and consistently organized on an interministerial basis. Networked security is an international and supranational concept and includes state and non-state actors alike. The best crisis is one which does not arise in the first place. Hence, networking of all ministries, especially in the field of crisis prevention, is an indispensable prerequisite for sustainable success.

The foundations for this interministerial, joint approach had already been outlined in May 2004 in the action plan Civilian Crisis Prevention, Conflict Resolution and Post-Conflict Peace Building. This action plan, adopted by the Federal Cabinet, is the expression of the political will to further elaborate existing concepts for crisis prevention in the sense of a cross-cutting interministerial task with the concrete options for taking action, and to make sure that they continue to be the subject of public awareness.

The action plan constitutes an important, ground-breaking political signal for interministerial consolidation of foreign and security policy instruments and resources in terms of the broadened security concept. With the implementation of the action plan, the Federal Government reaffirmed its resolve to gradually give German contributions to peace, security and development – especially in transition countries and developing countries - a more preventive orientation, thus making them more effective and sustainable. This action plan identified the promotion of the rule of law, human rights, democracy and security, the reform of the security sector; the advancement of civilian peace-building capabilities, and securing people’s opportunities in life as strategic starting points for crisis prevention.

In order to create a coherent strategy for crisis prevention and conflict management, greater involvement of non-governmental organizations and civil society is also necessary. Non-state actors must be given the opportunity to participate in the work of the state actors. As a rule, purely national

strategies which are not embedded in a multilateral concept do not have much impact these days. Activities and programmes therefore need to be harmonized and coordinated at national, regional and international level. The close cooperation of various actors from all fields of government, trade and industry and society in a multinational context furthermore precludes the overburdening of individual nations or organizations.

It cannot and must not be left to foreign countries and institutions alone to eliminate factors and structures impeding the reconstruction process in a crisis region, however. Social and political powers which sustainably support this process must evolve within the crisis region itself. The societies of the partner countries must adopt the necessary reform and development processes themselves. Structural crisis prevention must thus be based on cooperation because it depends on the desire for peace of those directly involved.

The starting points for a structural concept of crisis prevention are:

The development and advancement of democratic, functioning governmental structures in crisis regions to prevent conflicts and create interfaces for a broad spectrum of crisis prevention measures, the promotion of a knowledge society to boost the peace-building capabilities of civil society and the creation of an economic and ecological basis for livelihood, thus improving the chances in life for the people concerned.

The required comprehensive strategy also has to embrace the further development of international law, the subjecting of conflicts to legal adjudication (international criminal jurisdiction and arbitration), human rights policy as preventive peace policy and the improvement of the instrument of civilian sanctions. By improving the economic, social, ecological and political circumstances in the partner countries, development policy in particular can significantly contribute to the prevention of violent conflicts and the reduction of their structural causes.



[1]

[1] *Joint project between the Bundeswehr and the relief agency Cap Anamur: Bundeswehr soldiers speak to a Cap Anamur worker in Kunduz, 19 October 2004 (IMZ Bw)*

4.4 The Role of the Bundeswehr

In a globalized and networked world, national borders and great distances provide only marginal protection against destabilizing developments and trouble spots. Nowadays, the risks are much more multifaceted, less clearly defined, complex and often hardly predictable.

Germany has recognized that the will to nip a crisis in the bud to prevent it from becoming a full-blown conflict may necessitate the employment of military means. With their broad range of military and military policy instruments, armed forces are not only able to contain violence or forcibly terminate it, but also to contribute to eliminating the causes of such violence.

As an instrument of a comprehensive and proactive security and defence policy, an effective Bundeswehr is therefore indispensable for the Federal Republic of Germany. Based on a broadened, networked understanding of security, the Bundeswehr must be able to accomplish the tasks and missions that the challenges of the 21st century involve. Without the military capabilities of the Bundeswehr, we could moreover not meet our international obligations.

Against the backdrop of the security challenges of the 21st century, the military is still as important as ever, but its significance has shifted. In the context of global security challenges, military means should no longer be regarded as a primary but more as a complementary means, if security is to be guaranteed in an international as well as national framework.

The military, with its special capabilities, plays an important but not exclusive role here. Military means are only to be employed where civilian means are unsuitable, unavailable or unsuccessful. Armed forces are only employed if the Federal Government and parliament have weighed up the political pros and cons of their employment and come to the conclusion that it is imperative and indispensable. The employment of military means should be limited and for a clearly defined purpose. Whenever possible, these employments should take place in a multinational environment.

However, in all political considerations the employment of military means or capabilities can never be categorically ruled out or merely regarded as a last option when all other approaches have failed.



[1]

[1] *A Bundeswehr soldier training Afghan police (Bundeswehr)*

At the national as well as the multinational strategic level, military capabilities should be part of the integrated political planning process from the outset. At the operational and tactical level, all approaches must be thoroughly coordinated with the civilian capabilities and actors. By consistently continuing to position the Bundeswehr as a player at multinational level, Germany is guaranteed a commensurate right to have a say, the ability to shape decisions and influence in international organizations.

Since the early 1990s, the Bundeswehr has more and more frequently been deployed on operations abroad. The contingents employed continuously grew in strength and both their task spectrum and the terms of reference became increasingly complex and dangerous. Currently, 7,400 Bundeswehr soldiers are employed on operations abroad.

In the course of the past few years, the Bundeswehr has been subjected to a profound transformation to adapt to the new task spectrum. Its organizational structure, procedures, personnel and equipment have been geared to meet the continually changing demands. The Bundeswehr has become familiar with thinking in terms of networked structures.

The contributions of the Bundeswehr to a networked, national preventive security scheme are numerous; they comprise the employment of Bundeswehr units to safeguard civilian elements in crisis regions, military training and equipment support, assistance with the reform of the security sector in crisis-afflicted countries, active support of NATO and EU accession states and participation in peace-building and peace-keeping operations in order to lay the foundation for the establishment of public and democratic institutions and for the reconstruction of the economy and society.

The example of Afghanistan shows clearly how Germany is using the Bundeswehr there to implement a broad, inter-ministerial approach of networked security, considering both immediately necessary measures and long-term requirements.



Overview of completed foreign deployments of the Bundeswehr



NATO Missions

- IFOR**
Implementation Force, Bosnia and Herzegovina
- MACEDONIA**
Operations Essential Harvest, Amber Fox, Allied Harmony
- SFOR**
Stabilisation Force, Bosnia and Herzegovina



EU Missions

- AMM**
Aceh Monitoring Mission, Indonesia
- CONCORDIA**
EU operation in Macedonia carried out with NATO support
- EUFOR RD CONGO**
EU operation in the Democratic Republic of the Congo
- ARTEMIS**
EU operation in the Democratic Republic of the Congo



UN Missions

- UNAMIC**
United Nations Advance Mission in Cambodia
- UNAMIR**
United Nations Assistance Mission for Rwanda
- UNMEE**
United Nations Mission in Ethiopia and Eritrea
- UNOMIG**
United Nations Observer Mission in Georgia
- UNOSOM II**
United Nations Operation in Somalia II
- UNSCOM**
United Nations Special Commission, Iraq
- UNTAC**
United Nations Transitional Authority in Cambodia



OSCE Observer Mission in Georgia

Fight against International Terrorism

OEF
Operation Enduring Freedom, 2002/2004 in Kuwait

This map does not show all of the Bundeswehr's foreign deployments

COMPLETED BUNDESWEHR OPERATIONS

5

*Overview of completed foreign
deployments of the Bundeswehr*

- 5.1 Iraq
- 5.2 Cambodia
- 5.3 Somalia
- 5.4 Rwanda
- 5.5 Kuwait
- 5.6 Former Yugoslav Republic of Macedonia
- 5.7 Indonesia
- 5.8 Ethiopia/Eritrea
- 5.9 Democratic Republic of the Congo
- 5.10 Georgia

5.1 Iraq



[1]

The attack on Kuwait and its subsequent occupation by Saddam Hussein's Iraq took place in August 1990 at the time when the Federal Republic of Germany was in the final stages of the Two-plus-Four-Talks, and the reunification of Germany was the focus of national political action. The International Community reacted to the Gulf Crisis, and the Federal Republic of Germany deployed troops to protect NATO ally Turkey. 17 January 1991 saw the beginning of "Operation Desert Storm", the attack of the international coalition on Iraq that eventually led to the liberation of Kuwait. The hostilities officially ended on 28 February 1991. With Security Council Resolution 687, the United Nations established a mission to control and verify Iraq's compliance with the imposed ban on NBC weapons (UNSCOM).

From August 1991 to 30 September 1996, the Bundeswehr participated in the United Nations Special Commission (UNSCOM) in Iraq. To provide transport capacities, medical evacuation capabilities as well as airlift for UNSCOM experts in support of this mission, 805 flight operations were conducted with CH-53 helicopters in 3,982 flight hours (Army) and 4,452 flight operations with C-160 Transall aircraft in 4,071 flight hours (Air Force). A total of 30 Army soldiers were deployed in Baghdad (Iraq) and seven Air Force soldiers in Bahrain.

5.2 Cambodia



[2]

The Khmer Rouge's reign of terror, the involvement in the Vietnam war and the civil war had shaken this country's social and state structures to the core. A 1991 agreement between the parties to the conflict mandated the United Nations with a decisive role for the peace process. Cambodia was virtually put under the administrative rule of the UN in order to safeguard the country's path into a peaceful future and to enable free elections to be held.

Based on UN Security Council Resolution 717 of 16 October 1991 and a decision taken by the Federal Minister of Defence on 25 October 1991, the Bundeswehr participated in the United Nations Advance Mission in Cambodia (UNAMIC). From October 1991 to March 1992, up to 15 medical personnel were deployed on this advance operation for the UNTAC mission (United Nations Transitional Authority in Cambodia) in the Asian country. The UN Security Council Resolution (UNSCR) 745 of 16 February 1992 and the cabinet decision of 8 April 1992 set the necessary framework for the Bundeswehr to deploy some 150 medical personnel and a 60-bed field hospital to provide medical support for UNTAC and parts of the civilian population from 22 May 1992 to 12 November 1993. A total of some 3,500 persons received inpatient treatment and more than 110,000 outpatient treatment. The UNTAC mission added a new dimension to Germany's participation in operations abroad. For the first time in history, a German contingent of considerable size was deployed on an operation abroad.

5.3 Somalia



[3]

UNOSOM II (United Nations Operation in Somalia) was the next major operation abroad for the Bundeswehr. Civil war and crumbling political structures caused a large-scale humanitarian catastrophe in Somalia. To counteract these developments, the UN authorized various peacekeeping operations in the East African country. Based on UN Security Council Resolution 814 of 25 March 1993 and the German Bundestag decision of 21 April 1993, about 1,700 Army personnel were deployed in Belet Uen (Somalia), and about 600 Navy personnel and some 120 Air Force personnel were deployed in Djibouti (Somalia) and Mombasa (Kenya) to operate an airlift between Kenya and Somalia (from 25 August 1992 to 21 March 1993) and to provide logistic support for UN forces (from 28 August 1993 to 23 March 1994). This operation comprised a total of 650 humanitarian relief flights, about 30 individual humanitarian relief projects and medical treatment for more than 18,000 people.

5.4 Rwanda



[4]

The longstanding and sometimes cruel ethnic conflicts between the ruling Hutu majority and the Tutsi minority culminated in a bloody civil war, which was eventually ended by a peace agreement in 1993. The ethnic clashes came to a climax in the genocide of 1994, when more than 800,000 Tutsis lost their lives. Only the invasion of a Tutsi army from Uganda put an end to the slaughtering.

Against the backdrop of these events, the Air Force established an airlift from Nairobi (Kenya) and Johannesburg (South Africa) to Goma and Kigali (Rwanda) from 18 July to 31 December 1994 in support of the UN mission UNAMIR (United Nations Assistance Mission for Rwanda) in Rwanda, providing aid for Rwandan refugees. The legal basis for this operation was UN Security Council Resolution 872 of 5 October 1993. 30 soldiers flew 80 sorties in Boeing-707 aircraft and 208 sorties in C-160 Transall aircraft.

