Project-based Procurement and In-Service Use

A-1500/3

GENERAL PUBLICATIONS

Translator's notes to the reader:
The term "demand" used in this translation refers to the Bundeswehr demand for products and services needed to accomplish its mission.
To improve the readability of this publication, the German term "Bedarfsdeckung" has been translated as "procurement". Please note that in the Bundeswehr, "Bedarfsdeckung", which literally translates as "satisfaction of the demand", also covers the establishment of operational viability.

SD — Strategic and political documents	KD — Conceptual doctrine architecture	DE — Operational doctrine architecture
TR — Technical Publications	RD — Publications-related documents	DS — Publications

Detailed information

Purpose of this General Publication:	Requirements for the project-based procurement of operational products and product-specific services and their effective and efficient use.
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Main amendments to the previous version

General revision of the publication.

Key to markings in the margin (cf. General Publication A-550/1, Section 5.4)

Ä	Changes with respect to the previous publication	B	Reporting obligations
!	Key words, lines or sections	E	Divergent guidelines for operations
Y	Orders as defined in Section 2 (2) of the Military Penal Code	S	Safety provisions

Contents

1 Introduction

1.1 General information

101. Our aim is to provide the Bundeswehr with the equipment it needs to accomplish its mission while ensuring that the equipment is provided in operational condition, in the quickest possible manner and in compliance with statutory provisions[1].

102. There are three different procurement procedures:

- Bundeswehr Purchasing,
- Complex Services, and
- Project-based Procurement and In-Service Use (**P**rojektbezogene **B**edarfsdeckung und **N**utzung, PBN).

103. This General Publication is the standard for the project-based procurement of operational products and product-specific services and their effective and efficient use.

104. The following aspects are of particular importance when implementing this General Publication:

- time is the key factor guiding our actions;
- our focus is on commercially available products;
- multinational cooperation is our priority;
- we establish mandatory operational requirements early on and in a stringent manner and focus on these requirements, supported by resolute requirements controlling;
- we aim at greater involvement of the future user when it comes to specifying the functional requirements and preparing the statements of work based on these requirements;
- we pursue a project-based approach taking into account system interrelations, national and multinational interoperability, life cycle management and risks, and
- the key factors of successful project implementation include close cooperation between all persons involved in a project, acting on one's own responsibility, decision-making at the appropriate levels and creative drive.

105. The principles of economic efficiency in accordance with Section 7 para 1 of the Federal Budget Code must be observed[2]. The documents to be prepared as part of the procedures described

[1] This includes, among others, the General Data Protection Regulation (GDPR) and the documents to be prepared as per the GDPR – refer to General Publication A-2122/4 "Datenschutz – Vorgaben zur Umsetzung der Europäischen Datenschutzgrundverordnung und des Bundesdatenschutzgesetzes" (Data Protection – Requirements for the implementation of the European General Data Protection Regulation and the Federal Data Protection Act) – and the necessary involvement of the Commissioner for Data Protection within the FMoD Area of Responsibility, refer to Annex 8.1.7.2.

[2] Refer to General Publication A-2400/62 "Wirtschaftlichkeitsuntersuchungen" (Economic efficiency analyses).

hereinafter (the content of these documents is specified in this General Publication) include elements of an economic efficiency analysis; therefore, insofar as methodology is concerned, they meet the requirements for an appropriate economic efficiency analysis in accordance with Section 7 para 2 of the Federal Budget Code.

1.2 Implementing projects

106. As a rule, the standard procedure (Section 3) must be applied. However, the following procedures may be applicable in deviation from the standard procedure:

- simplified procedure for procurements with a volume of up to 500,000 euros (Section 3.1.4);
- procedure for the procurement of IT services as part of the cluster logics approach (Section 4);
- procedure for development solutions (Section 5), and
- procedure for fast-track initiatives for operations (Section 6).

107. Projects based on international cooperation are usually characterized by special framework conditions. These conditions are accounted for by choosing a project approach that focuses on cooperation (Section 7.3).

108. A PBN decision-making authority that is responsible for giving final approval regarding deviations from the guidelines specified in this General Publication has been established at the FMoD and the Federal Office of Bundeswehr Equipment, Information Technology and In-Service Support (BAAINBw) (Section 7.3).

109. PBN documents or other documents and reports required as per this General Publication do not have to be submitted in hard copy form and can be sent by electronic means.

2 Initiating a project

2.1 Initiation from within the "Executing Integrated Planning" performance process

201. The PBN process is initiated from within Integrated Planning by way of an approved planning portfolio measure[3]. When the main planning category "Armaments" is determined, the type of procurement procedure (PBN, Bundeswehr Purchasing or Complex Service) and the PBN procedure to be applied are decided in the context of this measure[4]. In cases of doubt, the PBN standard procedure must be initiated because of its focus on commercially available solutions and on time as the guiding factor.

202. Prioritization of the planning portfolio measure is carried out in a Bundeswehr-wide, comprehensive and consistent manner across all planning categories. This prioritization affects all phases of the PBN.

2.2 Initiation from within the "Developing a Cyber/IT Special Portfolio and Ensuring Information Security" performance process

203. The approved "cluster program" (CP)[5] (for Cyber/IT related tasks) is a requirements and budgetary document that justifies the demand and the budget funds to be appropriated. The segments described in the CP are therefore directly integrated into the realization phase of PBN (Section 3.2). The deviations regarding the design of the realization and in-service use phases relating to CP are described in Section 4.

[3] Refer to General Publication A-400/7 "Leistungsprozess – Integrierte Planung durchführen" (Performance process – Executing Integrated Planning).
[4] If, during the course of the process, another procurement procedure proves to be more cost-effective, the procurement procedure must be changed.
[5] Refer to the Conceptual Document K-10/2, "Cyber/Information Technology Conceptual Strategy – IT strategy for the FMoD area of responsibility", Annex 7.1.

3 Standard procedure

301. The PBN standard procedure is divided into three phases: analysis, realization and in-service use. The work is performed by integrated project teams (IPT).

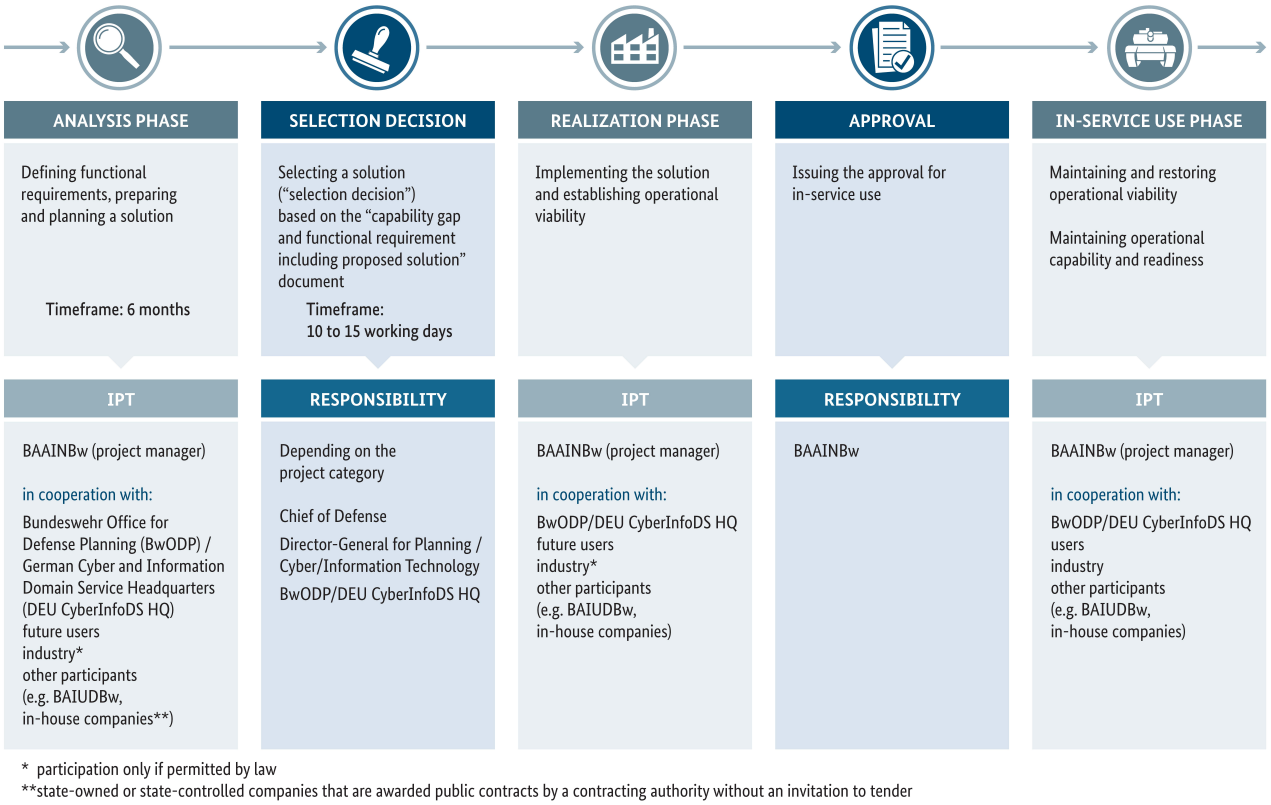

Figure 1: Standard procedure

302. The standard procedure focuses on commercially available solutions[6] including services. Capability-related modifications to commercially available solutions are only permitted if they have conclusively been determined to be operationally indispensable – after resolute requirements controlling and in line with the time factor – by the executive level of the major organizational element in charge, by the agencies directly subordinate to the FMoD or by the Ministerial Chief Information Officer (Ministerial CIO). Modifications to commercially available solutions on grounds of legally binding requirements will only be made if organizational measures cannot be applied.

3.1 Analysis phase

3.1.1 Tasks in the analysis phase

303. The starting point of the analysis phase is the commissioning of the "capability gap and functional requirement including proposed solution" document in accordance with General Publication A-400/7. BAAINBw[7] establishes an IPT under its control, or assumes control of or tasks an existing IPT.

6 This may also include research and technology (R&T) demonstrators that have been tested successfully.
7 Here and in the following, "BAAINBw" also includes the BAAINBw agencies.

BAAINBw designates a project manager who will serve as the leader of the IPT. The Bundeswehr Office for Defense Planning (BwODP) or the German Cyber and Information Domain Service Headquarters (DEU CyberInfoDS HQ) / the Bundeswehr Center for Digitalization and Cyber and Information Domain Service Capability Development (BwC Digital&CyberInfoDS CapDev) designates the deputy leader of the IPT.

