

Joint Planning for the Bundeswehr

Frank Leidenberger

Until now, Bundeswehr planning, budgeting and controlling were three separate processes, with data being collected separately. The work done in each of the processes was not always coordinated in a targeted manner, which mostly led to lengthy coordination processes.

The newly established Integrated Planning Process (IPP for short) merges these three processes. This means that the areas of strategic objectives, medium-term planning and capability development as well as budget preparation activities will be closely connected in the future. In the IPP, planning for the Bundeswehr will from now on be focused more on what is feasible. Several “filters” in the form of refined assessments ensure that prioritisation will be based on objectives and resources. What measures contribute to the prioritised capability profile, are financially viable and thus receive further consideration will be identified at a very early stage. The IPP basically answers three key questions.

These are: What objectives do we want to achieve? How do we want to achieve them? And by what means do we want to achieve them? Future Development answers the “What?”, capability management the “How?” and resources and implementation the “By what means?”

The Directorate-General for Planning and the subordinate Bundeswehr Planning Office have been structured accordingly. A special feature of the Bundeswehr Planning Office that has to be emphasised is that in Division I, it also assumes non-ministerial responsibility in the field of security policy issues and works directly for the Directorate-General for Political Affairs through its Security Policy Section. Division IV of the Bundeswehr Planning Office, “Scientific Support and



(Photo/Graphics: Bundeswehr Planning Office)

Interoperability”, supports the IPP elements concerned with Future Development and concepts by feeding in lessons learned from the strategic operations analysis process and applying scientific methods in continuous Future Development projects. The Bundeswehr Planning Office thus ensures that mission-oriented and scientifically well-founded solutions that are applicable to the entire Bundeswehr are found.

Task performance in the Integrated Planning Process

As a continuous and targeted process, Future Development guarantees that the Bundeswehr’s capabilities are permanently adapted to changing framework conditions such as the strategic security environment.

For this purpose, ideas and initiatives concerning further development emanating from all parts of the Bundeswehr, its missions and the multinational environment are systematically taken up by different sections. The job of initially assessing initiatives and ideas is done at the Bundeswehr Planning Office in close coordina-

tion with the Planning Division of the FMoD, which is responsible for the capability development. Initiatives are reviewed to determine their viability and fundability by taking account of the financial planning parameters. Initiatives that meet these conditions are adopted as so-called “medium-term planning projects” in the newly established planning process. Those that do not, are initially rejected by the Bundeswehr Planning Office, but could be taken up at a later stage again. The whole capability profile of the Bundeswehr is thus covered by the planning process.

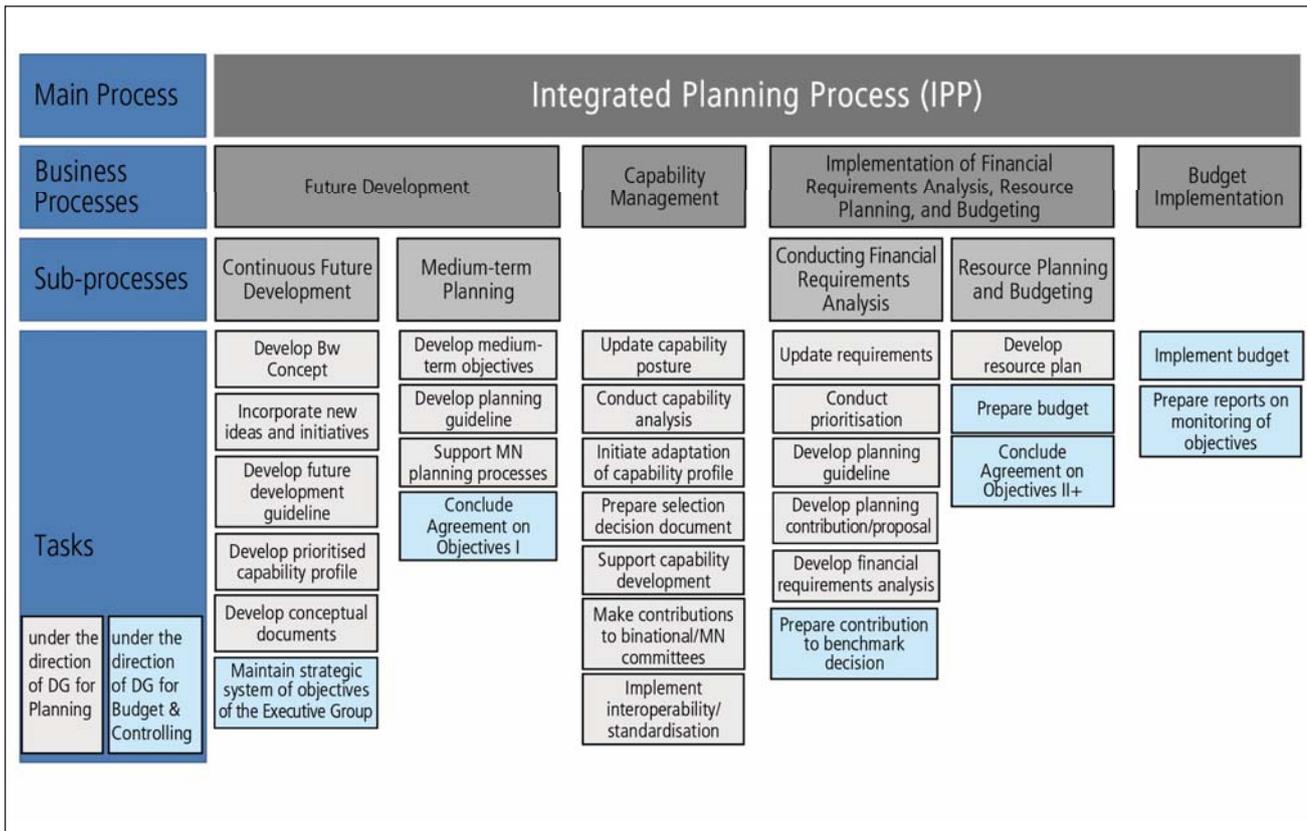
Medium-term planning forms the link between the continuous and cyclical elements of planning, that is to say, between Future Development and concepts, capability management and resources and implementation. The medium-term planning process establishes concrete objectives for capability development and is tightly linked to resources and their implementation. It brings together what is needed and what is possible and ensures, among other things, that the specified financial parameters are taken into account.