[1] CH-53 medium transport helicopter in service for the United Nations, 16 September 1996 (IMZ Bw/Modes)

[2] UNTAC, Bundeswehr field hospital in Pnom Penh, 28 July 1992 (IMZ Bw/Modes)

[3] UNOSOM II, Beledweyne, 14 July 1993 (IMZ Bw/Modes)

[4] A Transall transport aircraft on the runway of an air transport wing (IMZ Bw/Modes)

5.5

Kuwait



[1]

Al-Qaeda's terrorist attacks on the World Trade Center in New York City and on targets in Washington D.C. on 11 September 2001, which will be referred to in more detail later in this brochure, marked the beginning of long-term operations against international terrorism, some of which are still in progress. As stipulated in the decision of the German Bundestag on 16 November 2001, the Bundeswehr deployed up to 250 NBC defence personnel and six "Fuchs" armoured NBC reconnaissance vehicles to Kuwait from 10 February 2002 to 4 July 2003 in the framework of Operation Enduring Freedom (OEF) to protect the Kuwaiti population and the coalition forces deployed in Kuwait during OEF against possible terrorist or military attacks with weapons of mass destruction. The Air Force also airlifted US forces from Germany to Turkey from 26 November 2001 to 10 January 2002 in support of OEF. Some 540 tons of materiel and a total of 160 passengers were transported in 116 flights and 1,250 flight hours.

[1] OEF Kuwait, decontamination exercise, 1 February 2003 (IMZ Bw/ Pauli)

[2] Task Force Fox, German observation post near Skopje, 25 March 2002 (IMZ Bw/Modes)

[3] Destruction of weapons (AMM)

[4] A German officer (left) speaks to his Force Commander, Lieutenant General Lidder from India, in Khartoum, 3 April 2006 (IMZ Bw/Rott)

5.6

Former Yugoslav Republic of Macedonia



[2]

The former Yugoslav Republic of Macedonia saw its security and integrity threatened because of its immediate vicinity to the Kosovo crisis region and increasingly also because of an impending civil war between rivaling ethnic factions, and had to rely on a stabilizing intervention of the international community of states. Between 2001 and 2003 the Bundeswehr participated in Macedonia in the NATO operations Essential Harvest, Amber Fox, Allied Harmony and Concordia. The legal basis for these operations was established by UN Security Council Resolution 1371 of 2001 and several decisions of the German Bundestag (29 August 2001, 27 September 2001, 13 December 2001, 22 March 2002 and 23 October 2002). The tasks of the Bundeswehr were, together with other NATO partners, to collect and destroy arms and ammunition in the former Yugoslav Republic of Macedonia which were voluntarily turned over by armed ethnic Albanian groups (Essential Harvest) and to provide protection to observers working for international organizations (EU and OSCE). About 500 German soldiers participated in Operation Essential Harvest (29 August 2001 to 27 September 2001). Altogether, some 3,700 weapons and almost 400,000 other items, including ammunition, grenades and explosives, were collected. Germany contributed some 220 soldiers to follow-on operations Amber Fox (27 September 2001 to 16 December 2002) and some 70 soldiers to Allied Harmony (16 December 2002 to 31 March 2003). Following these operations, the EU conducted its first ESDP operation with access to NATO planning capabilities (under the "Berlin plus" agreement), employing about 400 soldiers from 27 nations. The Bundeswehr contributed about 70 soldiers to this Operation Concordia (31 March 2003 to 16 December 2003).

5.7 Indonesia



[3]

Germany contributed four military observers to the Aceh Monitoring Mission to monitor the peaceful conflict settlement agreed upon between the government of Indonesia and the Free Aceh Movement on 15 August 2005. The six-month deployment (15 September 2005 to 15 March 2006) was based on the cabinet decision of 16 September 2005.

In the wake of the response to the Tsunami tragedy (Christmas 2004), an EU-led mission aimed at the disarmament and reintegration of former rebel fighters against the Indonesian government took place in the province of Aceh, in the north of Indonesia. Some 220 (military) observers were deployed on this Aceh Monitoring Mission; they arrived in theatre on 15 September 2005. Apart from EU member states, the ASEAN member states Thailand, Brunei, Singapore, the Philippines and Malaysia contributed to the mission (with a total of just under 90 military observers). Germany deployed a total of nine observers: Five civilian experts were sent by the Foreign Office, four German soldiers in civilian clothing by the Bundeswehr.

Throughout the region, the fact that this mission was EU-led was perceived as a visible expression of an active European commitment to solving a long-smouldering conflict. This had helped the European Union to sharpen its foreign policy profile in Southeast Asia. Germany's commitment significantly contributed to this cause. The mission officially ended for the German soldiers on 15 March 2006.

5.8 Ethiopia/Eritrea



[4]

From February 2004 to October 2008 the Bundeswehr also contributed two military observers to the United Nations Mission in Ethiopia and Eritrea (UNMEE). Since July 2000, the mission had monitored the armistice agreed upon in the Algiers Agreement between Ethiopia and Eritrea which brought an end to the two-year border conflict between the two countries. In addition, UNMEE supported the independent Boundary Commission established by the United Nations in fulfilling its task of demarcating the borders finally decided on in April 2002 between Ethiopia and Eritrea. The UNMEE mandate basically included monitoring the established demilitarized zone and the positions of the parties to the conflict, coordinating UN activities in the border regions, in particular the humanitarian mine action program, as well as assisting the Boundary Commission (administration, logistics, mine clearance in the demarcation area). No real progress has been made in the peace process between Eritrea and Ethiopia since the independent Boundary Commission's decision in April 2002. The Boundary Commission laid down the demarcation of the border in late November 2007 and declared its mission completed. However, the two parties to the conflict did not accept the decision of the Boundary Commission for a variety of reasons. With Resolution 1798 (2008) of 30 January 2008, the UN Security Council extended the UNMEE mission until 31 July 2008, but the Eritrea-based staff of the mission had to be relocated to Ethiopia in February 2008 due to the Eritrean blockade of diesel fuel supplies. On 31 July 2008, the United Nations Security Council officially declared the mission to be over. The winding-up of the mission was completed in October 2008.

5.9 Democratic Republic of the Congo

The Democratic Republic of the Congo, situated in the heart of the African Continent, has become one of the major trouble spots in Africa due to ongoing (civil) wars, economic mismanagement, corruption, ethnic conflicts, exertion of influence by neighbouring states, and the flashing over of conflicts in adjacent states (e.g. Rwanda). Up to this day, Germany has participated in two missions in this country, both of which have already been declared completed.

ARTEMIS

The first stand-alone EU mission named ARTEMIS, in Congo's eastern provinces Ituri and Kivu, was set up to prevent a humanitarian catastrophe. The UN feared that the lack of a regulatory power and the insufficient capabilities and competencies of the UN mission MONUC (under Chapter VI of the UN Charter) would lead to massive casualties among the civilian population if the international community did not intervene. The EU therefore launched the French-led Operation ARTEMIS to buy the UN time to deploy the MONUC-II forces to their area of deployment in Ituri, and to establish operational readiness under Chapter VII of the UN Charter. The main area of operations of the EU forces was the town of Bunia in the east of the Congo.

The Bundeswehr supported EU Operation Artemis from 18 July to 25 September 2003 by conducting airlift operations between Germany and Uganda using the C-160 Transall aircraft, by keeping an Airbus A310 on standby for medical evacuation (MedEvac) and by deploying staff officers to support command and control of the operation. UN Security Council Resolution 1484 (2003) and the mandate of the German Bundestag were the basis for Germany's participation. A total of 35 soldiers were deployed for the airlift operations, some 60 soldiers for medical evacuation operations and two soldiers to the ARTEMIS headquarters in France. In over 1,373 flight hours almost 300 tons of cargo were transported in the C-160 Transall aircraft.

[1] *A visit to St. Paul's primary school in Kinshasa, which was refurbished with German support, 24 October 2006 (IMZ Bw/Bienert)*

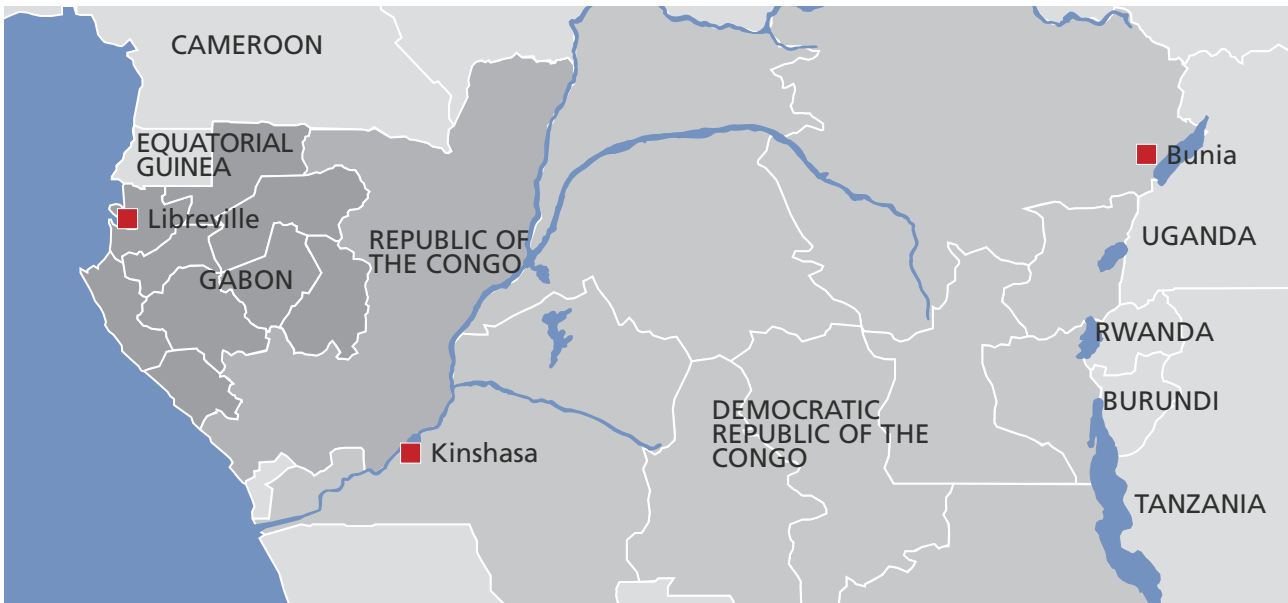
[2] *Theatre of operations: Congo (Bundeswehr)*

EUFOR RD Congo

As part of the peace process and to establish a democratically legitimated government, the parties to the conflict agreed that free and transparent presidential elections be held in the Congo. The main rivals were the incumbent, President Joseph Kabila, and his challenger, the former rebel leader Jean-Paul Bemba. The Bundeswehr participated with up to 780 servicemen and women in the EU operation EUFOR RD Congo in the Democratic Republic of the Congo between 30 July and 30 November 2006, based on UN Security Council Resolution 1671 (2006) and the Bundestag decision of 1 June 2006. Their task was to support the UN peace mission MONUC (Mission des Nations Unies en République Démocratique du Congo) in ensuring security during these first free elections in more than 40 years. Approximately 2,100 operational forces from the EU Member States were to prevent disturbances of the electoral process. They established a safe and secure environment so that the Congolese people were encouraged to participate in the elections. The presence of the EU forces contributed to the mainly calm and peaceful conduct of the elections which started in the Congo on 30 July 2006. Redeployment of the German soldiers stationed in Kinshasa and Libreville (Gabon) commenced on 1 December 2006 and was concluded on 22 December 2006.

A total of 23 nations participated in this operation. The overall strength was about 2,400 soldiers. Apart from France and Germany, who were the two major troop contributors, Belgium, Italy, the Netherlands, Poland, Sweden, Spain and Portugal also contributed significantly to this operation. Furthermore, the operation was supported by Turkey, Finland, Austria, Ireland, Greece, Luxembourg, Slovenia, the United Kingdom, Cyprus and, temporarily, Switzerland. The EU-led operation was under German command, with the strategic headquarters being established at the Bundeswehr Operations Command in the village of Schwielowsee near Potsdam.

[1]



[2]

EUFOR RD CONGO's operational area covered the entire territory of the Congo, except for the eastern provinces (Orientale, Maniema, North- and South Kivu). The area of operations of the German forces was limited to the area of Kinshasa.

5.10 Georgia: UNOMIG and OSCE Observer Mission

UNOMIG

In the wake of the dissolution of the Soviet Union, an armed conflict emerged in the western parts of Georgia.

The Abkhazia region declared its independence, but Georgia was not willing to recognize this. The United Nations Observer Mission in Georgia (UNOMIG), set up in August 1993 and comprising up to 136 military observers from 33 nations, was primarily tasked with monitoring the security zone between Georgia and Abkhazia and paving the way for the safe and orderly return of the war refugees to their homes. Since 1994 Germany participated in the peace mission with up to 20 soldiers. As UNOMIG was an unarmed mission, it did not have to be mandated by the German Bundestag. The German contingent of military observers and above all medical specialist personnel numbered twelve soldiers at times. The Bundeswehr thus provided the entire medical support for the mission and the largest national contingent altogether.

Unarmed observer missions, too, entail dangers to life and limb. For instance, a UN helicopter was shot down during a patrol flight on 8 October 2001. Nine members of the mission were killed, among them a German medical officer.