304. When the "capability gap and functional requirement including proposed solution" document is commissioned, it is decided which major organizational element or agency directly subordinate to the FMoD will be responsible for countersigning the prioritized requirements catalog[8] and later on the statement of work[9]. Countersignature for projects within the Cyber/IT special portfolio will exclusively be performed by the DEU CyberInfoDS HQ after the future users have been involved in an adequate manner. For projects involving Bundeswehr information technology[10], the DEU CyberInfoDS HQ will also countersign to confirm compliance with the requirements of the Ministerial CIO.

305. The project manager has overall responsibility for the project. The deputy leader of the IPT is responsible for the requirements part[11], while the project manager is responsible for the solutions part.

306. The authorized representatives of the appropriate major organizational elements and the agencies directly subordinate to the FMoD[12] provide the future users'/operators' technical competence to the IPT. For measures of the "Planning" case group[13], an authorized person designated by the Ministerial CIO must be involved if Bundeswehr information technology is affected; this person provides technical competence with regard to the requirements of the Ministerial CIO and the use of common IT services/products. Additional agencies concerned must be consulted as required, especially in terms of the processing of project elements.

307. The project manager initiates the categorization of the project[14]. The project manager applies the project management guidelines (Annex 8.3) and prepares the project handbook. The project elements must be properly taken into account in the project planning process (Annex 8.1).

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8 Refer to General Publication A1-1500/3-7000 "Priorisierter Forderungskatalog" (Prioritized requirements catalog).

9 The Bundeswehr Joint Forces Operational Command (BwJFOCOM) is responsible for projects involving the development of future capabilities of special operations forces in accordance with General Publication A-210/12 VS-NfD "Führungsorganisation der Spezialkräfte" (Command and Control Organization of Bundeswehr Special Operations Forces). Until the BwJFOCOM is established, the Bundeswehr Joint Forces Operations Command (*Einsatzführungskommando*) will take on the tasks of the BwJFOCOM described in this publication.

10 Refer to K-10/2, Section 2.1.

11 In order to fast-track procurement from within the innovation landscape or on the basis of experiments or concept development and experimentation projects, the results reports should already contain the requirements part needed for a "capability gap and functional requirement including proposed solution" document.

12 The BwJFOCOM for the Bundeswehr special operations forces.

13 Refer to Section 8.3 and the Directive of the Director-General for Planning dated 30 January 2024 in anticipation of the revision of A-400/7.

14 Refer to General Publication A-1500/32 "Projektkategorisierung in der Projektbezogenen Bedarfsdeckung und Nutzung" (Project categorization in the Project-based Procurement and In-Service Use process).

308. The IPT prepares the prioritized requirements catalog on the basis of operational scenarios; this catalog summarizes the requirements that determine the capabilities. The requirements are based on existing technical possibilities and interoperability requirements. From the very beginning, they are subject to resolute requirements controlling; the time factor is of particular importance in this context[15].

309. The authority responsible as per No. 304 countersigns the prioritized requirements catalog. The project manager provides advice as to the time factor and the existing technical possibilities, if required. For category A and B projects in accordance with A-1500/32, the authority to countersign lies at the chief of service or comparable level; for category C and D projects, this authority lies at the level of the head of the planning directorate within the major organizational element concerned or a position at a comparable level[16]. As a rule, the countersignature must be made within five working days and will be obtained by the deputy IPT leader.

310. The IPT analyzes and assesses possible solutions to meet the requirements specified in the prioritized requirements catalog in terms of performance, time, costs and risks, taking into account the entire life cycle[17].

311. Annex 8.2.1 contains a more comprehensive list of the tasks to be performed in the analysis phase.

3.1.2 "Capability gap and functional requirement including proposed solution" document

312. Required contents of the "capability gap and functional requirement including proposed solution" document are specified in a template[18]. As per the requirements laid down in Section 7 para 2 of the Federal Budget Code, the document must contain the following parts of an economic efficiency analysis:

- description of the initial situation and the capability gap,
- functional requirements (in the form of the prioritized requirements catalog),
- requirements forecast (in particular the estimated quantities over time),
- description of the framework conditions,

[15] If, in exceptional cases, additional analyses regarding market availability are absolutely necessary, and if budget funds are required for this purpose, such funds must be requested immediately and an economic efficiency analysis must be made, the approval of which is the responsibility of the Bundeswehr Office for Defense Planning or the DEU CyberInfoDS HQ / BwC Digital&CyberInfoDS CapDev. This should, as a rule, create no delay in the preparation of the "capability gap and functional requirement including proposed solution" document in accordance with No. 314.

[16] The commander of the BwJFOCOM countersigns all Bundeswehr special operations forces projects.

[17] Refer to General Publication A-1510/1 "Lebenswegkostenmanagement in den Phasen des CPM (Life Cycle Cost Management".

[18] The templates are available in the PBN wiki (Bundeswehr-internal website): https://wiki.bundeswehr.org/display/PBNWiki/Dokumentvorlagen.

- assumptions made,
- possible and rejected solutions and courses of action[19],
- calculation of the possible courses of action to meet the demand,
- prediction of the budget funds required,
- risk assessment (in particular the assessment of scheduling-related and financial risks and possible mitigation measures), and
- a decision proposal including a proposal for conducting efficiency reviews and the criteria they are based on.

Where appropriate, a sensitivity analysis is performed. If there are several courses of action that are expected to meet the demand, a comparison of these different options must be made.

313. A maximum of six months, starting from the commissioning, must be scheduled for the preparation of the "capability gap and functional requirement including proposed solution" document.

3.1.3 Submitting the "capability gap and functional requirement including proposed solution" document and making a selection decision

314. BAAINBw submits the "capability gap and functional requirement including proposed solution" document for category A and B projects to the functional supervision authority of the Directorate-General for Armament within the FMoD (as a rule, this Directorate-General deals with the measures of the "Planning" case group) or of the Directorate-General for Cyber/Information Technology within the FMoD (as a rule, this Directorate-General deals with the "CIT" case group).

The Directorate-General for Armament prepares an assessment of the defense industry related aspects while the Directorate-General for Security and Defense Policy within the FMoD prepares an assessment of the armaments policy[20] aspects, always in consultation with the Directorate-General for Cyber/IT for the Cyber/IT special portfolio; these assessments will be provided to the competent functional supervision authority.

The functional supervision authorities responsible within the Directorate-General for Armament / for Cyber/IT will obtain the required contributions from:

- the Directorate-General for Planning for consideration in medium-term planning and planning implementation, and

[19] Even if, given the existing framework conditions (in particular the time factor), the procurement of a commercially available product/service is considered to be the best solution, there is still an obligation to properly assess other realistic solutions and briefly document the justified reasons for their rejection, if applicable.

[20] Based on the Federal Government's strategic paper on the strengthening of the German security and defense industry.

- the Directorate-General for Budget within the FMoD regarding a budget estimate and inclusion in the financial plan as part of the justification of budget funds and thus part of the selection decision.

For the Planning case group, the "capability gap and functional requirement including proposed solution" document, including the above contributions, will be submitted to the Directorate-General for Planning of the FMoD for a final assessment from an overall planning perspective[21]. For the CIT case group, the Directorate-General for Cyber/IT performs the final assessment.

For category A projects, the Directorate-General for Planning or Cyber/IT submits the "capability gap and functional requirement including proposed solution" document to the Chief of Defense of the Bundeswehr, who will then decide on the solution ("selection decision"). For category B projects, the Director-General for Planning (Planning case group) or the Director-General for Cyber/Information Technology (CIT case group), as applicable, will make the selection decision.

315. For category C and D projects, BAAINBw sends the "capability gap and functional requirement including proposed solution" document to the Bundeswehr Office for Defense Planning (Planning case group) or the DEU CyberInfoDS HQ (CIT case group), which will then make the selection decision. The FMoD branch exercising functional supervision must be informed, too.

316. As a rule, the selection decision should be made within ten working days after the "capability gap and functional requirement including proposed solution" document has been submitted. Fifteen working days should, in general, not be exceeded in the case of category A projects.

317. The selection decision is the requirements and budgetary document justifying the demand and the budget funds for all measures taken during the realization phase and for the planned regeneration measures[22] as well as for operating costs that are not part of maintenance.

318. The selection decision concludes the analysis phase and the task of the deputy IPT leader described in No. 305.

3.1.4 Simplified procedure for procurements of up to 500,000 euros

319. If, in the course of the evaluation during the analysis phase or even before that, it is foreseeable that the required funds will not exceed 500,000 euros[23], an economic efficiency analysis template, in particular the compact version[24], may be used instead of a "capability gap and functional requirement including proposed solution" document.

[21] A submission by two branches is also possible, provided that this saves time.
[22] Described in detail in terms of scope, time and costs.
[23] If products are procured, the upper limit of the total project volume of 500,000 euros (gross) refers to the investment-related financial requirement for the procurement, integration (if applicable) and establishment of operational viability for the overall quantity or overall demand.
[24] https://wiki.bundeswehr.org/display/BAIUDBwFC/Dokumentation (Bundeswehr-internal website).

320. After co-signature by the Commissioner for Finance and Budget, BAAINBw will approve the economic efficiency analysis, which is then considered to be the document justifying the demand and the budget funds.

321. Preparation and countersignature of a prioritized requirements catalog is not intended. Relevant requirements must be included in the statement of work straightaway. When implementing the project, it is imperative to ensure that the effort required for the project work is in reasonable proportion to the project's scope. Integrated compliance demonstration is, as a rule, not intended.

322. Projects under the simplified procedure are classified as category D projects.

3.2 Realization phase

323. Once the selection decision[25] has been made, the Director-General of BAAINBw assumes materiel responsibility for operational viability[26]. During the realization phase, the IPT focuses on the necessary award of contracts for supplies/services to be rendered by industry, on monitoring and supervising the provision of supplies/services, establishing operational viability and preparing the in-service use phase.

3.2.1 Tasks in the realization phase

324. The project manager takes all necessary measures to implement the project within the planned performance, time and cost framework, taking into account the relevant project elements and the interaction with other projects and programs.

325. The IPT prepares the statements of work necessary for the preparation of the award procedure. When preparing the statements of work, the IPT must specify the functional requirements in more detail within the framework of a system structure based on the technical and functional performance targets.