Capability management

Capability management is aimed at achieving and maintaining the Bundeswehr’s required capability profile. Planning is based on a comprehensive concept of capability. Thoughts on capability management are developed from the outset on a basis that is comprehensive and takes account of the Bundeswehr as a whole, with an eye to all the planning categories: personnel, armaments, infrastructure, organisation and management.

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Steps and tasks in the Integrated Planning Process

The planning categories are thus now linked considerably more closely than they were before and have been comprehensively harmonised in order to take into account their implications in the system context.

Planning for the Bundeswehr also factors in the demands placed on Germany by the alliances. In addition to the defence planning processes of NATO and the EU, the multinational cooperation initiatives of Smart Defence (MN Approaches) and the Ghent Initiative (Pooling & Sharing) are being taken up.

The target for the Bundeswehr task profile is derived from ministerial conceptual guidelines such as the Guidelines for the Reorientation of the Bundeswehr and the Bundeswehr Concept. Division II of the Bundeswehr Planning Office plots the capability posture and so enables a comparison to be made between the actual status of the Bundeswehr and the future oriented target status. The target/actual comparison helps to identify the capability gaps. As a planning and prioritisation tool, the capability posture is thus crucial for introducing measures

to close the capability gaps. However, these do not always have to be material solutions.

A further key task of capability management begins when the Bundeswehr Chief of Defence makes the decision to implement a material solution. It involves forming and managing Integrated Project Teams (IPT) in Analysis Phase I of the amended Customer Product Management process (amended CPM). Within an IPT, the Bundeswehr Planning Office acts as a requesting agency vis-à-vis the supplying agency, which is the Federal Office of Bundeswehr Equipment, Information Technology and In-Service Support (BAAINBw).

The IPT draft the “Capability Gap and Functional Requirement” document at the Bundeswehr Planning Office. In addition to the representative of the Bundeswehr Planning Office, the proponent agency, the teams include a representative of the BAAINBw as well as authorised representatives of the military services and major military organisational elements and the Resource Offices. It goes without saying that the Army,

Navy, Air Force, Joint Support Service and Joint Medical Service attend to their own respective requirements in the IPT. In the case of more complex projects, all those involved and affected must be brought together and solutions must be obtained by reasonably considering all the planning categories. The IPT is the element that implements projects. The Bundeswehr Planning Office concludes the process by submitting the respective CPM document, the Capability Gap and Functional Requirement, to the Directorate-General in the FMOd for Planning for approval.