The August 2008 clashes between Russia and Russian-backed Abkhazia on the one side and Georgia on the other side could not be prevented by UNOMIG. The Security Council of the United Nations' mandate for the mission expired on 15 June 2009. Because of the most recent political developments in the region the mandate was not extended and expired.

OSCE

On 27 August 2008, after the end of the conflict between Russia, Abkhazia and South Ossetia on the one side and Georgia on the other side, the Federal German Government decided to send up to 15 German military observers to participate in an OSCE mission in Georgia. The mission was designed to observe the adherence to the six-point peace plan, essentially along the administrative boundary between Georgia and South Ossetia. Initially, the OSCE only asked for just two military observers to be deployed. These observers deployed to the conflict area on 28 August 2008.

This mission also ended in June 2009.

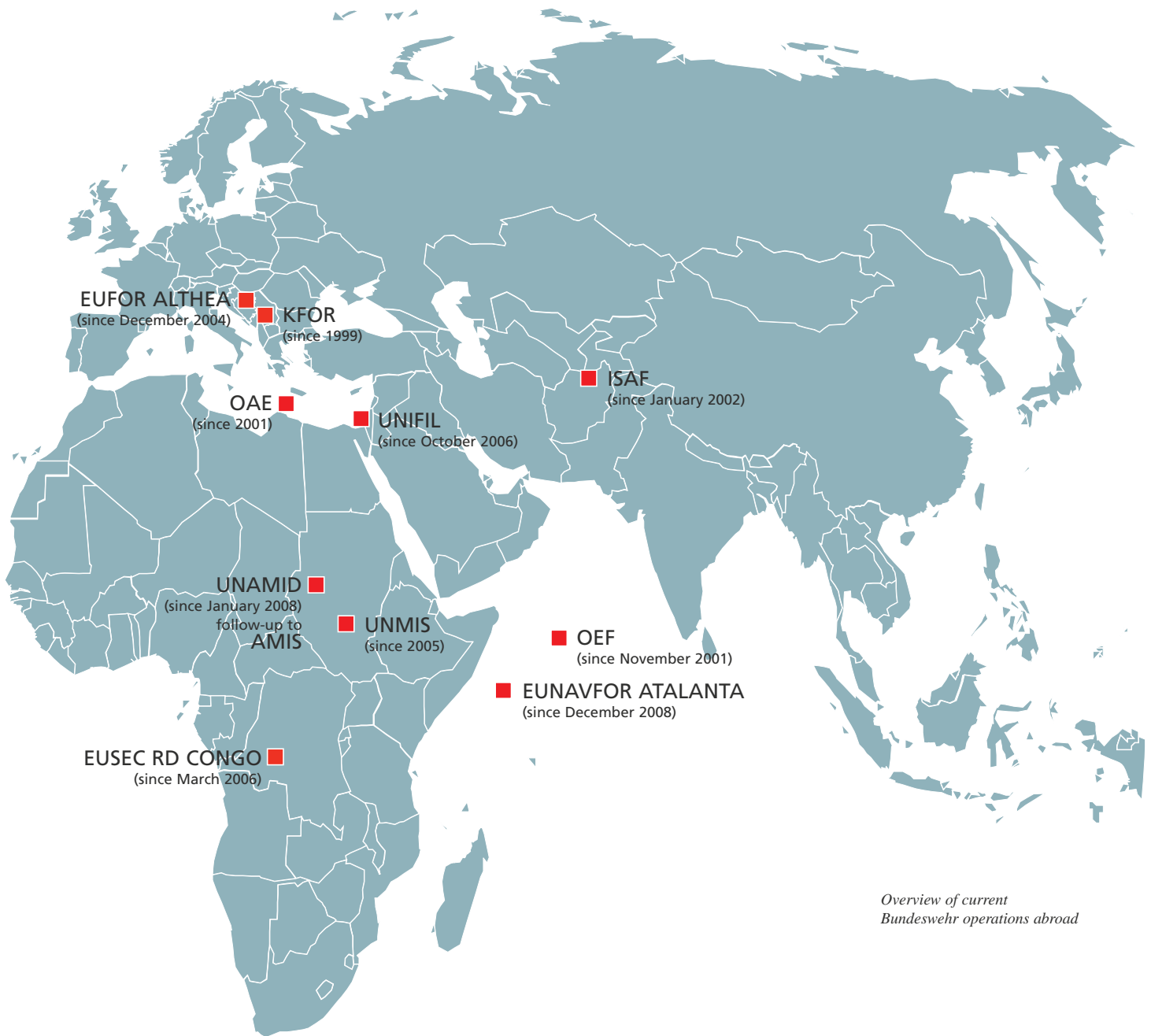
[1]



[2]

[1] Unarmed German (left) and Swedish (centre) UN observers during a reconnaissance patrol in Georgia. In the background is an armed Russian guard. (Bundeswehr)

[2] Theatre of operations: Georgia (Bundeswehr)



Overview of current Bundeswehr operations abroad



NATO Missions

ISAF
International Security Assistance Force, Afghanistan

KFOR
Kosovo Force, Kosovo



EU Missions

EUFOR ALTHEA
European Union Force, Bosnia and Herzegovina

EUNAVFOR ATALANTA
EU Operation to combat piracy off the coast of Somalia

EUSEC RD CONGO
European Union Security Sector Reform Mission in the Democratic Republic of the Congo



UN Missions

UNAMID
African Union United Nations Hybrid Operation in Darfur, Sudan, successor operation to African Union Mission in Sudan (AMIS)

UNIFIL
United Nations Interim Force in Lebanon

UNMIS
United Nations Mission in Sudan

Fight against International Terrorism

OAE
Operation Active Endeavour, Mediterranean Region (NATO operation under Article 5 of the North Atlantic Treaty)

OEF
Operation Enduring Freedom, based in Djibouti, Horn of Africa

CURRENT BUNDESWEHR OPERATIONS

6

*Overview of current
Bundeswehr operations
abroad*

- 6.1 Bosnia and Herzegovina
- 6.2 Kosovo
- 6.3 The Bundeswehr and the Fight against
International Terrorism
- 6.4 Afghanistan
- 6.5 Democratic Republic of the Congo
- 6.6 Lebanon
- 6.7 Bundeswehr Involvement
in the Fight against Piracy



*SFOR patrol leaves the camp
in Rajlovac, 20 June 1997
(IMZ By/Modes)*

BOSNIA AND HERZEGOVINA

6.1

*SFOR patrol leaves the camp
in Rajlovac, 20 June 1997
(IMZ Bw/Modes)*

6.1 CURRENT BUNDESWEHR OPERATIONS



[1]

[1] *International airlift to Sarajevo, 8 August 1994 (IMZ Bw/Modes)*



[2]

[2] *A German CIMIC team surveys damage in a suburb of Sarajevo, 1 December 1997 (IMZ Bw/Modes)*

Towards the end of the all-pervasive East-West conflict, the collapse of the multiethnic state of Yugoslavia led to a civil war between the various ethnic groups in Bosnia and Herzegovina. In 1992, the expulsion of ethnic minorities, the increasing escalation of violence, and massive violations of human rights prompted the international community to start intervening. This intervention included several military operations in the Western Balkans that were supported by the Bundeswehr.

In addition to providing humanitarian assistance as part of the Sarajevo airlift (July 1992 to March 1996), the Bundeswehr also participated in Operations Sharp Guard (July 1992 to June 1996) and Deny Flight (April 1993 to September 1996). Based on UN Security Council Resolutions 713 (1991), 757 (1992), 781 (1992) and 787 (1992), some 600 German military personnel were involved in these operations. During Operation Deny Flight, AWACS aircraft flew a total of 5,048 surveillance flights; as part of Operation Sharp Guard more than 74,000 ships were challenged, almost 6,000 ships were halted and inspected – some 260 of these by German units – and more than 1,400 ships were diverted. Maritime patrol aircraft flew approximately 700 reconnaissance sorties.

German troops also contributed to the UN's UNPROFOR (United Nations Protection Force) mission. In support of a rapid reaction force in former Yugoslavia, including support of a potential withdrawal of UN forces from Croatia, the Bundeswehr provided about 1,700 soldiers, one Franco-German field hospital, 14 Tornado reconnaissance aircraft and Transall transport aircraft between 8 August and 19 December 1995 on the basis of UN Security Council Resolution 998 (1995) and the decision taken by the German Bundestag on 30 June 1995. A total of 920 flights were conducted, 160 of them over Bosnia and Herzegovina. Almost 800 patients received inpatient treatment and about 3,000 received outpatient treatment at the field hospital.

The peace accord negotiated in Dayton and signed in Paris on 14 December 1995 (General Framework Agreement for Peace, GFAP, also known as the Dayton Agreement or Dayton Peace Accords) put an end to the war in former Yugoslavia. In mid-December 1995, UN Security Council Resolution 1031 (1995) authorized NATO to monitor implementation of the militarily-related provisions embodied in the GFAP (separation of former parties to the conflict, prevention of new hostilities, etc.) and, if necessary, to use armed force to enforce them. With this aim, NATO initially sent the Implementation Force (IFOR, 1995/96) to Bosnia and Herzegovina and deployed the Stabilisation Force (SFOR) from December 1996. The Federal Republic of Germany made a substantial contribution to these multinational military operations from the outset.

Starting in 1996 a total of some 63,500 Bundeswehr personnel were deployed to NATO-led peacekeeping operations in Bosnia and Herzegovina and Croatia. The German CIMIC (Civil-Military Cooperation) forces deployed between June 1997 and December 2004 initially focused on providing assistance to refugees and returnees. A total of 1,800 dwellings were repaired and 42 schools rebuilt or renovated. Since June 2004 German CIMIC personnel have been employed in Liaison and Observation Units to obtain a picture of the civilian situation.

6.1 CURRENT BUNDESWEHR OPERATIONS

On 2 December 2004 NATO successfully concluded its SFOR operation after about nine years and handed over responsibilities for the further stabilisation of Bosnia to the European Union. To this end, the EU launched the military ESDP operation EUFOR ALTHEA – the largest military EU land operation to date. When EUFOR succeeded SFOR, it initially retained the structure and strength of its predecessor mission.

The German Bundestag approved this deployment for the first time on 26 November 2004.

As part of the EUFOR ALTHEA operation, German servicemen and women are now primarily employed to perform monitoring and intelligence collection tasks in the country, to serve in the multinational headquarters of the EU and NATO, and to provide logistic and other support to the headquarters. Since December 2007 the German troops have been accommodated in multinational Camp Butmir or in residences called LOT (Liaison and Observation Team) houses in the towns of Sarajevo, Foca, Gorazde and Konjic amid the local population. The task of the four German LOTs is to assess the general situation by establishing a wide range of contacts with community representatives and by demonstrating presence and accessibility to the Bosnian people. The activities of the LOTs in their respective areas of responsibility are directed by five Regional Coordination Centres (RCC). By being present amongst the local population, the LOT servicemen and women provide clear proof of the international community's continuing military commitment. The Bosnian people regard them as guarantors of security and peace. In early 2009, the German Air Force assumed the task of tactical aeromedical evacuation (AirMedEvac) for EUFOR for the following six months.