326. The person/authority responsible as per No. 304 countersigns the statements of work that will be used to implement the requirements of the prioritized requirements catalog. No. 309 specifies the authority responsible for signing. The person/authority responsible confirms by its signature that the requirements of the prioritized requirements catalog are implemented by the content of the statement of work. If required, the project manager will provide advice. The project manager obtains the countersignature before BAAINBw establishes any external relations / involves third parties. The countersignature should, as a rule, be made within five working days.

[25] In the case of a simplified procedure for procurements with a volume of up to 500,000 euros, this includes a decision on the option to be implemented, taking into account the decision proposed by the economic efficiency analysis.
[26] Refer to Section 3.3.2.

327. The project manager plans, controls and monitors measures relating to the project elements and involves the IPT in doing so. Implementation of the measures within the appropriate major organizational elements is the responsibility of the authorized representatives of the future users/operators in the IPT.

328. Annex 8.2.2 contains a more comprehensive list of the tasks to be performed in the realization phase.

3.2.1.1 Award procedure and contracts

329. On the basis of the statement of work, the contracting authority makes a decision on the type of contract award procedure and initiates one or more award or ordering procedures. In this context, the authority must always assess the need for concluding open-end contracts or agreeing on options.

330. In accordance with Section 54 para 3 of the Federal Budget Code, the finalized contract draft must, if the contract value exceeds 25 million euros, be submitted to the Budget Committee of the German Bundestag for approval prior to signature, using the specified document template.

331. The project manager is responsible for supervising and monitoring the contractually agreed provision of supplies/services. Together with the IPT, the project manager plans, controls and monitors the cooperation activities to be performed by the official services (such as the provision of government-furnished equipment).

3.2.1.2 Integrated compliance demonstration

332. Integrated compliance demonstration is defined as the combination – in terms of place, time and contents – of contractor verification activities in accordance with the customer's requirements, reviews of the performance targets, and operational (suitability) tests to determine the suitability for the intended purpose and contractual conformity of a product/service. It may also include the determination of other operational parameters and functional limits.

333. The verification activities performed by the contractor (demonstration of contractual compliance including fulfilment of legal requirements and technical safety of the product) and the customer's tests must be duly coordinated. Tests performed by the manufacturer, independent institutions, or government agencies of other countries should be recognized as part of the integrated compliance demonstration in order to reduce the effort required.

334. Integrated compliance demonstration must be carried out as early as possible (partial performance is possible, if necessary) so as to be able to integrate the acquired knowledge in the ongoing implementation process.

335. The project manager is responsible for integrated compliance demonstration. The future user/operator responsible as per No. 304 will conduct the operational suitability test in consultation with

the other future users/operators. The operational suitability test is performed to analyze mission-essential functions against the background of the operational scenarios specified in the selection decision document and the approved requirements of the prioritized requirements catalog, duly taking into account the project elements.

336. In the event of successful performance verification, the product/service will be accepted by the customer. The future user/operator responsible will issue a statement of acceptance once the operational suitability test has been successfully completed.

3.2.2 Approval for in-service use

337. BAAINBw issues the approval for in-service use based on the results of the integrated compliance demonstration. The approval for in-service use certifies that

- the product can be safely operated under the applicable legal regulations and product safety is ensured,
- the product meets the performance requirements as set out in the selection decision document,
- where an IT service is concerned, all associated requirements are fulfilled (help desk, duration, service level etc.) and the service has been integrated into the application-specific operating processes of the Bundeswehr IT system,
- operational viability has been established, and
- the product is suitable for its intended use and a statement of acceptance has been issued by the user/operator.

338. If residual activities are still required for operational viability to be achieved or if partial in-service use is envisaged, the approval for in-service use must contain information on operational viability and, if applicable, on restrictions on use. The activities, reviews and tests required to achieve operational viability must be planned and documented in the approval for in-service use. Any missing verification activities must be conducted as quickly as possible.

3.2.3 Conclusion of the realization phase

339. The realization phase ends with the delivery of the last item to the users/operators or, if services are concerned, when the users/operators make full use of the relevant service. The findings obtained during the implementation of the project, in particular regarding the achievement of or deviation from targets in terms of time, performance and costs, are documented in the form of an BAAINBw-internal target/actual comparison. The results of the effectiveness control review and the cost-effectiveness review must also be documented. The target/actual comparison document is an essential document in the context of knowledge management.

3.3 In-service use phase

340. The phase of in-service use aims at the safe and economic use of a product or service in accordance with the intended purpose specified in the selection decision document. Together with the IPT, the project manager creates the necessary conditions for this already in the analysis and realization phases.

341. The in-service use phase begins with the handover of the first item to the persons in charge appointed by the major organizational elements or agencies that are not part of any major organizational element; it ends with the disposal of the last item. As far as intangible goods (services, licenses, rights) are concerned, the phase of in-service use starts with their initial use by the user and concludes with the contractually agreed end of provision or use of services. As part of a final efficiency review[27], the project manager will, at the end of the in-service use phase, document the lessons learned during the entire period under review.

3.3.1 Tasks in the in-service use phase

342. All measures required to maintain and restore operational viability of the product or service as well as operational capability and readiness of the pertaining items are carried out during the in-service use phase. The project manager performs accompanying efficiency reviews[28] to identify any need for adjustment.

343. The project manager performs the in-service control tasks. In this context, the project manager also plans and controls the measures pertaining to the users/operators in consultation with the IPT. Implementation of the measures within the major organizational elements concerned is the responsibility of the authorized representatives of the users/operators in the IPT.

344. The IPT will base in-service control of the Bundeswehr's major weapon systems on the requirements specified in the Conceptual Document K-3115/2 "Fachkonzept Steuerung Nutzung" (Technical concept for in-service control).

345. Annex 8.2.3[29] contains a general description of the tasks to be performed in the in-service use phase. For the continuing airworthiness of aircraft, on-board and ancillary equipment and other system equipment, deviating requirements may be specified for the application of aircraft-specific regulations (from General Publication A-275/1 "Grundsätze der Zulassung von Luftfahrzeugen" (Principles of the certification of aircraft) to General Publication A-275/4 "Dauerhafte Flugfreigabe" (Permanent permit to fly)) or to enhance synergy effects, if required. These peculiarities are the reason why the task structure and the responsibilities relating to materiel responsibility for operational viability and in-service and

[27] Refer to A-2400/62.
[28] Refer to A-2400/62.
[29] Details are provided in General Publication A1-1530/0-7000 VS-NfD "Wahrnehmung der Aufgaben in der Nutzungsphase" (Performance of tasks in the phase of in-service use) .

supply responsibility may change and shift to the area of responsibility of the "Continuing Airworthiness Management Organization of the Bundeswehr" (CAMOBw).

346. During the in-service use phase, the project manager will, as a rule, use the operational process element of the "Bundeswehr Purchasing management" performance process to meet the demand for material goods and product-specific services (in particular spare and exchange parts)[30].

347. The disposal of the products, including the associated tasks, is specified in General Publication A-1540/5 "Aussonderung und Verwertung von Material" (Disposal of materiel).

3.3.2 Materiel responsibility for operational viability

348. The Director-General of BAAINBw bears the materiel responsibility for operational viability. In this context, the project manager assumes the product-related tasks of the materiel manager for operational viability.

349. These management tasks are part of in-service control and their main purpose is to maintain and restore the operational viability of products. Operational viability, along with the safe use of a product in accordance with its intended purpose, includes logistic supportability.

350. Materiel responsibility for operational viability begins as set out in No. 323 and ends with the disposal of the last item.

3.3.3 In-service and supply responsibility for the maintenance of operational capability and readiness

351. Unlike materiel responsibility for operational viability, the Chiefs of the major military organizational elements as well as the persons in charge appointed by the civilian major organizational elements and agencies that are not part of any major organizational element assume in-service and supply responsibility for the maintenance of the operational capability and readiness of the items provided to them for in-service use. As far as IT service products are concerned, the in-service and supply manager also performs the tasks of the "IT service manager for operation"[31].

352. The in-service and supply responsibility also comprises responsibility for the proper use of the items provided for in-service use, for ensuring the training and sustainment training required for their operation, and for the use of services associated with the products.

353. The in-service and supply responsibility generally ends with the segregation of the last item or its final transfer from the major organizational element or the agency that is not part of any major organizational element.

[30] Also refer to General Publication A-1600/2 VS-NfD "Operative Beschaffung im EinkaufBw" (Operational procurement as part of Bundeswehr Purchasing).
[31] Refer to General Publication A2-940/0-0-4 "IT-Servicekatalog Management" (IT service catalog "Management").

3.3.4 Adjustments during in-service use

3.3.4.1 Product modification

354. Product modifications are measures that cause the modification of the configuration baseline or configuration of a product but are not aimed at enhancing capabilities.

355. If findings are made which require a product modification, the project manager will evaluate possible solutions[32] from an economic point of view in terms of benefits and risks with regard to performance, time and life cycle costs, in consultation with the IPT. The toleration of possible deficiencies in performance or restrictions on use must also be assessed within the IPT.

356. Modifications of fielded products are only permissible if such measures maintain or restore operational viability or increase economic efficiency during in-service use.

At least one of the following prerequisites must be met:

- the product must be adapted to legal requirements or national/international obligations,
- safety and health hazards caused by the product to Bundeswehr personnel, third parties or the environment must be eliminated,
- malfunctions or weaknesses of the product must be eliminated,
- there is an external need to modify individual product parts (components or assemblies), the configuration baseline or configuration of a product, for example due to obsolescence, cooperability requirements or the need to restore interoperability, or
- greater economic efficiency can be achieved during in-service use or significant improvements can be made during operation.

357. Product modifications are made in accordance with German military standard VG 95031 "Änderung von Produkten" (Modification of products). The project manager documents the product modifications and gives the reasons for them[33]. After consulting with the Commissioner for Finance and Budget, BAAINBw authorizes such modifications, thus justifying the funds to be invested for product modification. If more than 25 million euros are required, the project manager will submit, via the functional supervision authority, a statement of facts to the Directorate-General for Planning or Cyber/IT for decision before entering the required funding into the requirements update; this applies regardless of the project category. If Bundeswehr information technology is concerned, the Directorate-General for Cyber/IT must be involved.

[32] This also includes the rights of use related to associated technical documents and software.
[33] Section 7 para 2 of the Federal Budget Code must be observed.