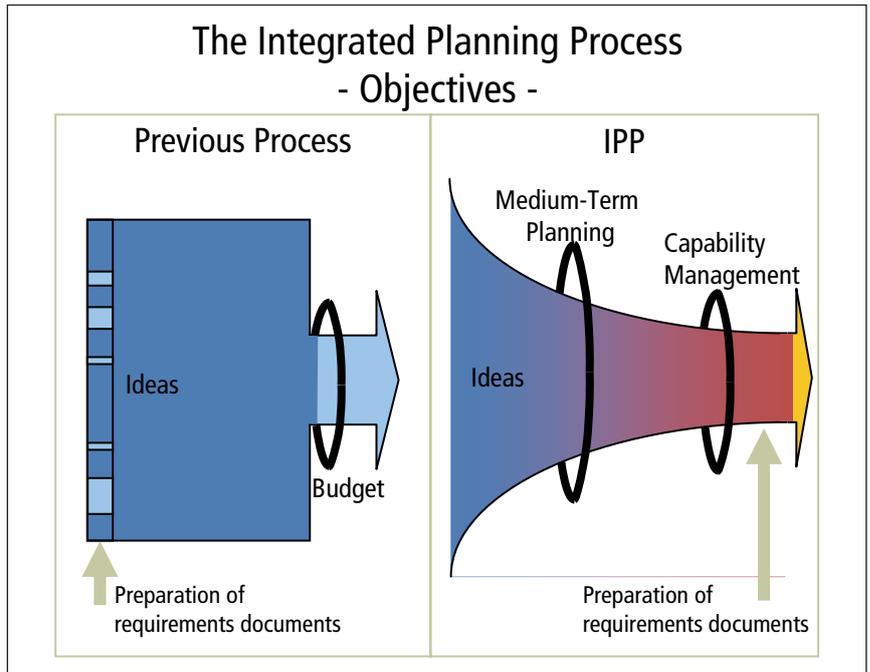
This is followed by Part II of the Analysis Phase, in which the management of the IPT is transferred to the BAAINBw. The former manager of the team, from the Bundeswehr Planning Office, is still a member of it and ensures that the proposed solutions correspond with the guidelines set out in the Capability Gap and Functional Requirement document. Depending on the project category concerned, either the Chief of Defence or the Director of the Bundeswehr Planning Office approves the proposed solutions.

Resources and implementation

In Resources and Implementation, the financial requirements analysis essentially replaces the former Bundeswehr Plan. It brings together the required data at an early stage in a common, consistent database in order to ensure a seamless transition to budgeting by means of the resource plan. It is the task of Division III, "Resources and Implementation", to develop the financial requirements analysis, which encompasses all areas of expenditure. Here as well, permanent and close cooperation with the military services, all major military organisational elements and all resource offices is vital for the success of this process. The allocation of new roles, such as the BAAINBw's new responsibility for in-service support, necessitates open, committed cooperation. The result is the planning proposal that the Planning Office submits to the Ministry.

The Bundeswehr Planning Office and the way it sees its roles and function

In future, the newly established Bundeswehr Planning Office in Berlin Köpenick will be responsible for coordinating "planning from a single source" by collaborating as closely as possible with the single services, the major military organisational elements, and the resource offices, and for implementing it in accordance with the Ministry's di-



The previous late inclusion of the budgets and today's financial planning integrated in the IPP

rectives. In this role, the Planning Office sees itself as the driving force of the process and as the central manager responsible for ensuring that all planners are properly involved in the process.

Transparency is central to the day-to-day work. This is particularly true when the various interests of the single services, the major military organisational elements, and the resource offices must be aligned with the planning directives and, if necessary, prioritised in order to achieve the best possible result for the capability spectrum of the Bundeswehr within a given financial framework. Even though decisions will predominantly be made

at the Ministry, all personnel involved at the Bundeswehr Planning Office are aware of the high level of responsibility they have in dealing with the issues of capability development.

The Bundeswehr Planning Office is still young. Over the coming months its staff must be built up and trained, the infrastructure must be adapted to the requirements of a modern office, routines must be developed, and work processes in the IPP must be implemented. Projects initiated prior to the IPP, the budget already adopted, and partially implemented planning processes in the previous CPM must be incorporated in the new process.

With the first "Capability Gap and Functional Requirement" documents, the Bundeswehr Planning Office has carried out valuable work for the Federal Ministry of Defence in close cooperation with the entire planning network. Military and civilian personnel now process many initiatives and are working on a wide range of projects in various IPT. The Integrated Planning Process merges Bundeswehr planning, budgeting and controlling, making it the most important control process in the Ministry's area of responsibility. Its successful implementation will play a decisive role for the future capability posture of the German Armed Forces. ■



Bundeswehr Planning Office in Berlin-Köpenick