Thanks to the progress made in Bosnia and Herzegovina over the past few years, and above all due to the stable security situation, the military presence of EU Operation ALTHEA could be reduced from approximately 6,500 troops in 2004 to some 2,200 at the beginning of 2008. In March 2009, the German contingent comprised a total of some 140 servicemen and women. Germany's and Europe's keen interest in continuing the peaceful and democratic development in the countries of the Western Balkans remains unchanged. Considerable progress has been made since 1995 in implementing the Dayton Agreement. The approved reform of the armed forces, which is already being implemented, consti-

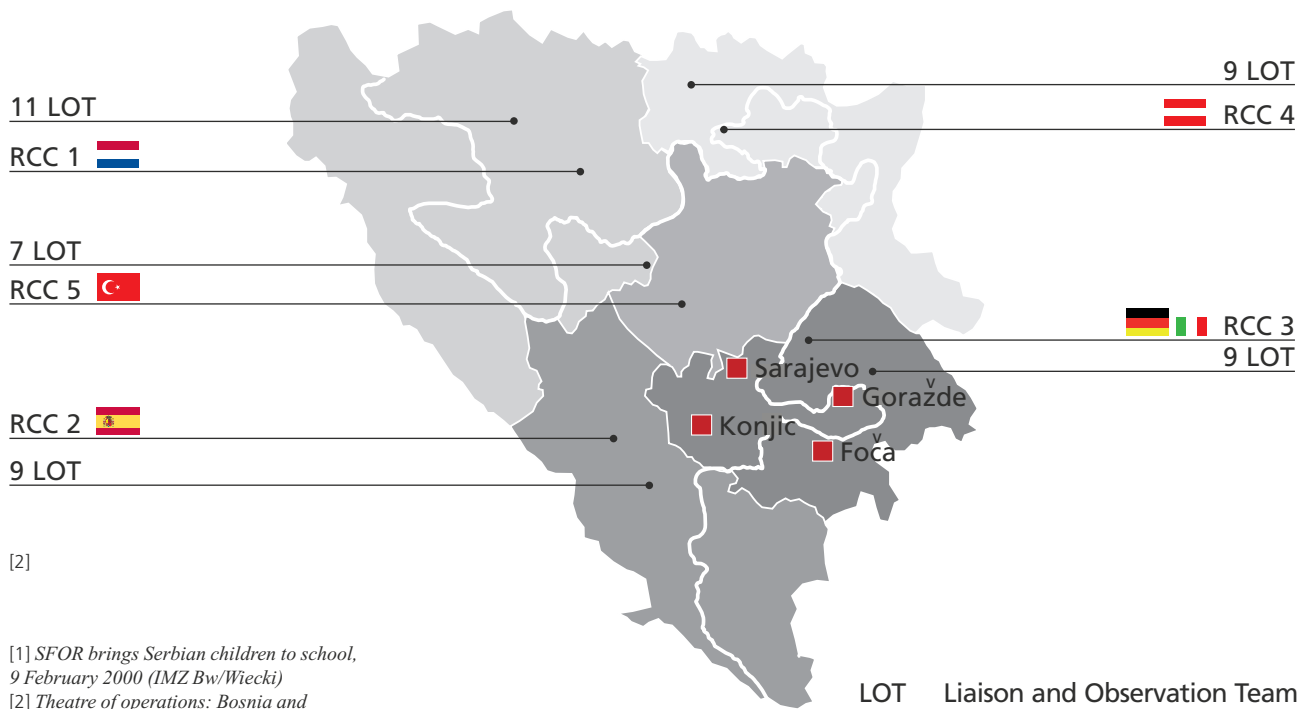
tutes a major cornerstone of this positive development.

The main task of the NATO headquarters in Sarajevo, which is co-located with the EU headquarters in Camp Butmir, is to support this reform. Germany has contributed a staff officer to this NATO headquarters, serving as an advisor in the Bosnian Ministry of Defence

Further reductions in this international military commitment will be subject to the actual political progress made in the country. Germany will stand by the commitments it has entered until the conclusion of EU operation ALTHEA.



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[1] SFOR brings Serbian children to school, 9 February 2000 (IMZ Bw/Wiecki)
 [2] Theatre of operations: Bosnia and Herzegovina (Bundeswehr)



Bundeswehr security post at the Holy Archangels Monastery near Prizren, 23 February 2005 (IMZ Bw/Mandt)

KOSOVO

6.2

Bundeswehr security post at the Holy Archangels Monastery near Prizren, 23 February 2005 (IMZ Bw/Mandt)

6.2 CURRENT BUNDESWEHR OPERATIONS

When the Kosovo conflict escalated in 1998, all the efforts of the international community were geared to finding a peaceful solution and preventing further violence by enforcing political and diplomatic measures and imposing economic sanctions.

These efforts are reflected in Resolutions 1160 (1998) and 1199 (1998) of the UN Security Council (1998) under Chapter VII of the UN Charter. The threat of NATO air strikes in October 1998 prompted the Milosevic regime to give in temporarily. The Organisation for Security and Cooperation in Europe (OSCE) established a verification mission, and NATO deployed an extraction force to Macedonia to ensure the safety and security of the OSCE observers. Germany participated in both of these missions.

In the autumn of 1998 the German Bundestag mandated the first of several missions in the wake of the Kosovo Crisis.

Following the failure of the negotiations held in Rambouillet and Paris in February/March of 1999 and systematic human rights abuses by Serbian military and security forces against Kosovar Albanians, the use of military force remained the only means to avert the humanitarian disaster that has already begun. NATO conducted air strikes against the Federal Republic of Yugoslavia for a total of 79 days as part of Operation ALLIED FORCE.

This was the first time that Germany contributed armed military forces to an Allied peacemaking operation. The Bundeswehr provided the Tornado aircraft that had previously been used in Bosnia and Herzegovina. The 14 aircraft deployed flew just under 500 sorties. These missions were accompanied by NATO humanitarian relief operations in support of refugees in Albania and Macedonia. The Bundeswehr deployed up to 3,100 troops for these operations.

With its Resolution 1244 (1999) of 10 June 1999, the UN Security Council paved the way for the deployment of civilian and military forces to implement peace in Kosovo.

This task has since been performed by the Kosovo Force (KFOR), the United Nations Interim Administration Mission in Kosovo (UNMIK), the OSCE and the EU. The main purpose of the mission assigned to KFOR (as of March 2009, some 15,000 troops from 33 nations) is to establish and maintain a secure environment. This includes, above all, protecting minorities and returning refugees and displaced persons, guaranteeing the freedom of movement, confiscating illegal weapons, and preventing cross-border crime.

Since the operation began in June 1999, CIMIC forces have also been deployed in Kosovo. As was the case in Bosnia and Herzegovina, the work of these forces has focused on shaping civil-military relations, participating in the planning and conduct of military operations, and providing civilian bodies and actors with information, advice and support. As accompanying measures, the CIMIC forces have rendered immediate support to the local population, implemented reconstruction programmes for schools and outpatient clinics, and launched further training courses in the agricultural sector.

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[1] *The Bundeswehr distributes food in the Neprosteno refugee camp near Tetovo, 7 April 1999 (IMZ Bw/Modes)*

[2] *A Tornado combat aircraft of the 1st Operational Wing shortly before taking off in Piacenza/Italy, 15 July 1998 (IMZ Bw/Noll)*

[3] *A Bundeswehr convoy drives through Skopje on its way to Kosovo, 13 June 1999 (IMZ Bw/Modes)*

[4] *Engineers from Gera take part in the reconstruction of Kosovo, April 17, 2000 (IMZ Bw/Modes)*

Since May 2006, the structure of KFOR has been composed of five Multinational Task Forces (MNTF). The KFOR Headquarters is located in Pristina. In May 2006, Germany initially assumed command of MNTF South, where – in accordance with the rotation schedule – it currently provides the deputy commander.

The 3,500 troops currently serving in this Task Force are from Germany, Bulgaria, Austria, Switzerland and Turkey.

The German contingent has an average strength of about 2,200 servicemen and women. This makes Germany one of the three largest force providers in Kosovo.

On 17 February 2008, the Republic of Kosovo declared its independence and was recognised by the Federal Republic of Germany on 20 February 2008. To date, more than 50 nations – including the majority of EU and NATO member states – have recognised the independence of the former Serbian province. Neither Serbia nor Russia has taken this step so far, both of them still refusing to accept Kosovo's independence. On 8 October 2008, the UN General Assembly decided, at the request of Serbia, to seek a non-binding advisory opinion from the International Court of Justice as to the legality of Kosovo's independence. The advisory opinion of the International Court of Justice is not expected to be available until 2010.

The declaration of independence charged the international community with new tasks that were essential to the creation of a multiethnic and democratic Kosovo based on the rule of law. The EU consequently decided to establish a civilian police and rule of law mission called EULEX. Germany has provided approximately 140 policemen and women, judges and prosecutors to this EU mission. As EULEX has grown, UNMIK has considerably reduced its presence and transferred key tasks to EULEX. EULEX Kosovo's mission is to support Kosovo's institutions, including judicial and law enforcement authorities, in their progress towards sustainability and accountability. It will also further develop and strengthen an independent and multiethnic justice system and a multiethnic police and customs service, ensuring that these institutions adhere to the rule of law. EULEX Kosovo is the largest civilian operation ever launched in the history of the European Union. It deploys some 1,900 personnel altogether, 1,500 of whom are police officers. The other EULEX personnel are judges, prosecutors, customs officials and administrative specialists. If necessary, an additional 300

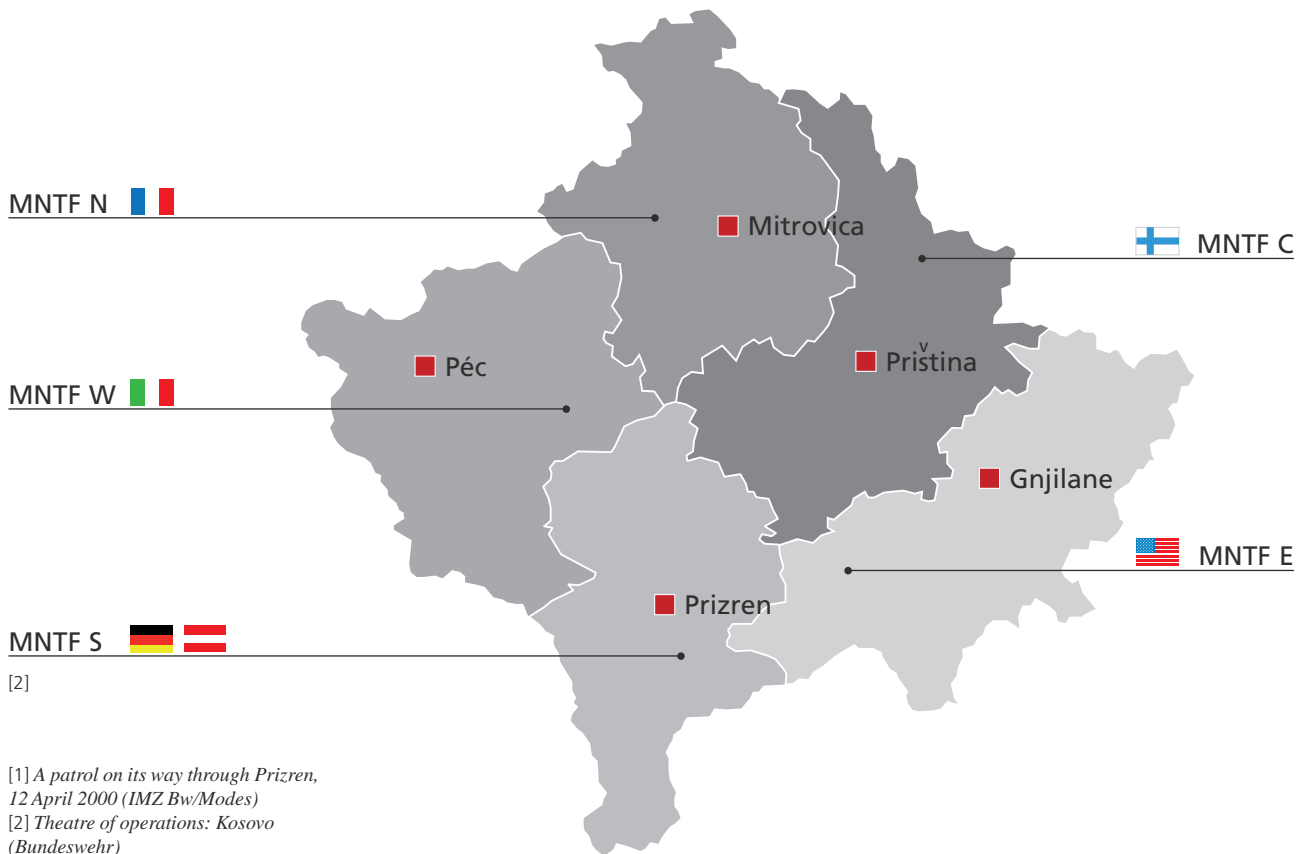
police officers can be deployed. The target structure also envisages posts for about 1,100 locally employed civilians within EULEX.

The EULEX mission was formally established in mid-February 2008. EULEX Kosovo was operational in early December 2008, at which point it had taken over most of the responsibility from UNMIK. Kosovo's independence also expanded KFOR's scope of tasks. KFOR is currently responsible for performing two additional tasks. First, it must supervise the smooth stand-down of the Kosovo Protection Corps (KPC). The KPC is an emergency services organisation to be dissolved in accordance with the Kosovar constitution, and also served as a haven for former Kosovo-Albanian freedom fighters. At the same time, KFOR must support and supervise the stand-up of the new military security forces in Kosovo. The Kosovo Security Force (KSF) could at some time in the future constitute the core of Kosovar armed forces and is a crucial element of NATO's exit strategy. It is therefore essential to exercise due care and caution in establishing the KSF.