3.3.4.2 Product improvement

358. Product improvement comprises all measures aiming at enhancing the capabilities of a fielded product.

359. Depending on the extent of the modifications, product improvements may be justified by way of a selection decision amendment document or implemented in the form of a new PBN project. As a rule, they are based on a new planning portfolio measure. For product improvements, the guidelines set out by the requirements controlling authority must be strictly adhered to and the major military organizational elements must be involved in order to limit the measures performed on the existing system to those that are absolutely necessary.

3.3.4.3 Capability maintenance

360. If a capability is needed for a longer period of time than originally planned, for example because a follow-on solution is not available in time, the IPT must agree on an adjustment of the service life of one or more items or, complementary to that if required, coordinate an additional regeneration. The project manager justifies any required investment funds in the form of a supplement to the selection decision document. The supplement to the selection decision document will be signed/authorized by BAAINBw after the Commissioner for Finance and Budget has been consulted. If more than 25 million euros are required, the project manager will submit, via the functional supervision authority, a statement of facts to the Directorate-General for Planning or Cyber/IT for decision before entering the required funding into the requirements update; this applies regardless of the project category. If Bundeswehr information technology is concerned, the Directorate-General for Cyber/IT must be involved.

3.3.4.4 Replenishment/replacement procurement and regeneration

361. Replenishment procurement is used to remedy a shortage by procuring additional items of fielded products that are still available.

362. The justification of the need for replenishment procurement is based on the segregation decision document or similar (e.g. certificate of receipt of materiel that is integrated into the infrastructure stock during operations) in conjunction with the existing selection decision document. The funds required for replenishment procurement are justified by way of a supplement to the selection decision document in accordance with the capability maintenance provisions.

363. If replenishment procurement is no longer possible or economically feasible, alternative state-of-the-art products that are available can be fielded by way of replacement procurement. The differences between the replacement product and the original product must be documented in a modification approval in accordance with VG 95031. This document at the same time is used to justify the budget funds.

364. When materiel is transferred to other countries as part of an Enable and Enhance Initiative, replenishment/replacement procurement may be initiated with the FMoD Executive Group's transfer decision, provided that the required budget funds have already been set out and justified in the proposal provided to FMoD for decision. An amendment or supplement to the selection decision document is not required in this case.

365. Regenerations are generally included in the selection decision document. A supplementary regeneration requires a justification in the form of a supplement to the selection decision document in accordance with the capability maintenance provisions.

366. If more than 25 million euros are required for the replenishment/replacement procurement or regeneration, the project manager will submit, via the functional supervision authority, a statement of facts to the Directorate-General for Planning or Cyber/IT for decision before entering the required funding into the requirements update; this applies regardless of the project category. If Bundeswehr information technology is concerned, the Directorate-General for Cyber/IT must be involved.

3.3.4.5 Supplementary procurement

367. Supplementary procurement of fielded products, e.g. due to the enlargement of the user group or a larger repair pool, is only permissible when it is necessary to satisfy justified additional demand. Demand for additional materiel quantities/licenses and the funds required will be justified in the form of an amendment to the selection decision document. In general, supplementary procurement is based on a new planning portfolio measure.

3.3.4.6 Replenishment/supplementary procurement of ammunition that is part of the stock

368. The report on the armed forces' ammunition requirements prepared by the Permanent Working Group for Ammunition is the document that justifies the demand for replenishment/supplementary procurement of ammunition that is part of the stock (ammunition after the fourth year of use). The "partial package" based on the report, supplemented by the statement of the Commissioner for Finance and Budget (which is required for each procurement project), serves as the document justifying the budget funds. In the event of significant changes or cost increases of more than 15 percent, a "supplement to the partial package", which merely identifies and justifies the changes, must be prepared. The responsibility for preparing, co-signing, submitting and signing this document is the same as for selection decision documents and supplements to selection decision documents. There is no need to prepare supplementary PBN documents.

369. This does not affect the procedure for introducing technical modifications to ammunition types. The project-specific element of the partial package, including the report of the Commissioner for Finance and Budget, will be attached to the current PBN document as an annex.

4 Procedure for the procurement of IT services as part of the cluster logics approach

401. The procedure for the procurement of IT services as part of the "cluster logics" approach encompasses the deviations from the standard procedure (Section 3) during the realization and in-service use phases of those projects where so-called "cluster programs" (CP) justify the demand and the budget funds outside of PBN within the scope of the CIT performance process. The work is carried out by integrated cluster teams (ICT).

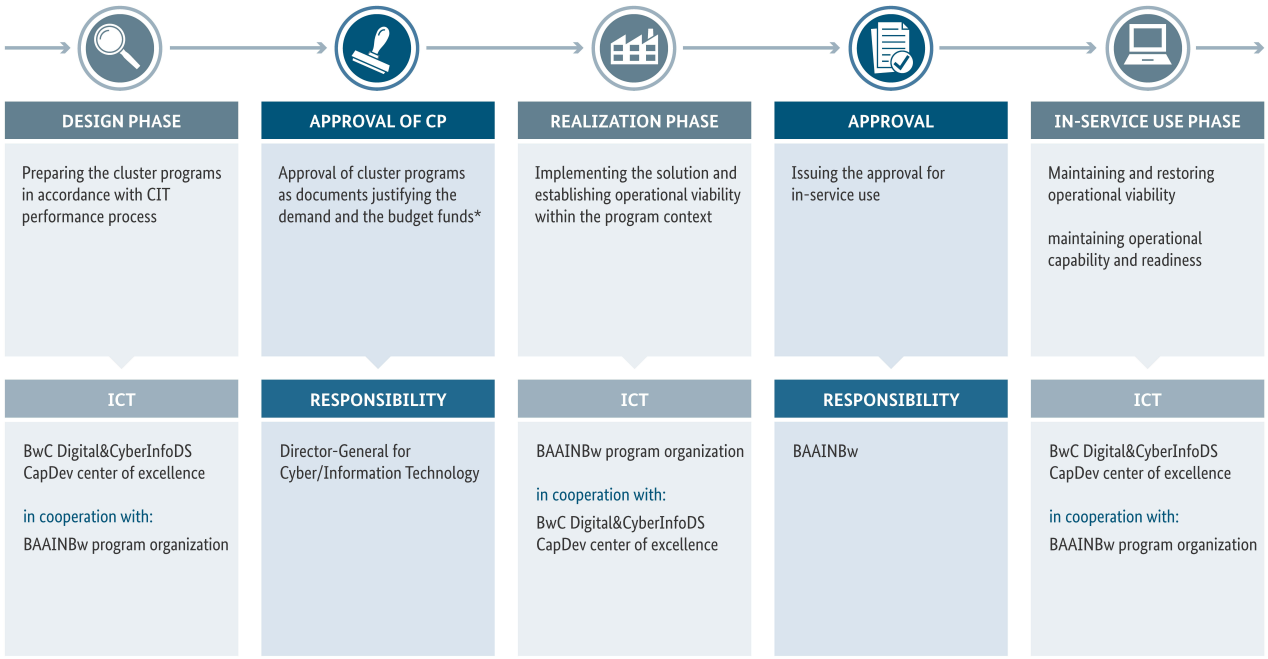

Figure 2: Procedure for the procurement of IT services as part of the cluster logics approach

402. Projects within the cluster logics approach are used to implement elements of the "Armaments" planning category[34] of one or more IT services or an IT service module. The project manager is the IT service owner of these IT services.

4.1 Realization phase

403. The goal of the realization phase is to provide operationally viable products and services associated with the IT services defined in the CP segments. This allows the IT service provider/operator to provide IT services in combination with the resources of the other planning categories. The focus is on the standardization, integratability and reusability as well as the subsequent expandability and adaptability of the IT service product.

[34] Including substitution in the "Operation" planning category.

404. As a rule, their implementation is based on the requirements of Section 3. The deviations described below must be observed within the context of the cluster logics approach.

405. The permanent cluster-level ICTs perform all IPT tasks. If required, project/product-related subordinate working groups may be established under the overall responsibility of the ICT.

406. Projects for the procurement of IT services within the framework of the cluster logics approach are always part of the cluster-related program of the cluster program organization and are integrated at program level into its IT service and IT system architecture[35].

407. The following tasks of the project manager are transferred to the head of the cluster program organization[36]; the project manager's overall responsibility for the project remains unaffected:

- program management,
- requirements engineering and portfolio management for the portfolio segment,
- requirements for and control of the integration of the IT service into the IT service and IT system architecture of the cluster,
- capacity management of the cluster and interdependency management at cluster level,
- cluster-related risk management, and
- budget responsibility and overall management of the program sheets for the relevant cluster.

408. The project manager is responsible for the design and procurement of the IT service product and for all adjustments via other CP segments.

409. During the realization phase, the project manager implements the project, taking into account the CP requirements. The project manager uses the competence of the IT service portfolio management to take into account interdependencies with other IT services within the scope of the IT development plan during the realization phase.

410. The BwC Digital&CyberInfoDS CapDev ensures a synchronized provision of the various resources, in particular personnel, materiel and infrastructure, in a centralized manner for IT services. This is done by means of a virtual team referred to as a cluster-related "integrated system" (*Wirkverbund*). The project manager documents the necessary interaction regarding resource provision within the IT service documentation; however, the project manager is only responsible for the provision of the IT service product.

4.1.1 Award procedure and contracts

411. When preparing the award procedure and the contract within the context of the overall planning of the cluster programs, the contracting authority takes into account the need for functional adaptability

[35] Refer to the types of architecture described in General Publication A-910/4 "IT-Architekturmanagement" (IT architecture management).
[36] Also refer to Section 7.1.

and capacity expansion at a later stage. In this context, open-end contracts or contract award on a lot-by-lot basis are of particular importance.

4.1.2 Integrated compliance demonstration

412. Integrated compliance demonstration is conducted in the same way as for the standard procedure. Operability and integration into central IT service management, in particular the analysis whether the IT service product can be used with the other resources required for IT service provision, are of particular relevance in this context.

4.2 In-service use phase

413. The phase of in-service use aims at the safe and economic use of a product or service in accordance with the intended purpose specified in the CP. The relevant prerequisites are already established during the realization phase or when the CP is created.

414. The in-service use phase begins with the delivery of the IT service product to the IT service provider of the major organizational element or the persons responsible for the operation of the IT service products (operators). The IT service provider assumes in-service and supply responsibility for the maintenance of materiel operational capability and readiness.

415. The in-service use phase of the IT service ends with the decommissioning and, if applicable, the segregation of the last item / capacity.