Germany's Foreign Office provides financial aid to assist in the dissolution of the Kosovo Protection Corps. The Bundeswehr participates in the process of establishing the new Kosovo Security Force, which is also intended to assume responsibility for emergency response tasks, by contributing a total of 15 servicemen and women to provide advice and training, and by supplying 204 used and serviceable vehicles. Training for the first members of the Kosovo Security Force began on 2 February 2009. It will take an estimated two to five years for the Force to become fully operational. The joint efforts of KFOR, and previously UNMIK, as well as those of EULEX so far have resulted in a marked improvement in Kosovo's security situation. At this stage, however, stability in the country cannot be described as self-supporting. The presence of international forces is still necessary to maintain a secure and stable environment. It is therefore vital to continue the KFOR mission. German service members play a significant role in the stabilisation of the entire region.



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[1] A patrol on its way through Prizren, 12 April 2000 (IMZ Bw/Modes)

[2] Theatre of operations: Kosovo (Bundeswehr)



*A terrorist attack of unforeseen magnitude:
The second hijacked passenger plane
explodes inside the World Trade Center
in New York, 11 September 2001 (dpa)*

THE FIGHT AGAINST INTERNATIONAL TERRORISM

6.3

*A terrorist attack of unforeseen magnitude:
The second hijacked passenger plane
explodes inside the World Trade Center
in New York, 11 September 2001 (dpa)*

On 12 September 2001, just one day after the terrorist attacks in New York and Washington, the United Nations Security Council passed Resolution 1368 (2001), categorising these acts as an armed attack on the United States and a threat to international peace and security.

The resolution affirmed the need to take all steps necessary to combat future threats and emphasised the United States' right of individual and collective self-defence as specified in Article 51 of the UN Charter. On the same day, the North Atlantic Council agreed that the terrorist attacks were to be considered an attack against all the allies and came within the scope of the mutual defence clause set forth in Article 5 of the North Atlantic Treaty. On 2 October 2001, NATO invoked Article 5 for the first time in its history. On 19 September 2001, the German Bundestag confirmed Germany's commitments under Article 5 of the North Atlantic Treaty.

In its decision of 16 November 2001, the German Bundestag consented for the first time to armed German forces cooperating with the United States and the other countries within the anti-terrorist coalition in the military fight against international terrorism. Based on this decision, the Bundeswehr is participating in Operation Enduring Freedom (OEF) and Operation Active Endeavour (OAE). The objective of the long-term Operation Enduring Freedom is to neutralise terrorist command and control and training facilities, to fight and capture terrorists and bring them to trial, and to permanently prevent others from supporting terrorist activities.

Since 23 November 2001, an Airbus A310 configured for strategic aeromedical evacuation (STRATAIRMEDEVAC) has been kept on standby at Cologne-Bonn airport under Operation Enduring Freedom. The MEDEVAC Airbus is also used to support other operations.

Since early February 2002, the Bundeswehr has contributed a naval contingent to OEF at the Horn of Africa. Together with the ships and aircraft of the coalition partners, these units form a multinational task force. This task force operates in the sea areas of the Red Sea, the Gulf of Oman, the Gulf of Aden, Somali coastal waters and in the Arabian Sea to protect international shipping against terrorist attacks; it also participates in maritime surveillance operations intended to disrupt the supply of terrorist groups or their movement by

sea. Between May 2002 and April 2009, a German admiral aboard a German flagship, accompanied by his staff, served as multinational task force commander six times for a period of three to four months, respectively.

The German forces at the Horn of Africa are based in the East African port of Djibouti. An efficient liaison and support group has been established there to provide the German forces with logistic support, thus providing the basis for such an extensive and prolonged naval operation. The strength of the German naval contingent has been adapted in the course of the operation and currently comprises one frigate with an on-board helicopter component, the liaison and support group in Djibouti and one maritime patrol aircraft providing temporary support as well as a team liaising with US Command USNAVCENT in Manama/Bahrain. Germany is one of the few nations to have contributed continuously to the operation by deploying naval ships and aircraft since 2002.

Parallel to Operation Enduring Freedom, NATO is conducting Operation Active Endeavour in the Mediterranean on the basis of Article 5 of the North Atlantic Treaty. Initially only tasked with "demonstrating presence", Active Endeavour evolved into an operation that aimed at protecting allied merchant vessels against terrorist attacks. German vessels (frigates, oilers, supply ships and submarines) as well as maritime patrol aircraft have assumed a wide range of tasks during this operation, including escort tasks in the Strait of Gibraltar, maritime surveillance throughout the Mediterranean, searching suspect vessels, and providing security protection from the sea for the 2004 Athens Olympic Games. Operations in the Strait of Gibraltar were suspended on 29 May 2004.

The threats posed by international terrorism have not yet been eliminated. The comprehensive campaign against terrorism using political, diplomatic, development policy, policing, but also military instruments is still one of the major challenges facing the international community of states. Germany has not shirked its responsibility and the uninterrupted participation of the Bundeswehr in Operation Enduring Freedom and Operation Active Endeavour clearly demonstrates its commitment.

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- [1] Theatre of operations: OEF (Bundeswehr)
[2] OAE: Fast patrol boats police shipping traffic in the Strait of Gibraltar, 3 December 2003 (Bundeswehr)
[3] OEF: The FGS Mecklenburg-Vorpommern in Djibouti, 20 February 2003 (Bundeswehr)
[4] Submarine U 16 leaves the harbour in Eckernförde for an OAE deployment, 20 January 2004 (IMZ Bw/ Eisner)



A Bundeswehr foot patrol on the main road in Feyzabad, 8 June 2008 (IMZ Bw/Stollberg)

AFGHANISTAN

6.4

*A Bundeswehr foot patrol on the
main road in Feyzabad, 8 June 2008
(IMZ Bw/Stollberg)*



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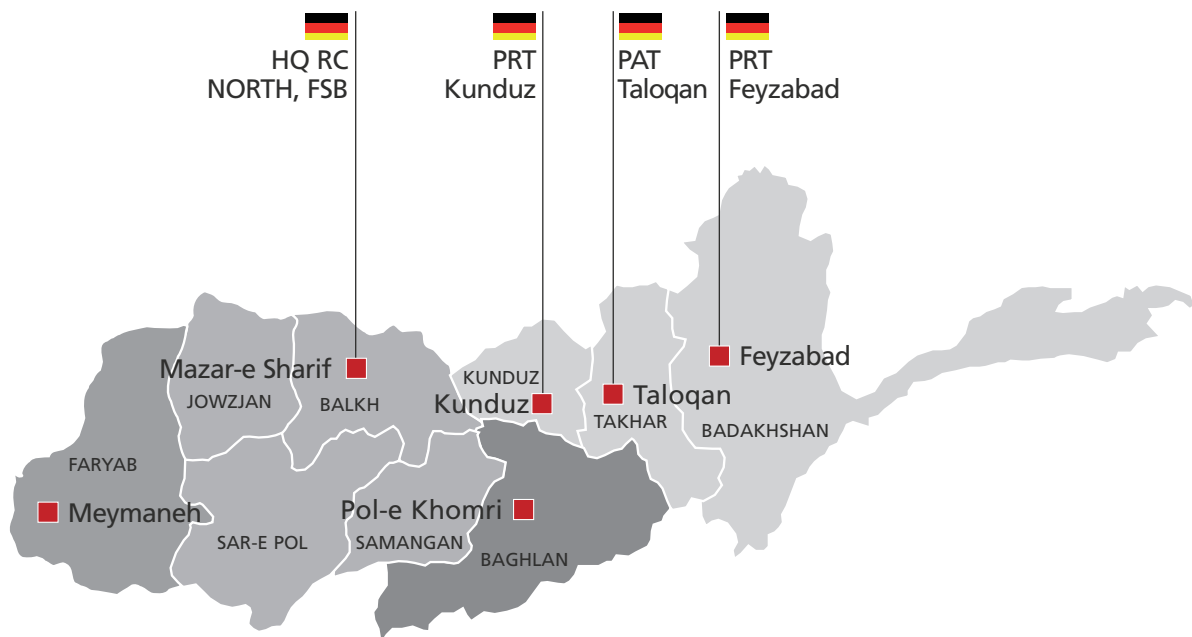
In Afghanistan the Bundeswehr is making an important contribution to the protection of the citizens of Germany.

Military intervention by the international community of states has succeeded in preventing the terrorist forces of Al Qaida and their supporters from accessing their previous areas of operation or retreat. The aim of the Federal Government and the international community is to ensure that this success lasts and to contribute towards creating a stable and functioning Afghan state. The main intent of the international community as well as the key to success is to strengthen Afghanistan's responsibility for itself.




This is the aim of the support that the Afghan government receives from the NATO Operation International Security Assistance Force (ISAF). ISAF was established to implement the measures agreed on as part of the Petersberg Accord on 5 December 2001 – also known as the Bonn Process – to foster the development of orderly and democratic conditions in Afghanistan. Following the signing of this Accord, the United Nations Security Council issued Resolution 1386 man-

dating an International Security Assistance Force for Afghanistan, thus implementing the request formulated in the Petersberg Accord. The German Bundestag mandated the deployment of the Bundeswehr in Afghanistan for the first time on 22 December 2001. The parliamentary and provincial council elections held on 18 September 2005 marked the conclusion of the democratisation process set out in the Petersberg Accord which, on 19 December 2005, led to the first freely elected Afghan parliament since 1973.

An important player in ISAF, Germany bears a share of the responsibility for the entire ISAF mission. The decisive point, though, is that in close coordination with its Allied partners, Germany has undertaken a significant political and military commitment for Northern Afghanistan. Germany's contribution to ISAF is intended to create the prerequisites for Afghanistan to be able to continue its reconstruction process with local forces. All partners within NATO have recognised that there can be no security without reconstruction and no reconstruction without security. This is why the use of military means remains necessary to secure this process.



FSB Forward Support Base
 PRT Provincial Reconstruction Team
 PAT Provincial Advisory Team
 HQ RCN Headquarters Regional Command North

 PRT Meymaneh
 PRT Mazar-e Sharif
 PRT Pol-e Khomri

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[1] A school being built with support from the Bundeswehr in Chuga near Kunduz, 10 December 2003 (IMZ Bw/Jeserich)

[2] German area of responsibility in northern Afghanistan

In future, too, Germany's operations in Afghanistan will concentrate on three fields of action:

1. Its commitment as a key partner nation in the northern region.
2. Close coordination of all military measures and the civilian reconstruction process.
3. The provision of training and support to the Afghan security forces.

The purpose of Germany's involvement in ISAF and its civilian commitment is to support Afghanistan's government bodies in their efforts to maintain security in such a way that both the

Afghan government and United Nations and international community staff can work in a safe environment during their efforts to rebuild the country. At the same time, close contacts are to be forged with the local population with a view to establishing a basis for trust so that the presence of ISAF troops is regarded as helpful. To achieve this, interministerial reconstruction teams (at least if they are operating under German responsibility) – referred to as Provincial Reconstruction Teams (PRT) – are set up and consist of a civilian and a military component. The PRTs are an example of the core element of German commitment in Afghanistan: the comprehensive approach philosophy.

6.4 CURRENT BUNDESWEHR OPERATIONS

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[1] Final escort for fallen German soldiers in Kunduz, 22 May 2007 (Bundeswehr)

[2] A Bundeswehr foot patrol on the main road in Fayzabad, 8 June 2008 (IMZ Bw/Stollberg)

[3] SA soldier on patrol in the mountains near Kabul, 13 May 2008 (IMZ Bw/Houben)

[4] A German EUPOL police officer working as a police instructor in Afghanistan, 4 June 2008 (IMZ Bw/Stollberg)

The basic idea behind this German approach is a PRT structure – comprising mutually complementary components – that is adapted to the specific features of the region, the social and societal structures, and the development of the security situation in the Northeast region of Afghanistan. This basic idea produces effective cooperation between troops and the employees of four federal ministries, i.e. the Federal Ministry of Defence, the Foreign Office, the Federal Ministry of the Interior and the Federal Ministry for Economic Cooperation and Development. The comprehensive approach provides maximum flexibility for the PRTs to operate as the situation demands.

Involvement of the local population from the outset and to the fullest possible extent strengthens its sense of responsibility and its will to cooperate. The aim is to put an “Afghan ownership” on all efforts inside the country. This means not only involving Afghan security forces in operations or enabling them to conduct such operations independently. Most importantly, it also means constantly pointing out to the local population the progress that Afghan government agencies are making with the reconstruction process.

Under the leadership of ISAF, the PRTs support countless reconstruction projects; they act as mediators between parties to a conflict, help to disarm Afghan militia and support the establishment of a national police force and the Afghan National Army. By doing so, and by establishing contact with the authorities and the respective local population, they make a general contribution towards improving the security environment.

The German PRTs in Kunduz and Feyzabad are headed by a military commander and a civilian leader from the area of responsibility of the Federal Foreign Office, both of whom have the same status and share responsibility on an equal footing. The Bundeswehr also maintains an outpost in Taloqan where a Provincial Advisory Team (PAT) is stationed.

The living conditions of the Afghan population have improved considerably, and progress has been made in rebuilding the country and its institutions:

> The Afghan people adopted a constitution on 4 January 2004. On this basis, the President as well as the government and parliament are democratically legitimated at both national and regional level.

- > To date some 3,500 new schools have been built and 30,000 new teachers have received basic and further training. The number of children attending school has increased fivefold to a present total of about 6.5 million, approximately a third of them girls. Today, over 50,000 young people – a quarter of whom are female – are studying at the country's 19 universities. This enhances their personal opportunities as well as playing an important part in speeding up the reconstruction process. At the same time, education dramatically reduces the susceptibility of youngsters to Islamic propaganda.
- > Some 1,800 kilometres of the 2,300 km-long road that circles the entire country have now been repaired, and roughly 25 percent of the 34,000 kilometres of country roads have been rebuilt. This gives people access to the markets, which is crucial to economic revival.
- > A total of 7.7 million explosive devices have been removed from an area covering around 1,000 square kilometres in which there are 3,000 villages; this is about two thirds of the area suspected of being mined. As a result, people in this area can again access their land safely and earn their living as before growing crops and breeding cattle.
- > Over 5 million refugees have now returned to their home country and – thanks to the substantial assistance received from the international community – have not regretted this decision. This has made it possible to build 170,000 houses and install some 10,000 water points. Around 5,000 homeless families have been able to settle on land allocated them by the government.
- > Throughout the country, about 85% of the population now have access to basic health care.
- > The Afghan Security Forces have meanwhile assumed responsibility for part of Kabul City, and there are plans to place Kabul Province under their responsibility as well.

These successes are still overshadowed by serious deficits in the rebuilding of government and societal structures in Afghanistan. Added to which the security situation in the country remains tense, which hampers developments in all areas. In 2008, there was an increase in the number of actual and attempted attacks, mostly in the south and east but also in the west and north of Afghanistan. The Bundeswehr, too, has had its share of dead and wounded personnel.

Afghanistan is divided into five ISAF areas of responsibility. By assuming responsibility in the Regional Command North, which has its headquarters and logistic base in Mazar-e Sharif, Germany is stabilising a key area of the northern region.

The Bundeswehr is the backbone of ISAF in this region, which is immensely important for the country's pacification. Germany thus bears the responsibility for 25 percent of Afghanistan's national territory, an area almost half the size of Germany. Approximately 30 percent of the Afghan population live here.

The core element of the Bundeswehr's efforts with a view to achieving self-sustaining stability remains the training of the Afghan Security Forces. Security in Afghanistan requires an Afghan face. This creates trust on the part of the population in the effectiveness of the government and permits the gradual reduction of military commitment. Since the beginning of 2009, Germany has provided seven Operational Mentoring and Liaison Teams (OMLT) which can train up to 7,500 Afghan soldiers. The Bundeswehr has lead responsibility in helping the Afghan Army to set up a logistics school and by 2012 will probably have invested 8.5 million euros in this project. It is currently also looking into options for supporting the Afghan armed forces in building an engineering school in Mazar-e Sharif and a defence academy in Kabul. The Bundeswehr is furthermore abiding by its commitment to train police with the provision of 45 military police.

With its deployment in Northern Afghanistan, where it is also providing the Quick Reaction Force (QRF), and its contributions to the overall mission in Afghanistan, the Bundeswehr is shouldering a heavy burden in the international context. It currently contributes the third largest ISAF contingent of some 4,300 servicemen and women, its mandated ceiling

being 4,500. Germany has been providing reconstruction aid on a large scale to Afghanistan since 2002. As of late, this aid has been intensified considerably.

In 2006 reconstruction aid totalled 80 million euros, whereas the sum budgeted for this in 2009 is 170.7 million euros. The Bundeswehr has carried out numerous reconstruction measures. So far, well over 800 projects have been successfully completed in the fields of infrastructure, training and health care, in which about 5.1 million euros have been invested.

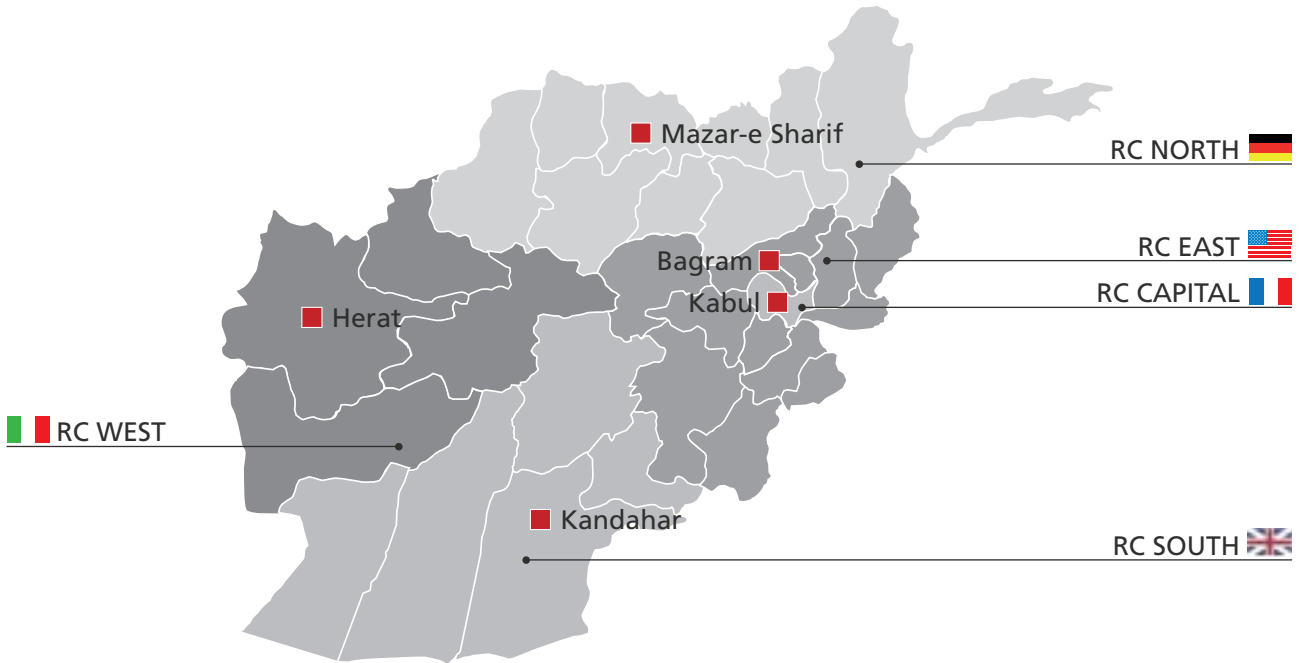
On top of this, almost 10 million euros (FMoD: 5.07 million euros) have been used since 2006 for the Provincial Development Funds (PDF). Up to the end of 2008 this sum funded the completion of over 350 small projects in the fields of water supply, agriculture, infrastructure and training in the three provinces Kunduz, Takhar and Badakhshan.

The Bundeswehr is also having an impact on economic development in Northern Afghanistan as an employer and contractor. Besides the approximately 850 jobs the German ISAF contingent provides for Afghan civilians, military infrastructure projects should above all be mentioned in this connection: building a new runway at the airport in Mazar-e Sharif, in which NATO is investing up to 31 million euros (with Germany contributing around 20 percent), building and maintenance of camps, roads and bridges in Mazar-e Sharif, Kunduz, Taloqan and Feyzabad, and establishing infrastructure for the Afghan National Army (ANA) and the Afghan National Police (ANP).

For the second time since 2004 and 2005, democratic Afghan presidential and parliamentary elections will be held in 2009 and 2010, respectively. The international community will help the Afghans to ensure that these elections can be conducted successfully. The Bundeswehr, too, is involved in the preparations. Voter registration, which is necessary for the elections to be held and the presidential election have been completed. The success of these processes, which went off smoothly on the whole, is undoubtedly the result of the good preparation and support provided partly by Bundeswehr servicemen and women.



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[1] *Installing water mains in Dahana Ghori in northern Afghanistan, 7 October 2007 (IMZ Bw)*
 [2] *Regional command areas in Afghanistan (Bundeswehr)*

RC Regional Command



[1]

In Afghanistan, development and security are closely linked to the effects of the narcotics industry. Over 90 percent of the opium sold on the world market per year comes from Afghanistan. The profits are used to finance the opposing militants, the underground activities of the Taliban, and the purchase of weapons. If security and development are to be achieved in Afghanistan, the insurgents must be deprived of their economic base. Incentives to use profitable alternatives have led to a reduction in opium farming areas in recent years. However, the real profits are made after harvesting from the processing and sale of the narcotics. The fight against drugs inside the country is the responsibility of the Afghan government. Here again, an “Afghan ownership” is needed not only to achieve effectiveness and lasting success but also to build the country’s trust in its own government. However, since the Afghans do not yet have the means to combat the problem on their own without international support, the assistance of the international community is still needed.

Afghanistan’s security is directly linked to its relations with the countries in the region and to the situation in the neighbouring countries. It is the neighbouring country of Pakistan

that has the greatest influence on the situation in Afghanistan. The border between the two countries is almost 2,500 kilometres long. Large sections of this border are open; the mountainous terrain often makes it impossible to distinguish the course of the border which is correspondingly difficult to control. A lasting improvement of the situation in Afghanistan can only be achieved by preventing the further importation of instability and terror. This task can only be accomplished in collaboration with the neighbouring countries.

Lasting peace and self-supporting stability require, above all, time. Progress is mostly only possible in small but noticeable steps, each building upon the previous one. With our inter-ministerial, comprehensive approach, which is particularly evident on operations and in the measurable achievements of the Provincial Reconstruction Teams, we have taken the right path towards achieving more security and stability in Afghanistan.



[2]

[1] *Federal Chancellor Angela Merkel visits Bundeswehr personnel in Afghanistan, 6 April 2009 (IMZ Bw/Beck)*

[2] *A school is provided with new equipment with support from the Bundeswehr (Bundeswehr)*



*Logo of the EU operation
in the Congo (Bundeweher)*

DEMOCRATIC REPUBLIC OF THE CONGO 6.5

*Logo of the EU operation
in the Congo (Bundeswehr)*

The EUSEC RD Congo mission (European Union Security Sector Reform Mission in the Democratic Republic of the Congo) was established at the request of the Congolese interim government in 2005 and has since then supported the reform of the Congolese Army and the stand-up of integrated multiethnic brigades.

Alongside EUPOL RD Congo (European Union Police Mission in the Democratic Republic of the Congo), which is responsible for the reform of the Congolese police and judicial system, this mission is performed in close cooperation with the UN mission MONUC (Mission of the United Nations Organisation in the Democratic Republic of the Congo) and CIAT¹ (International Committee Accompanying the Transition). In addition to its original advisory role at the level of the command echelons and the integrated brigades of the Congolese armed forces, EUSEC supports the individual services by providing additional experts.

Since December 2005, EUSEC also has also encompassed a subproject concerning the regulation of payments for the integrated brigades. This is currently the mission's main activity.

At present, EUSEC is supported by two Bundeswehr staff officers who provide advice on the reform of the army and are involved in the process of setting up the personnel department. The Bundeswehr team also includes an NCO who acts as a deputy advisor in setting up the army brigade stationed in Kinshasa.

No Bundestag mandate is needed for participation in this civilian mission under the European Security and Defence Policy.

¹CIAT is made up of representatives from the five permanent member states of the UN Security Council, South Africa, Angola and Belgium.



*MTF UNIFIL transfer of command
from Germany to Italy on board the
FGS Bayern off the coast of Lebanon
(FGS Hessen in the background),
29 February 2008 (IMZ Bw/Rott)*

LEBANON

6.6

*MTF UNIFIL transfer of command
from Germany to Italy on board the
FGS Bayern off the coast of Lebanon
(FGS Hessen in the background),
29 February 2008 (IMZ Bw/Rott)*

In Resolution 1701 (2006) adopted on 11 August 2006, the United Nations Security Council determined that the situation in Lebanon following the July War between Israel and Hezbollah constituted a threat to international peace and security and called for a full cessation of hostilities by the parties to the conflict.

In the same resolution, the Security Council extended the mandate for UNIFIL (United Nations Interim Force in Lebanon), which was launched in 1978, and approved the increase in the UNIFIL force strength to up to 15,000. In addition, the UNIFIL mission was significantly extended and supplemented beyond the previous mandate in accordance with UN Security Council Resolutions 425 and 426 (1978), enabling UNIFIL to support the Lebanese government in exercising its authority throughout its territory and to play an effective part in meeting the objectives of the resolution.