4.2.1 Tasks in the in-service use phase

416. All measures required to maintain and restore operational viability as well as materiel operational capability and readiness must be carried out in the phase of in-service use. The tasks of the in-service use phase relating to common IT services are supplemented by separate regulations[37].

4.2.1.1 Materiel responsibility for operational viability

417. The project manager is responsible for the management tasks to be performed to maintain and restore operational viability. The focus is on the common IT service products and their functionality in terms of their intended use.

418. Findings regarding necessary changes to the IT service are submitted to the ICT and taken into account when the CP is updated and planned.

[37] Regulations of subject area 0900-0999 “Provide IT Services of the FMoD area of responsibility”

4.2.1.2 In-service and supply responsibility for the maintenance of operational capability and readiness

419. As far as IT service products are concerned, the in-service and supply manager also performs the tasks of the "IT service manager for operation". If an IT service is provided by several providers, the center of excellence of the BwC Digital&CyberInfoDS CapDev responsible for the IT service portfolio segment coordinates their contributions vis-à-vis the project manager.

4.2.2 Further development of IT service products

420. The IT service provider and the project manager gain information through product monitoring and operation (operations, exercises and training) of the provided IT service ("lessons learned") and determine, if applicable, whether there is any need for adjustments or modifications. If so, these must be coordinated in the ICT and taken into account when the CP and the IT development plan are updated.

421. The further development of IT service products and their adjustment in terms of functionality or capacity (based on Section 3.3.4) is generally accomplished by way of CP segments, which will be taken into account whenever the CP is updated.

422. Beside further development and adjustment by means of additional CP segments, the product modification mechanisms specified in VG 95031 may have to be applied, if required.

5 Procedure for development solutions

501. The procedure for development solutions divides the analysis phase into two parts.

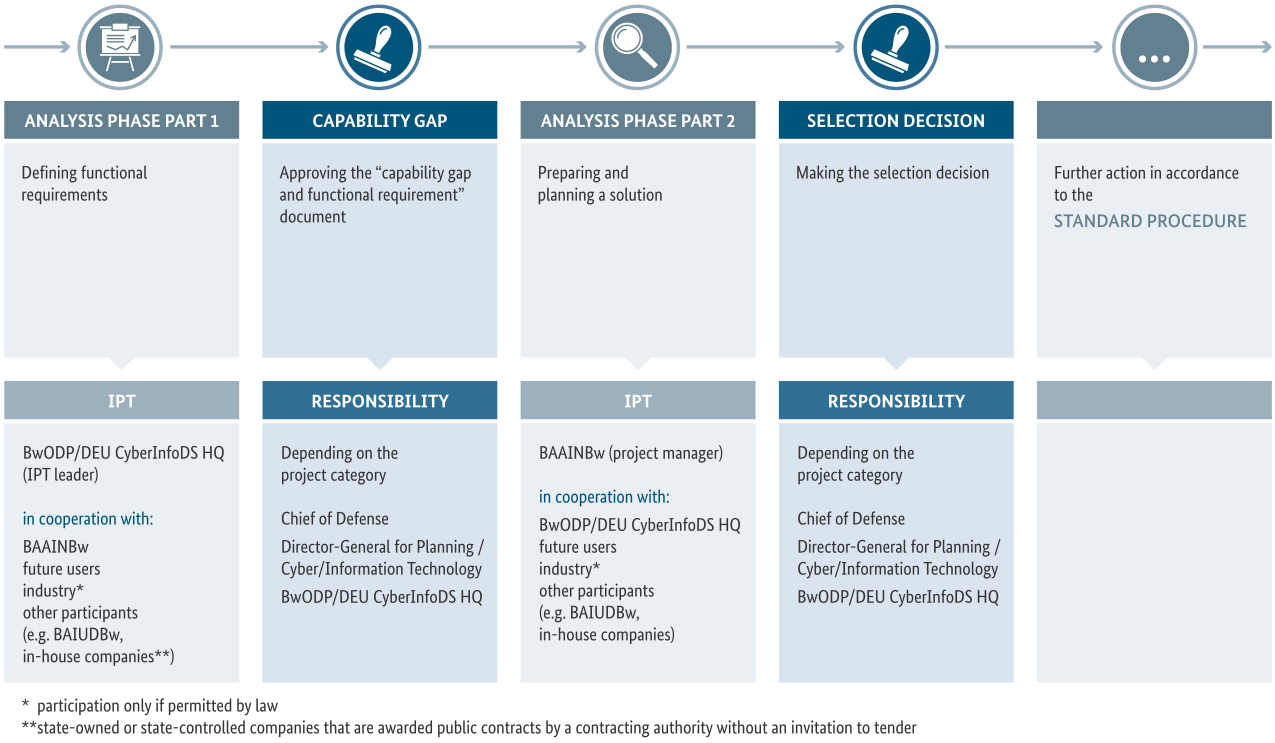

Figure 3: Procedure for development projects

5.1 Analysis phase

5.1.1 Tasks in part 1 of the analysis phase

502. Part 1 of the analysis phase starts with the commissioning of the "capability gap and functional requirement" document in accordance with General Publication A-400/7. The BwODP or the DEU CyberInfoDS HQ/BwC Digital&CyberInfoDS CapDev establishes an IPT or tasks an existing IPT with the preparation of the "capability gap and functional requirement" document and provides the IPT leader.

503. When the "capability gap and functional requirement" document is commissioned, it is decided which major organizational element or agency directly subordinate to the FMoD will be responsible for countersigning the prioritized requirements catalog and later on the statement of work[38]. Countersignature for projects within the Cyber/IT special portfolio will exclusively be performed by the DEU CyberInfoDS HQ after the future users have been involved in an adequate manner. For projects

[38] The Bundeswehr Joint Forces Operational Command (BwJFOCOM) is responsible for projects involving the development of future capabilities of special operations forces in accordance with General Publication A-210/12 VS-NfD.

involving Bundeswehr information technology, the DEU CyberInfoDS HQ will also countersign to confirm compliance with the requirements of the Ministerial CIO.

504. On the basis of operational scenarios, the IPT formulates the functional requirements in a prioritized requirements catalog. The formulation of requirements will be in accordance with the requirements controlling guidelines, focusing on the essence of the capability to be implemented, and must be derived from the strategic guidelines[39].

505. The future project manager provides the technical competence of BAAINBw and its agencies to the IPT, taking into account the results of defense R&T. This also ensures the project-specific transfer of knowledge, in particular when transitioning from part 1 to part 2 of the analysis phase.

506. The authorized representatives of the appropriate major organizational elements and the agencies directly subordinate to the FMoD[40] provide the future users'/operators' technical competence to the IPT. For the Planning case group, the authorized person designated by the Ministerial CIO must be involved if Bundeswehr information technology is affected; this person contributes technical competence with regard to the requirements of the Ministerial CIO. Additional agencies concerned must be consulted as required, especially in terms of the processing of project elements.

507. The authority responsible as per No. 503 countersigns the prioritized requirements catalog. The future project manager will provide advice as to the time factor and the existing technical possibilities. No. 309 specifies the authority responsible for signing. The IPT leader obtains the countersignature.

508. Annex 8.2.1 contains a more comprehensive list of the tasks to be performed.

5.1.2 "Capability gap and functional requirement" document

509. The result of the first part of the analysis phase is the "capability gap and functional requirement" document. In addition to outlining the capability gap, this document describes the functional requirements and other guidelines for developing the proposed solution, and also specifies the capability-specific demand. The necessary statements to be included in the "capability gap and functional requirement" document are specified in the document template[41]. The "capability gap and functional requirement" document must always include

- the description of the initial situation, including the capability gap,
- the functional requirements (in the form of a prioritized requirements catalog),
- the requirements forecast (in particular the estimated quantities over time), and
- the description of the framework conditions

[39] For example, the Federal Government's strategic paper for strengthening the German security and defense industry.
[40] The BwJFOCOM for the Bundeswehr special operations forces.
[41] The templates are available in the PBN wiki (Bundeswehr-internal website): https://wiki.bundeswehr.org/display/PBNWiki/Dokumentvorlagen.

as comparable components of an economic efficiency analysis.

510. The “capability gap and functional requirement” document is a requirements document that justifies the demand. In addition, it is a budgetary document that justifies the funds needed for stage 3 R&T measures in accordance with General Publication A-2711/1 VS-NfD “Wehrtechnische Forschung und Technologie” (defense research and technology) in the second part of the analysis phase. With regard to these measures, the “capability gap and functional requirement” document must demonstrate the economic efficiency in accordance with Section 7 para 2 of the Federal Budget Code. In addition, it must include statements on the funds to be entered in the budget. The Commissioner for Finance and Budget[42] must be involved in this case when the “capability gap and functional requirement” document is prepared, and co-signs the final version.

511. Prior to the approval of the “capability gap and functional requirement” document, the future project manager will, as a rule, confirm within five working days that the document is suitable for further processing with regard to the following aspects:

- the budget funds required for part 2 of the analysis phase (stage 3 R&T),
- completeness of information for the preparation of the proposed solution,
- adequacy of requested funds for the implementation of the project as part of medium-term financial planning, and
- the time periods scheduled for part 2 of the analysis phase and the realization phase.

512. The “capability gap and functional requirement” documents for “level A” measures[43] are submitted by the Directorate-General for Planning (Planning case group) or the Directorate-General for Cyber/IT (CIT case group) to the Chief of Defense for approval and are then forwarded to BAAINBw via the functional supervision authority. The “capability gap and functional requirement” documents for “level B” measures are approved by the Director-General for Planning or the Director-General for Cyber/IT for the respective case group and then forwarded to BAAINBw via the functional supervision authority.

The “capability gap and functional requirement” documents for level C and D measures are approved by the BwODP (Planning case group) or the DEU CyberInfoDS HQ (CIT case group) and then forwarded to BAAINBw. The FMoD branch exercising functional supervision must be provided with a copy for information.

As a rule, fifteen working days are planned for submission and approval.

[42] FMoD Budget Directorate, branch H I 4 for level A and B measures, BAAINBw ZA 2.2 for level C and D measures.

[43] See Directive of the Director-General for Planning dated 30 January 2024 in anticipation of the revision of A-400/7 Annex 4.2.

5.1.3 Tasks in part 2 of the analysis phase

513. Upon approval of the "capability gap and functional requirement" document, the responsibility is transferred to the Director-General for Armament or the Director-General for Cyber/IT or it remains with the Director-General for Cyber/IT, as applicable. BAAINBw assumes leadership of the IPT and designates the project manager for this function. This is generally the future project manager from part 1 of the analysis phase.