Ashore, the UNIFIL mission area encompasses the region south of the Litani river, west of the border with Syria, and north of the Blue Line, which is the ceasefire line approved by the UN in 1978. At sea it encompasses a region off the Lebanese coast consisting of the Lebanese territorial waters and an area measuring up to about 45 sea miles west of the Lebanese coast. It also includes the airspace over both regions.

Based on the decision taken by the Federal Government on 13 September 2006, the German Bundestag mandated deployment of the Bundeswehr in the context of UNIFIL for the first time on 20 September 2006.

The UNIFIL Maritime Task Force (MTF), to which the German contingent is deployed off the Lebanese coast, supports the Lebanese government in securing its maritime borders. Its extensive task spectrum mainly comprises command and control of the maritime operation, reconnaissance and surveillance of the sea within the area of maritime operations specified by the UN, securing the Lebanese border from the sea, monitoring maritime traffic – which includes inspecting cargo and persons aboard vessels in compliance with the rules of engagement laid down by the UN – as well as rerouting vessels that give cause for suspicion and maritime interdiction operations.

Under UN Security Council Resolution 1701 and its successors, Germany also renders major training assistance and technical equipment aid on a bilateral basis for the Lebanese Navy. Training support activities were carried out both in Germany and in Lebanon. German support is aimed at gradually enabling the Lebanese Navy to conduct coastal defence independently, thus decisively strengthening Lebanon's ability to exercise full sovereignty over its territory.

From October 2006 to the end of February 2008, the Maritime Task Force (MTF) – originally comprising 13 international vessels – was under German command responsibility. On 1 March 2008, EUROMARFOR (European Maritime Force), which was initially led by Italy and subsequently by France, took over command of the Maritime Task Force. Since 1 March 2009, it has been under Belgium's command. Despite having transferred command at the beginning of 2008, Germany continues to make substantial maritime contributions to UNIFIL MTF and will continue its efforts in providing training support for the Lebanese Navy.



[1]



[2]

[1] Training Lebanese navy personnel on board the FGS Elbe, 13 December 2008 (Bundeswehr)
 [2] Theatre of operations: MTF UNIFIL (Bundeswehr)



*EU NAVFOR ATALANTA emblem
on the FGS Rheinland-Pfalz
(Bundeswehr)*

THE FIGHT AGAINST PIRACY

6.7

*EU NAVFOR ATALANTA emblem
on the FGS Rheinland-Pfalz
(Bundeswehr)*

6.7 CURRENT BUNDESWEHR OPERATIONS

During 2008, there was a drastic increase in the number of pirate attacks in the sea area off the coast of Somalia. A total of 251 ships were attacked and hundreds of seamen were taken hostage. The nature of the attacks also changed: The pirates made greater use of heavy automatic weapons and rocket-propelled grenades, as well as expanding their operational area from coastal waters to the open sea.

On 10 December 2008, the federal government decided to participate in the operation EU NAVFOR (NAVAL FORCE) ATALANTA, which is being conducted by the European Union as part of its European Security and Defence Policy. The German Bundestag approved this operation on 19 December 2008.

The aim of Operation EU NAVFOR ATALANTA is to deter and repress acts of piracy off the Somali coast. Firstly, humanitarian aid destined for the distressed Somali population is to be protected against pirate attacks. The operation's second objective is to protect civilian shipping transiting the trade routes in the area, to repress hostage-taking and ransom extortion, and to enforce international law.

There are approximately 1.1 million internally displaced persons living in Somalia. According to United Nations figures, a further 3.25 million people, i.e. well over a third of the population, depend on humanitarian aid. This makes the country one of the world's largest humanitarian crisis areas. Due to the difficult security situation, many relief organisations have recently had to severely limit their activities in Somalia or abandon them altogether. 90% of humanitarian aid extended through World Food Programme deliveries arrives by sea. The protection afforded by Operation EU NAVFOR ATALANTA is therefore crucial to the delivery of food aid to the Somali population.

Moreover, the most important trade route between Europe, the Arabian peninsula and Asia passes through the sea area off Somalia and, above all, the Gulf of Aden. As an export nation, Germany has a particularly strong interest in safe trade routes; at the same time it is largely dependent on the import of raw materials, a large proportion of which reach our country by sea.

With Operation EU NAVFOR ATALANTA, the European Union aims to protect ships carrying aid under the auspices of the World Food Programme as well as general maritime traffic at the Horn of Africa and in the sea area up to 500 sea miles off the Somali coast, warning off pirates in this area and thus curbing piracy. On the basis of the Bundestag mandate, the German Navy has been participating in the operation since 19 December 2008 with a frigate that has an on-board helicopter component. In addition, forces are deployed in the fields of security, logistics and medical services, in addition to military police and liaison personnel. To be on the safe side, the mandate covers up to 1,400 soldiers. This ensures that other German naval units operating in this sea area can also be temporarily deployed if the situation so requires.

As part of the efforts to protect against attacks, detention with the aim of criminal prosecution is also possible. Criminal prosecution is the national responsibility of the state which takes alleged pirates into custody. If the state does not wish to prosecute, alleged pirates can be handed over to third countries, subject to the observation of legal standards. As far as Germany is concerned, prosecution is generally only envisaged if serious legal interests of sufficient relevance to Germany are at stake. There have been several cases where German frigates have successfully repelled attacks against merchant ships and have taken the alleged pirates into custody. The alleged pirates were subsequently handed over to Kenya for prosecution on the basis of a handover agreement concluded by the EU.

On 18 June 2009, the German Bundestag decided by a substantial majority to expand the operational area to the Seychelles. This enables EU NAVFOR ATALANTA to combat pirates who are operating at an ever-increasing distance outside coastal waters.

Operation EU NAVFOR ATALANTA contributes to better enforcement of law and order. At the same time, it contributes to improving the humanitarian situation in Somalia and in protecting maritime trade. This operation and playing an active role in it is therefore in Germany's interests.

[1]



[2]

[1] *Arrested pirates being escorted to the FGS Rheinland-Pfalz, 3 March 2009 (IMZ Bw)*
[2] *ATALANTA theatre of operations (Bundeswehr)*



*A conversation with refugees
inside the Jebel Aulia refugee camp,
3 April 2006 (IMZ Bw/Rott)*

CURRENT BUNDESWEHR OBSERVER MISSIONS

7

*A conversation with refugees
inside the Jebel Aulia refugee camp,
3 April 2006 (IMZ Bw/Rott)*

7.1 Sudan: UNMIS

7.2 Sudan: AMIS/UNAMID

7.1 Sudan: UNMIS

Africa's largest country, Sudan, has been torn by a series of long regional civil wars which have a mainly ethnic, religious and economic background. The war in Southern Sudan began in the 1980s as a conflict between the predominantly Muslim/Arab north and the multireligious Christian south and escalated even further due to the dispute over the exploitation of extensive oil resources.

With Resolution 1590 (2005) of 24 March 2005, the Security Council of the United Nations decided to deploy the United Nations Mission in Sudan (UNMIS). This mission is part of a comprehensive UN commitment to Sudan and aims at monitoring the implementation of the Peace Agreement concluded in Nairobi on 9 January 2005 between the government in Khartoum and the southern Sudan People's Liberation Army/Movement (SPLA/M²). The agreement ended decades of bloody civil war that claimed almost two million lives and resulted in some four million internally displaced persons. Up to 10,000 soldiers are deployed to UNMIS. An additional civilian component is deployed to establish democratic and rule-of-law structures. In 2005 the United Nations submitted formal requests for participation to the Federal Government. The German Bundestag agreed to the deployment of up to 75 servicemen and women for the first time on 22 April 2005.

The UNMIS mission defined in the relevant UN Security Council resolutions consists of monitoring the implementation of the Nairobi Peace Agreement in cooperation with the former conflict parties and supporting the disarmament, demobilisation and reintegration programme for former combatants as well as UN programmes in the region. The aim is to support the former conflict parties in humanitarian mine clearance projects and in setting up the civilian police force. It is also intended for UNMIS to maintain close contact with the joint mission of the African Union (AU) and the UN in Sudan/Darfur and to come to an agreement regarding the intensification of efforts to promote peace in Darfur.



[1]

In accordance with Chapter VII of the United Nations Charter, UNMIS is also authorised to take the necessary action to protect UN personnel, facilities and equipment and to ensure the freedom of movement of United Nations personnel, humanitarian aid organisations and the personnel of the Joint Monitoring Commissions, which are composed of the former conflict parties and UN personnel. UNMIS is also authorised – without prejudice to the responsibility of the government of the Sudan – to protect civilians under imminent threat. In addition, UNMIS is authorised to support former warring factions in promoting law and order and maintaining human rights.

Germany's contribution to UNMIS is the largest single national contribution made to the military observer component and one of the largest made by the European nations to the overall mission. According to the March 2009 figures, a total of 35 German soldiers are currently deployed to UNMIS.

²The Sudanese People's Liberation Army/Movement



[2]

[1] *UN observers of the UNMIS mission during a briefing in Camp Rumbek in southern Sudan, 5 April 2006 (IMZ Bw/Rott)*

[2] *German UN observer together with children at the Jebel Aulia refugee camp, 3 April 2006 (IMZ Bw/ Rott)*

7.2 Sudan: AMIS/UNAMID



[1]

Another trouble spot is the Darfur region in Eastern Sudan. The dispute about political power and economic factors between the African population of Darfur and, primarily, the Arab mounted militia Janjaweed, which is supported by the Sudanese government, amounts to ethnic cleansing and has thus far cost more than 250,000 human lives and led to the expulsion of almost 3 million people. In addition to this conflict within Sudan, the conflict in Chad also spills over time and again into Darfur. The AMIS mission (African Union Mission in Sudan) was decided on by the African Union on 28 May 2004 to monitor compliance in Darfur with the N'Djamena (Chad) Ceasefire Agreement between the Sudanese government in Khartoum and the rebel groups known as the Sudan Liberation Army (SLA/M³) and the Justice and Equality Movement (JEM⁴).

AMIS was supported by the EU (from July 2005) and NATO (from June 2005) in the fields of strategic airlift, training support, planning advice and equipment.

NATO focused on providing support for the strategic deployment of African AMIS contingents and for developing the leadership capability of the AU ("Capacity Building").

The EU focused its support on the police sector (training and advice) and the military sector (airlift, logistics staff components, equipment aid, planning advice, military observers, air observation). This support predominantly encompassed troop deployments/rotations using airlift capacities provided nationally or hired. Further services were intended to strengthen the ability of the AU to assume responsibility. The EU also provided the AMIS headquarters with 28 officers for logistic support and 16 military observers.

On 3 December 2004, on the basis of Resolutions 1556 (2004) and 1564 (2004) of the United Nations Security Council of 30 July 2004 and 18 September 2004, the German Bundestag mandated Bundeswehr support of AMIS.

Germany's main contribution to AMIS was the regular support provided from December 2004 onwards during rotation of the African contingents. This support was provided either by deploying Bundeswehr aircraft or by hiring civilian airlift capacity.

[1] African Union troops (AMIS) disembarking from a German Airbus in N'Djamena to transfer to another flight, 20 November 2004 (IMZ Bw/Treybig)

³Sudan Liberation Army/Movement

⁴Justice and Equality Movement



About half of all contingent rotations were carried out in cooperation with France. This involved the use of the French N'Djamena base in Chad, the joint deployment of German and French aircraft, or joint financing of the contingent rotation. Germany has been involved either directly or indirectly in a total of eight contingent rotations.

Despite the support provided by the international community, the AMIS mission's roughly 8,500 troops and police ultimately failed to improve the humanitarian and security situation in the long term. After a prolonged diplomatic tug of war, the United Nations and the African Union therefore gained the Sudanese government's approval for deployment of the UNAMID peace mission, an AU/UN hybrid mission.

The African Union/United Nations Hybrid Operation in Darfur (UNAMID) has been operating in Darfur since

1 January 2008 as the successor to the AMIS mission. Since AMIS had failed to achieve the agreed goals, in the summer of 2007 the Sudanese government approved the stationing of an AU/UN hybrid mission involving up to 19,500 troops as well as a police component and a civilian component. The basis under international law is Resolution 1769 of the United Security Council of 31 July 2007. The main task of UNAMID is to continue supporting the immediate and effective implementation of the Darfur Peace Agreement and the results of the peace negotiations held by the special envoys of the United Nations and the African Union. UNAMID is tasked with ensuring its own protection as well as that of the civilian population against armed attacks. For this purpose, the mission is equipped with a robust mandate in accordance with Chapter VII of the UN Charter.

The German Bundestag mandate for UNAMID was adopted on 15 November 2007 and it provides for the contribution of up to 250 German troops in the following areas:

- > strategic airlift,
- > individual personnel to be deployed to the staffs and headquarters set up for UNAMID,
- > specialists to assume liaison, advisory and support tasks,
- > technical equipment aid and training assistance for troop-contributing nations, and
- > self-protection and emergency assistance.