514. The project manager initiates the categorization of the project. The project manager applies the project management requirements (Annex 8.3) and prepares the project handbook. The project elements must be properly taken into account during project planning (Annex 8.1).

515. In a first step, the project manager, together with the IPT, details the functional requirements in preparation of the statement of work within the framework of a system structure using technical and functional performance targets.

516. The IPT analyzes and assesses possible solutions based on the prioritized requirements catalog in terms of performance, time, costs and risks, taking into account the entire life cycle[44]. In order to reduce risks, the use of components already developed or currently in development should be examined. The exclusion of solutions must be justified. This also applies if other IT services/IT products are to be introduced despite the fact that common IT services/IT products are available. The result will be documented in a proposed solution. It must meet all capability-determining requirements and should not significantly exceed the funds to be earmarked as part of medium-term financial planning documented in the "capability gap and functional requirement" document.

517. In order to speed up the processing, the future project manager should, if possible, start preparing the solution proposal as early as in part 1 of the analysis phase while respecting the responsibilities in the IPT (concurrent development of the documents "capability gap and functional requirement" and "proposed solution"). In this case, both documents may be submitted for approval at the same time.

518. Annex 8.2.1 contains a more comprehensive list of the tasks to be performed in the analysis phase.

5.1.4 Proposed solution

519. The necessary statements to be made in the proposed solution are specified in the document template. The following parts are mandatory:

- assumptions made,

[44] See A-1510/1.

- possible and rejected solutions and courses of action[45],
- calculation of the courses of action that are considered to meet the demand,
- prediction of the budget funds required,
- risk assessment (in particular the assessment of scheduling-related and financial risks and possible mitigation measures), and
- a decision proposal including a proposal for conducting efficiency reviews and the criteria they are based on.

Where appropriate, a sensitivity analysis must be performed. If there are several courses of action that are considered to meet the demand, a comparison of these different options must be performed.

5.1.5 Submission of the proposed solution/making the selection decision

520. The procedure followed here corresponds to the procedure applied to a "capability gap and functional requirement including proposed solution" document in accordance with section 3.1.3.

5.2 Realization phase

521. Corresponds to the standard procedure (section 3.2).

5.3 In-service use phase

522. Corresponds to the standard procedure (section 3.3).

[45] Even if, given the existing framework conditions, the (further) development of a product is considered to be the best solution, there is still an obligation to properly assess other realistic solutions and briefly document the justified reasons for their rejection, if applicable.

6 Fast-track initiative for operations

601. Unforeseeable urgent operational requirements[46] are communicated to the BwJFOCOM by means of a "fast-track initiative for operations".

602. "Fast-track initiatives for operations" must be given top priority and be geared to solutions that are quickly available on the market in order to be able to provide partial capabilities at an early stage, if required. Development solutions are not suitable due to the operational urgency.

603. If no agreement can be reached at office level in a particular step of the procedure and FMoD involvement is required or, as the case may be, a need for adjustments at ministry level is identified, an ad-hoc body will be convened by the Directorate-General for Joint Forces Readiness and Support (EBU) Branch II 2 within the FMoD consisting of the branches FMoD EBU II 2, FMoD CIT II 1, FMoD Plg I 7, FMoD H I 6, the functional supervision authorities and other branches or subordinate agencies, as required. If no agreement is reached, the Director-General for Joint Forces Readiness and Support must obtain a decision at the level of the Directors-General without delay.

6.1 Procedural steps

604. **Fast-track initiative request:** In addition to describing the capability gap, the functional requirements and the quantities/license requirements, a fast-track initiative request should also propose commercially available solutions. Such a request must be submitted to the BwJFOCOM without delay.

605. **Operational assessment/Examining options for provision from stock:** The BwJFOCOM carries out an operational assessment to confirm the operational necessity and urgency of the fast-track initiative. Upon completion of the operational assessment, the demand is accepted or rejected from an operational point of view. In addition, the BwJFOCOM examines whether it is possible to close the capability gap within the contingent by using materiel available in Germany. Following the operational assessment, accepted fast-track initiatives are submitted to the BwODP.

606. **Assessment from a planning perspective/Selecting a course of action:** The fast-track initiative case group will be specified in accordance with the provisions of General Publication A-400/7.

Fast-track initiatives assigned to the CIT case group are processed by the DEU CyberInfoDS HQ/BwC Digital&CyberInfoDS CapDev, all others are processed by the BwODP. The BwODP and the DEU CyberInfoDS HQ/BwC Digital&CyberInfoDS CapDev respectively are in charge of the assessment from a planning perspective.

Within the scope of its responsibility, BAAINBw contributes its technical and economic expertise, estimating the required budget funds, taking into account the entire life cycle and the implementation

[46] This procedure may also be applied to "Bundeswehr measures in connection with standby commitments and approved missions" as well as with missions commissioned by the FMoD executive group at short notice.

period as well as the proposal for the implementation of the fast-track initiative. In this context, only options that are expected to immediately meet the demand may be considered, and, due to the urgency, only a single solution based on the existing technical and economic expertise may be prepared. If required, the BwODP or the DEU CyberInfoDS HQ/BwC Digital&CyberInfoDS CapDev will involve additional agencies in the assessment. As a rule, the implementation period until delivery of the items requested by means of fast-track initiatives should not exceed twelve months after submission of the request. Decisions on deviations from this rule will be taken by the BwODP or the DEU CyberInfoDS HQ/BwC Digital&CyberInfoDS CapDev in coordination with the BwJFOCOM.

607. The results of the procedural steps are summarized by IT Support in an implementation proposal for the fast-track initiative. Based on this, the BwODP or the DEU CyberInfoDS HQ take the implementation decision on the further procedure (e.g. PBN, product modification, Bundeswehr Purchasing). The functional supervision authorities must be informed in an appropriate form of the implementation decision by the BwODP or the DEU CyberInfoDS HQ/BwC Digital&CyberInfoDS CapDev. Together with the implementation proposal, the implementation decision is the document justifying the demand and the budget funds and must meet the requirements of Section 7 paragraph 2 and Section 24 of the Federal Budget Code.

608. The funds manager will examine the financial feasibility, release the funds from the budget and confirm the funding commitment; this will be done in coordination with the chapter branch, if necessary. In case the funds exceed those entered in the budget, FMoD Plg II 5 must be involved.

609. In the event of significant changes[47] the implementation decision will be adapted and re-submitted for approval.

610. If the implementation decision stipulates that the demand must be met by means of project-based procurement and in-service use (PBN), the fast-track initiative for operations will be continued as a category C project in the realization phase. An additional selection decision document is not required.

6.2 National and collective defense

611. As a rule, the fast-track initiative procedure will be applied in a state of tension or defense.

612. The acceptance of the fast-track initiative request and the operational assessment are performed by the competent command. Regarding measures which would be considered in Strategic Capability Controlling during routine duty, the Directorate-General for Planning at the FMoD must be informed at an early stage.

[47] Significant changes of an item or cost increases of more than 15 percent in accordance with the general administrative regulations of the Federal Budget Code No. 2.2 regarding Section 54 of the Federal Budget Code.

7 Elements relevant across different projects

7.1 Program management and coordination

701. The project managers plan and control their projects independently, taking into account interfaces with other projects. If there are significant system interrelations or interdependencies between two or more projects, these projects are combined to form a program managed by a program manager.

702. The project sponsor of the project with the highest project category decides on the establishment of a program. Procurement projects within the cluster logics approach are always part of the relevant cluster-related program and are not included in other programs.

703. In order to establish such a program, BAAINBw appoints the program manager and approves the program handbook to be prepared by this program manager as a source of information and guidance for all program participants. When implementing the program order, the program manager has directive authority over the project managers with regard to project contributions to the program.

704. Even if a project is integrated into a program, the project managers still have the responsibility for the project, in particular for achieving the project target as specified by the program manager.

705. The program manager plans, monitors and controls the program and is responsible for risk management at program level. The program manager establishes guidelines for the notification of required budget funds from a superior program perspective, which must be implemented by the project managers.

706. If the projects that have been integrated into a program are subject to different functional supervision authorities, the latter must reach an agreement as to the functional supervision over the program.

707. In the case of projects or programs that require a greater integration effort, BAAINBw ensures, by way of a coordinating body, that all parties involved take the necessary measures to ensure timely integration. The overall responsibility for integration remains within the project or program.

7.2 Treatment of disruptions in the course of a project

708. Problems that make it impossible to achieve the project target (performance, time, cost) and that cannot be solved by the IPT or ICT lead to disruptions in the course of the project.

709. Disruptions in the course of the project must be resolved as quickly as possible. To this end, the project manager, in consultation with intermediate levels, will bring about a decision at a higher level, meaning at Head of Directorate level at the offices involved for category A and B projects, and at division chief level or similar for category C and D projects. For the Cyber/IT special portfolio, this is first

and foremost the cluster control group or, when several clusters are concerned, the cluster management board. In general, the decision must be brought about within ten working days.

710. In accordance with the risk reporting requirements[48] and as part of regular risk reporting or when necessary, the project manager will immediately report to the project sponsor any disruptions in the course of a project that cannot be resolved at Head of Directorate/division chief level, including a recommendation for further action. If a project is embedded in a program, the project manager will submit reports via the program manager. The project sponsor decides on the further course of action, for example changing the PBN procedure or the procurement procedure. This calls for the involvement of at least the Directorate-General for Planning or Cyber/IT within the FMoD for category A and B projects and of the BwODP or the CyberInfoDS HQ/BwC Digital&CyberInfoDS CapDev for category C and D projects. This procedure also applies to programs.

711. If an amendment to the selection decision document is required to resolve the disruption[49], a "capability gap and functional requirement including proposed solution" change document must be prepared which only illustrates the changes with respect to the previous selection decision as well as the new overall budget funds required and the approved demand/quantities/licenses. In general, this also applies to the development solutions procedure. The tasks, responsibilities and involvement in the preparation, co-signature, submission and signing of such a document as well as the relevant deadlines arise from the requirements applicable to the original documents.

712. If requirements arise in the course of the development solutions procedure of part 2 of the analysis phase that are based on lessons learned from operations, for example, and thus have to be taken into account, a "capability gap and functional requirement" change document must be prepared. The tasks, responsibilities and involvement in the preparation, co-signature, submission and signing of such a document as well as the relevant deadlines of a "capability gap and functional requirement" change document arise from the requirements applicable to the basic "capability gap and functional requirement" document. It is absolutely mandatory to assess whether the proposed changes of the requirements are necessary (requirements controlling).