Germany deploys specialists to the staff of the UNAMID headquarters in El Fasher (May 2009 numbers: three German soldiers) and will continue to provide airlift support for personnel rotations of the contingents of UNAMID troop contributors.



Flag on the roof of the German Bundestag in Berlin, 15 July 2003 (IMZ Bw/Stollberg)

NATIONAL CRISIS PREVENTION/ CRISIS SUPPORT TEAMS

8

*Flag on the roof of the German
Bundestag in Berlin, 15 July 2003
(IMZ Bw/Stollberg)*

Germany is aware of its responsibility regarding the protection of its citizens abroad and has the capability to evacuate them from an unsafe environment or a crisis region.

The Bundeswehr keeps specialized forces available to carry out rescue and evacuation measures.

As part of the crisis prevention for diplomatic representations and preventive measures to protect German citizens abroad, the Federal Foreign Office (FFO) and the Federal Ministry of Defence (FMoD) established an interministerial agreement on the "Deployment of crisis support teams (CSTs) to German diplomatic representations" in 2000, followed by an interdepartmental agreement on the implementation of a crisis prevention and information system.

The aim of deploying CSTs is to prepare the best possible protection for German citizens abroad in crisis situations. This is achieved primarily by giving the respective embassy appropriate advice, gathering relevant information in regions likely to be affected by crises, as well as preventive planning and the preparation of evacuations in acute crises. To this end, the expertise of the FFO and the FMoD is utilized to the fullest possible extent and concentrated within the CSTs, which are then, as a precaution, deployed to countries where a crisis seems possible, imminent or has already occurred.

CSTs are deployed to German diplomatic representations as part of annual planning for crisis prevention or at the request of the FFO whenever a crisis is developing or becomes acute. The duration of such a mission depends on the situation, but is usually limited to a few days. The deployment of CSTs does not constitute an operation of German Armed Forces abroad; rather, it is the deployment of representatives from different ministries accredited with diplomatic status tasked with advising the respective diplomatic mission. It is therefore not necessary to obtain parliamentary consent. The members of a CST are assigned to the respective ambassador on the ground.

CSTs consist of a small number of soldiers and members of the FFO, as the situation demands, who advise the heads of the German diplomatic representations and their employees on the ground. In crisis situations and if necessary, the teams provide active support in evacuating German citizens, but possibly also EU citizens and citizens of other nations who may require assistance or have asked the German embassy for assistance. The team constantly assesses the situation, remains in contact with partner nations, continuously develops and reviews possible courses of action and provides or coordinates medical assistance.

Since the deployment of CSTs to support German diplomatic missions first started in 2002, more than 50 missions have been launched in almost 90 different countries. During this time, evacuations were actually carried out in Bolivia, the Ivory Coast and, most recently, Lebanon.

With the introduction of the CST system and the implementation of a database for crisis prevention, both the FMoD and the FFO now have at their disposal an instrument for crisis prevention and crisis management that allows both ministries to react quickly and unbureaucratically to emerging crises around the globe. The deployment of these teams has proven an interministerial success.



[1]

[1] *Forces of the Special Operations Division are ready to carry out rescue, evacuation and protective operations, 31 January 2006 (PIZ Heer/Bannert)*



*Recognition for service rendered:
the Bundeswehr Foreign Duty Medal
(Bundeswehr)*

DECORATIONS FOR DEPLOYMENTS ABROAD

9

*Recognition for service rendered:
the Bundeswehr Foreign Duty Medal
(Bundeswehr)*

- 9.1 Bundeswehr Foreign Duty Medal
- 9.2 Bundeswehr Cross of Honour for Valour

German Minister of Defence Volker R  he awarded the first Bundeswehr Foreign Duty Medals during a ceremony in Bonn on 26 June 1996. He presented the decoration, which he had introduced in April 1996, to 26 servicemen and women, reservists and civilian employees for their service during the Balkans mission in Bosnia and Herzegovina (IFOR). They were the first recipients of an award that made the transition of the armed forces from a training army to an operational army visible to the outside world. Besides the Foreign Duty Medal, the Bundeswehr Cross of Honour for Valour, introduced in 2008 by Federal Defence Minister Dr. Franz Josef Jung, is the second military decoration intended especially for Bundeswehr personnel on foreign deployments.

9.1 Bundeswehr Foreign Duty Medal

The Bundeswehr Foreign Duty Medal is awarded for participation in humanitarian, peacekeeping and peacemaking missions in foreign countries. The medal is made of bronze, silver or gold-coloured metal and shows the eagle emblem of the Federal Republic surrounded by a laurel wreath on the front. The ribbon is in the national colours black, red and gold and attached to it is a clasp designating the mission. To date there are 35 different clasps for the Bundeswehr's 35 operations and missions in foreign countries. They range from the mission in Kosovo (KFOR), the German Navy's counterterrorism operation at the Horn of Africa (ENDURING FREEDOM) and the disaster relief missions of the armed forces following the tsunami in Indonesia (ACEH) and the earthquake in Pakistan (SWIFT RELIEF) right through to the special duties of individual soldiers for the United Nations, such as in Sudan/Darfur (UNAMID) and during the mission in Afghanistan as part of the International Security Assistance Force (ISAF).

In February 2009, Federal Defence Minister Dr. Franz Josef Jung authorised the 35th clasp for the German Navy's ATALANTA mission aimed at combating piracy off the coast of north-east Africa. The Foreign Duty Medal has so far been awarded more than 200,000 times, with the various different clasps.

Since 2004, repeated participation in operations abroad can be recognized with the new silver and gold Foreign Duty Medals. Bronze remains the award for 30 days, while silver and gold are awarded for 360 and 690 days of service, respectively, on operations abroad. These thresholds can also be reached by accumulating several shorter periods of service. In 2003, Federal President Johannes Rau authorised a corresponding amendment to the directive on the establishment of the medal. The silver medal has now been awarded 4,969 times and the gold medal 273 times (as of 20 April 2009).

Furthermore, the directive establishing the medal was also amended to include personnel from foreign armed forces as potential recipients. They can now be decorated for distinguished service to the Bundeswehr during operations abroad.

[1]



[2]



[1] *IFOR Foreign Duty Medal
(Bundeswehr)*

[2] *SFOR Foreign Duty Medal
(in silver)*

[3] *KFOR Foreign Duty Medal
(in gold)*

[4] *Atalanta Foreign Duty Medal
(Bundeswehr)*

[3]



[4]





[1]

[1] *KFOR Foreign Duty Medals: The German KFOR contingent being awarded their Bundeswehr and NATO foreign duty medals in May 2006 (Bundeswehr)*

The new silver and gold medals were introduced on the initiative of the Army Forces Command in Koblenz. This was to acknowledge the fact that the number of missions had increased to a completely unforeseeable extent since the medal was introduced in 1996. In the wake of the events of 11 September 2001, the Bundeswehr's international deployments have gained additional significance. What is more, the requirements for these missions have generally become more demanding and, above all, more diverse. Many servicemen and women as well as civilian staff have already taken on the risk and burden of these missions and served on several foreign deployments.

The medals are usually presented by the local commander in the country of deployment as part of a military ceremony immediately preceding the recipient's return to their home country.

The Foreign Duty Medal is a national decoration authorized by the Federal President under the Titles, Awards and Decorations Act dated 26 July 1957.

9.2

Bundeswehr Cross of Honour for Valour

With the Bundeswehr Cross of Honour for Valour, Federal Defence Minister Dr. Franz Josef Jung introduced a new fifth level of the Bundeswehr's Award of Honour on 13 August 2008. Federal President Horst Köhler authorised this first Bundeswehr decoration for bravery on 18 September 2008. On 10 October 2008, the amended version of the initial directive on the establishment of the medal became law when it was published in the Federal Gazette and the Federal Law Gazette. Since then, it has been possible to recognise exceptionally brave conduct of members of the armed forces that exceeds by far the bravery statutorily required under the Legal Status of Military Personnel Act. According to Section 7 of the Legal Status of Military Personnel Act, bravery is one of the basic duties of servicemen and women. They must swear or pledge "to bravely defend the rights and freedom of the German people." No other professional group takes a pledge of this kind. From the outset, this implies the acceptance of a basic threat to their physical integrity.

The Bundeswehr Cross of Honour for exceptional bravery was introduced in view of the Bundeswehr's increasingly frequent deployments around the globe. They place tremendous demands on the servicemen and women who risk life



[1]

[1] *Bundeswehr Cross of Honour for Valour (Bundeswehr)*



[2]

[2] *Bundeswehr Cross of Honour for outstanding achievements, in particular exceptional acts in the performance of military duty involving threats to life or limb (Bundeswehr)*



[3]

[3] *Bundeswehr Cross of Honour for outstanding achievements, in particular exceptional acts in the performance of military duty not involving threats to life or limb (Bundeswehr)*

and limb there. Since Germany's participation in NATO's air operations against Serbia in Kosovo in 1999, letters from members of the Bundestag, texts posted on the internet, petitions submitted to the Bundestag, statements by the German association of military reservists and press reports have shown that citizens, politicians and the media advocate a decoration for valour.

The Petitions Committee of the Bundestag sent a clear signal on 13 December 2007:

Parliament positively acknowledged the Committee's recommendation to consider recognising exceptional bravery by military personnel with a decoration for valour.

Reasons must be given in writing for every recommendation to award a Bundeswehr Cross of Honour for Valour. It must be quite clear from the reasons stated that the act of bravery for which it is to be awarded far exceeds the normal extent of "basic bravery" (basic duty according to Section 7 of the Legal Status of Military Personnel Act). It must be stated in detail to what extent it was necessary to overcome fear and perform an act of gallantry in the face of exceptional danger to life and limb whilst demonstrating staying power and

serenity in order to fulfil the military mission in an ethically sound way. If applicable, the statement must also plausibly describe outstanding leadership conduct in the concrete mission situation as well as independent, determined and successful conduct in an uncertain situation.

With the amended version of the directive on its establishment dated 13 August 2008, two special versions were added to the five levels of the Award of Honour, in addition to the decoration for valour: the Cross of Honour in Silver with red edging, for outstanding achievements, in particular outstanding individual valorous acts that did not involve risking life and limb, and the Cross of Honour in Gold with red edging for such accomplishments that did mean risking life and limb. These Crosses of Honour are now also set apart visibly, which was not the case in the past – and can therefore be distinguished from those presented for loyal performance of duty and exceptional service.

Being awarded the Foreign Duty Medal or the Cross of Honour for Valour does not involve a financial reward; this is meant as a highly symbolic and exceptional gesture, a visible sign of gratitude and recognition.



*Bundeswehr memorial: Inside
the memorial there is the room
of silence (« Cella »)
(IMZ Bw/Bienert)*

Bundeswehr memorial: Inside the memorial there is the room of silence (« Cella »)
(IMZ Bw/Bienert)

As pledged in their official oath, it is the duty of the soldiers of the Bundeswehr to serve the Federal Republic of Germany faithfully and to bravely defend the rights and freedom of the German people on the basis of our constitutional order. Ultimately, this also includes risking their lives. Since the establishment of the Bundeswehr in 1955, more than 3,100 of its soldiers and civilian employees have died while performing their duty for our country, including those who lost their lives on a foreign deployment.

The commemoration of those who lost their lives in the performance of their duty for the community is seen as a collective task in all societies and constitutes part of that society's cultural identity. The armed forces commemorate their dead soldiers at their respective memorials: the Army in Koblenz, the Air Force in Fürstenfeldbruck and the Navy in Laboe. However, there was no central site to appropriately commemorate all Bundeswehr personnel, soldiers as well as civilian employees, who lost their lives while performing their duty for the Federal Republic of Germany.

In view of this fact, the decision was taken by Federal Defence Minister Dr. Franz Josef Jung to erect a memorial on the site of the official seat of his Ministry in the centre of Berlin; the foundation stone of the memorial was laid on 27 November 2008. The memorial was inaugurated on the 8 September 2009. A conscious decision was taken to locate the memorial there: Berlin is where all fundamental decisions are made by parliament and the Federal Government, and it is inside the official seat of the Defence Ministry in Berlin, the Bendlerblock, where these decisions are implemented for the Bundeswehr.

The memorial is to commemorate all Bundeswehr personnel: servicemen and women, defence administration staff and other civil employees who died as a direct or indirect consequence of performing their duty for our country. It will therefore be possible to pay tribute to the different forms of service within the scope of the Bundeswehr's collective self-perception.

The memorial's inscription summarises the central ideas of the memorial: "To the memory of those of our Bundeswehr who died for peace, right and freedom."

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