713. If there is a cost increase of more than 15 percent or by more than 25 million euros for projects with an overall investment requirement of at least 25 million euros, this matter must be reported to the Directorate-General for Planning via the functional supervision authority so that an assessment from an overall planning perspective can be made. This report must be submitted before the necessary documentation (if any) is prepared. In general, the matter must be decided within ten working days. Moreover, in the case of category A or B projects, Branch I 6 of the FMoD Directorate-General for Planning must be informed as part of risk reporting if there are any delays of more than one year which

[48] Refer to General Publication A-1500/30 "Risikomanagement im Rüstungsmanagement" (Risk management in armaments management).
[49] cf. footnote 47.

have not been caused by a lack of funding or if (sub-)capabilities have not been achieved. If the Cyber/IT special portfolio is affected, the Directorate-General for Cyber/IT of the FMoD must be involved.

7.3 Decision-making authority within the Project-based Procurement and In-Service Use process

714. No two projects are identical in terms of how they are approached and develop over time, therefore a generic process such as PBN can only serve as a framework. This framework must be applied in a results-oriented manner on a case-by-case basis to achieve effective and efficient project implementation. Deviations from PBN may, however, be necessary, in particular in the case of multinational projects based on Memorandums of Understanding.

715. PBN decision-making authorities have been established at Branch I 1 of the FMoD Directorate-General for Armament and at BAAINBw ZA5.2, which are responsible for making decisions on deviations from PBN. For the procurement procedure for IT services within the cluster logics approach, Branch I 4 of the Directorate-General for Cyber/Information Technology and/or BAAINBw Digitalization Staff D1 will be involved, in addition.

716. Decisions for project categories A and B are made by the FMoD, and by BAAINBw for project categories C and D, within a period of five working days, if possible. The decision-making authority at BAAINBw will inform the FMoD about its decisions.

8 Annexes

8.1 Project elements

Project elements are the different subject areas in which a project is processed or the use of a product is controlled in order to achieve and maintain operational viability. Depending on the type of project or product, no action may be required within specific project elements. Experts from the pertinent specialist areas must be involved in the decision whether they are relevant.

The implementation of the project elements must be assessed in the course of integrated compliance demonstration, if the latter is required.

8.1.1 Command and control/operations

Command and control comprises the purposeful employment of forces with regard to space, time and information. The “Command and control/operations” project element includes the adaptation, amendment and revision of command and control regulations and operational doctrine.

8.1.2 Organization

In the “Organization” project element, all measures for changing organizational structures and procedures of military and civilian agencies as well as for establishing/disbanding military and civilian agencies are consolidated. This also includes the preparation of basic organization documents, if necessary.

8.1.3 Personnel/training

The “Personnel/training” project element must describe all measures required for determining any personnel requirement and related regeneration requirements and for ensuring the availability of existing personnel of the future users/operators for the realization phase and the phase of in-service use in the numbers required and with the necessary qualification (including the required training organization and material). Statements on personnel requirements, restrictions and alternative courses of action for the project must already be made during the analysis phase. In this context, the Federal Office of Bundeswehr Personnel Management, the Armed Forces Office and the major organizational elements concerned must be involved in the specialist planning process.

In general, the project manager is responsible for initial training, whereas the in-service and supply manager is responsible for regeneration training. The authorized representative will involve the relevant training organizations from the start.

8.1.4 Logistics

The “Logistics” project element comprises the definition of all essential product and service-related requirements for the planning, implementation and control of logistic assets and procedures on operations, during routine home base duty activities, training and exercises, taking into account required rights of use and licenses.

The logistic strategy and essential logistics requirements must be considered early on in the analysis phase. It must be ensured that the products and services to be procured in accordance with this General Publication fit in seamlessly with the Bundeswehr logistics system, including SASPF. Implementation guidelines must be laid down in a project-related logistic concept that is compatible with the Bundeswehr logistics system. This concept outlines the logistic framework for the implementation and in-service use of products and services, including the pertinent IT requirements. It must be analyzed early on at which points industry services, for example services performed by in-house companies, may be purposefully integrated into the logistic process. The Director of Bundeswehr Logistics must be involved throughout this process.

The development of the “Logistics” project element is detailed in General Publication C1-1500/3-7017 VS-NfD “Ausplanung und Ausgestaltung des Projektelementes Logistik” (Detailed planning and development of the “Logistics” project element).

In the processing of the “Logistics” project element, the relevant in-house companies and the Bundeswehr Purchasing management authority must be duly involved (e.g. in terms of the provision of spare and exchange parts or open-end maintenance contracts).

8.1.5 Infrastructure

The “Infrastructure” project element is used to determine early on the need for infrastructure and facilities required for fielding, using and, if applicable, segregating a product, ideally by providing a reference to the specific location. Statements on restrictions and the need for action in terms of infrastructure must already be made during the analysis phase of the project. In this context, the relevant major organizational elements and the Federal Office of Bundeswehr Infrastructure, Environmental Protection and Services must be involved.

If the required infrastructure does not exist or is not readily available, all options for providing such infrastructure, e.g. combined awarding of contracts, leasing, or the provision of new infrastructure, must be considered and evaluated in the analysis phase in accordance with the provisions of General Publication A-1810/20 "Steuerung Infrastrukturplanung” (Infrastructure planning control). These options must then be taken into account in the further course of the project along with their prospective time schedules for implementation and their required funding. In doing so, particular attention must be paid to the synchronized provision of the individual contributions that are relevant to capabilities.

8.1.6 Safe operation and ergonomics

The statutory requirements

- regarding occupational safety and health (for example, radiation protection, chemical safety, and technical safety), hygiene and infection protection,
- regarding safe use of means and routes of transport by land, water and air including operating license, license for public roads, certification of seaworthiness, certification of airworthiness, operating authorizations to perform work on products and on-board equipment as defined in A-275/1 and approval requirements, and
- regarding ammunition and firing safety

must be implemented, and the Bundeswehr regulations regarding the above and

- regarding chemical, biological, radiological and nuclear (CBRN) hardening[50], and
- regarding ergonomics, including software ergonomics,

must be observed.

The relevant authorities must be involved as early as possible. Exemptions and the limits to such exemptions must be coordinated with these authorities early on. In order to meet the requirements, organizational measures should be preferred over modifications to commercially available solutions.

8.1.7 Security management

8.1.7.1 Military/physical security

Military security is part of the “Ensuring military intelligence” performance process. Military security aims at combating attacks by antisecurity forces and is ensured by physical security, counterintelligence and security protection measures (protection of classified material). Physical security covers all personnel, physical and organizational measures taken to ensure military security. Counterintelligence comprises all measures for which the Federal Office of Military Counter-Intelligence is responsible within its statutory tasks.

The Federal Office supports relevant projects in the preparation of a physical security concept and participates in the IPT for this purpose. Whether a project is relevant will be determined by the Federal Office at the beginning of the analysis phase. Should significant changes arise in the course of the project that call for a re-evaluation of its relevance, the Federal Office of Military Counter-Intelligence must again be involved.

[50] Refer to Conceptual Document K2-9000/20 VS-NfD "ABC-Härtung” (CBRN hardening).

8.1.7.2 Data protection

If the products and services to be implemented are designed to process personal data during in-service use, data protection requirements must be strictly observed and taken into account in a timely manner. This includes, for example, the preparation of a data protection concept including the examination of whether a data protection impact assessment under Article 35 of GDPR must be prepared. In addition, it is necessary to document who will be the controller as per Article 4 No. 7 of GDPR, whether there will be joint processing (Article 26 of GDPR) or whether there will be data processing in accordance with Article 28 of GDPR and who will be responsible for entering into the associated agreements.

The aforementioned preliminary considerations, definitions and implementations must be made or prepared as early as possible in step with the project's progress. At the latest, they must be completed when the approval for in-service use is granted. General Publication A-2122/4 contains more detailed regulations.

If the aforementioned preliminary considerations, definitions and implementations concern the processing of personal data, a proper and early involvement of the Commissioner for Data Protection within the area of responsibility of the Federal Ministry of Defense must be ensured in accordance with Article 38 (1) of GDPR.

8.1.7.3 Information security

Information security comprises all measures taken to ensure the confidentiality, integrity and availability of information and personal data and, if required, the consideration of data protection requirements in information processing to the necessary extent. All activities relevant to information security must be incorporated into a project-related information security concept and co-signed by the German Military Security Accreditation Authority (DEUmilSAA).

Accreditation by DEUmilSAA is required as per Conceptual Document K-10/2. General Publication A-960/1 "Informationssicherheit" (Information security) contains more detailed regulations.

8.1.8 Architecture, standardization, frequency supportability, IT and data management

8.1.8.1 Architecture

Bundeswehr Enterprise Architecture Management has been created as the basis for a systematic, digitalized representation of the interdependencies and interfaces between the systemic elements of the Bundeswehr. In this context, all PBN projects are required to establish project architectures derived from the operational elements and the reference architectures relevant to the project. This way, it is possible to illustrate the interdependencies within the Bundeswehr overall system, to map interoperability requirements, to prepare the prioritized requirements catalog and to integrate the project

into the Bundeswehr Enterprise Architecture. The effort and scope of this task is always based on the information requirements and the subject-matter of the project.

8.1.8.2 Standardization

Standardization involves the consistent application of standards, aiming at interoperability, risk minimization and legal security. In this context, the best practice requirements of the European Defence Standards Reference System (EDSTAR) and the obligations under the Standardization Agreements (STANAG) of the North Atlantic Treaty Organization (NATO) ratified by Germany must also be considered and assessed in terms of a possible integration into the relevant reference architectures. Capability-determining requirements derived from standards must be taken into account in the prioritized requirements catalog, and their implementation must be documented[51]. DIN EN 16341 "Selection of standards and standard-like documents for defense products and services - Order of preference" must be applied to determine the order of preference.

8.1.8.3 Frequency supportability

The result of the increasingly high utilization of the radio spectrum is a situation in which each additional intended application competes with already existing applications operating within the radio spectrum. Using frequencies in an economic manner is the only way to avoid that armaments projects are negatively impacted by a lack of frequencies.

As soon as it becomes apparent within a project that radio frequencies will have to be used, the frequency management office of BAAINBw and the National Radio Frequency Agency Germany (NARFA DEU) must be involved. Early on, the IPT will have to determine which frequency bands can be used for the project. General Publication A1-950/0-4549 "Frequenzverfügbarkeit für Funkstellen und -systeme" (Frequency supportability for radio stations and systems) contains more detailed regulations.

8.1.8.4 IT management

The following provisions/requirements must be taken into account regarding IT management:

- project-specific requirements laid down by the Bundeswehr IT system business architect[52], the solution architect and the IT service designer resulting from the system architecture and the IT service design/management of the Bundeswehr IT system, in particular in terms of the reuse of common IT services/products;
- IT standardization requirements for projects concerned, guidelines for improving interoperability, intraoperability and conformity with Federated Mission Networking,
- if applicable, requirements for the use of software products (licenses) in accordance with the contract; and

[51] Refer to General Publication A-425/1 "Standardisierung" (Standardization).
[52] Refer to A-910/4.

- if applicable, binding whole-of-government IT requirements specified by the Federal Government.

Proof of compliance with these requirements must be submitted to the Bundeswehr IT System business architect and the IT service designer and documented in the architecture model.

8.1.8.5 Data management

The use, generation and transfer of data within the project must be documented in a data catalog.

In order to maintain system-wide data consistency and coherence, the project manager will provide the project-specific contribution to the relevant data spaces[53]. The project manager ensures continuous digital availability of project- and product-specific data throughout the entire life cycle. The project manager implements the specifications of the data owner regarding data management in the project at an early stage.

Relevant meta data arising during the life cycle of the product or the product-specific service must be documented in a data model, stored in the Bundeswehr IT System or made available to it by means of mutual data exchange or reciprocal data integration. The data owners must observe and implement the requirements stipulated by the Bundeswehr data governance office.

8.1.9 Bundeswehr Geoinformation Affairs

In this project element, the required geoinformation support must be planned and illustrated (subareas: GeoInfo data collection, GeoInfo production, GeoInfo data management, GeoInfo advisory services as well as positioning, navigation, and timing). This includes in particular:

- provision of geoinformation data and products,
- advice and support in the form of analyses, predictions and geoscientific expertise regarding geographical phenomena and environmental conditions (geospatial factors), including their implications,
- advice on positioning, navigation, and timing to ensure reliable availability of assets and procedures, and
- advice on data formats, interfaces, transmission bandwidths, storage requirements as well as geographic information system functionalities and software.

The Bundeswehr Geoinformation Center is responsible for processing the project element, as well as coordinating technical matters between the major organizational elements and domains, for the head of the Bundeswehr Geoinformation Service.

[53] Refer to General Publication K-9000/081 "Umsetzung der Datenstrategie GB BMVg" (Implementation of the data strategy within the FMoD's area of responsibility).

8.1.10 Sustainability, environmental protection and hazardous cargo transportation

The sustainability of products and services must be taken into account starting from the identification of demand up until and including disposal. This means that it is necessary to check during the identification and definition of the requirements whether sustainable solutions can be used. Operational needs take precedence over sustainability aspects.

All environmental impacts associated with the product and all existing regulations prohibiting or restricting the use of substances that may result in obsolescence must be analyzed, assessed and documented, and courses of action for avoiding such substances throughout the entire life cycle must be developed. The environmental regulations and courses of action determined as per the above as well as public sector obligations under Section 45 of the Circular Economy Act must be considered in the statement of work. In order to facilitate safe handling of products during their use and disposal, the contractor must provide a list of all substances having dangerous properties as well as substances that damage the ozone layer and climate along with the product assemblies they are contained in, as well as a disposal concept. If exemptions are required, and legally possible, they must be requested.

This project element also comprises statutory and military provisions for the transportation of hazardous materials.

8.2 Tasks in the individual phases of the Project-based Procurement and In-Service Use process

8.2.1 Tasks in the analysis phase

In addition to the tasks described in Section 3, the tasks in the analysis phase include, in particular:

- reviewing and evaluating the framework conditions and prerequisites for closing the capability gap, in particular
  - + lessons learned and experience from in-service use and operation (e.g. on the basis of the Bundeswehr mission review, exchange of experience with in-house companies),
  - + lessons learned and capability requirements of allies and partners,
  - + findings from technical evaluations of foreign defense materiel[54],
  - + information on products, IT services and other services that are in use, commercially available or currently in development, in particular commercial, governmental, and military off-the-shelf (CGM) products and services,
  - + lessons learned and findings from the field of standardization,
  - + lessons learned from international armaments cooperation,
  - + lessons learned and findings from defense research and technology,
  - + lessons learned and findings from the application of the methods for the future and further development of the Bundeswehr[55],
  - + findings from service inventions and federal patents,
  - + lessons learned from innovation management[56],
  - + lessons learned from multinational capability development mechanisms, measures and projects, and
  - + the requirements of General Publication A-2146/1 "Prüfung neuer Waffen, Mittel und Methoden der Kriegführung" (Review of new weapons, means and methods of warfare);
- making use of the technical expertise of the Bundeswehr technical centers and research institutes;
- processing project elements, which includes controlling and monitoring the preparation of all required product-specific strategies and concepts (e.g. logistic strategy, project-related logistic concept, operational concept, training concept, information security concept, data protection concept, approval strategy, disposal concept),
- documenting requirements in accordance with the established data processing procedure[57] for requirements engineering using stringent requirements controlling,
- representing the project during reviews and vis-à-vis outside parties,

[54] Refer to General Publication A1-1120/3-7000 VS-NfD "Technische Auswertung fremdes Wehrmaterial" (Technical evaluation of foreign defense materiel).
[55] Refer to General Publication A-450/1 "Methoden der Zukunfts- und Weiterentwicklung" (Methods for future and further development).
[56] Refer to General Publication A-400/9 VS-NfD "Innovationsmanagement" (Innovation management).
[57] At the time this General Publication enters into force: Require.7.

- maintaining the decision-making documents and the project data through Customer Product Management (CPM) IT support,
- determining quantities and license requirements,
- incorporating financial requirements in the Financial Requirements Analysis (FBA) or the budget plan,
- checking whether essential national security interests in accordance with Art. 346 of the Treaty on the Functioning of the European Union (TFEU) could be affected.

8.2.2 Tasks in the realization phase

In addition to the tasks described in Section 3, the tasks in the realization phase include, in particular:

- preparing from a planning point of view, controlling (including change management) and monitoring the implementation process, including all project elements concerned and interdependencies with other projects (project interfaces),
- controlling and monitoring the preparation and finalization of all required product-specific strategies and concepts,
- deriving the performance requirements of the statement of work from the functional requirements of the prioritized requirements catalog and the correlated technical and functional performance targets in accordance with the established data processing procedure for requirements engineering using stringent requirements controlling, and updating the requirements,
- controlling, monitoring and documenting the project-related costs[58] in order to minimize life cycle costs, taking into account the product-related target in-service use profile defined in the selection decision document,
- controlling national and international agreements,
- developing and updating contributions as a basis for planning implementation (requirements updating, planning proposal, financial requirements analysis and resource plan),
- preparing and presenting inputs to program sheets used for the annual program negotiations,
- controlling and monitoring the flow of project-related funds,
- representing the project during reviews and vis-à-vis outside parties,
- maintaining the decision-making documents and the project data through CPM IT support,
- helping prepare reports for the committees of the German Bundestag, the Supreme Audit Institution (SAI), and other institutions.
- preparing and submitting "capability gap and functional requirement including proposed solution" change documents or supplements to selection decision documents, if required, and
- taking into account the requirements of A-2146/1.

[58] Refer to A-1510/1.

8.2.3 Tasks in the in-service use phase

The tasks of the in-service use phase can only be performed in close cooperation between the materiel manager for operational viability and the in-service and supply manager. General Publication A1-1530/0-7000 VS-NfD specifies the tasks of the in-service use phase in more detail. Additional tasks that are absolutely necessary, e.g. because they are required by the Bundeswehr CAMO, can be established as needed.

In addition to the tasks described in Section 3, the tasks relating to materiel responsibility for operational viability include, in particular:

- processing project elements,
- managing risks in the relevant area of responsibility,
- managing life cycle cost,
- product monitoring,
- dealing with deficiencies,
- obsolescence management,
- managing the product-related in-service use situation,
- carrying out logistic measures within the area of responsibility,
- preparing contributions to financial planning and budget preparation/management relating to operational viability,
- initiating and managing replenishment and replacement procurements,
- managing postdesign services,
- initiating and managing product modifications[59] while taking into account the requirements of General Publication A-2146/1,
- adjusting requirements, and
- disposal, i.e. segregating materiel and supporting its further use for other purposes.

In addition to the tasks described in Section 3, the tasks relating to in-service and supply responsibility include, in particular:

- ensuring proper operation,
- operational fleet management,
- managing risks in the relevant area of responsibility,
- preparing contributions to financial planning and budget preparation/management relating to operational readiness, and
- carrying out logistic measures within the area of responsibility.

[59] Also on the basis of requirements from projects with interfaces to the product.

8.3 Terms and definitions

The technical terms used in this publication are generally stored in the Bundeswehr terminology database and are thus binding[60]. This annex therefore only explains a few terms separately which are not covered there or which require additional explanations.

Case group

All measures of Integrated Planning are generally classified as follows with regard to their defining capability:

- Planning case group: The defining capability of the measure lies outside the IT services of the Cyber/IT special portfolio.
- CIT case group: The defining capability of the measure is provided by IT services of the Cyber/IT special portfolio.

The CIT case group includes, in particular, measures for new or improved IT services/modules of the Cyber/IT special portfolio (including, if applicable, containers and other devices used for the integration of the IT solution into non-IT equipment for operations) or other IT-oriented platforms/facilities as well as effects on any existing platforms/facilities.

Further details on the Planning and CIT case groups were specified by the Directive of the Director-General for Planning dated 30 January 2024 in anticipation of the revision of A-400/7.

Integrated Cluster Teams (ICT)

Within the scope of the digitalization platform for the FMoD's area of responsibility, one ICT each is set up per cluster under the direction of the relevant center of excellence to manage the implementation tasks at office level, i.e. the level of the offices subordinate to the FMoD. If required, further project/product/task-related subordinate working groups may be established under the overall responsibility and the authority of the ICT.

The following representatives are ICT members throughout all phases: BwC Digital&CyberInfoDS CapDev center of excellence (as team leader) and BAAINBw program organization. Due to the Ministerial CIO's exclusive authority to define the requirements for the Cyber/IT special portfolio, all potential users/operators – including those of the other major organizational elements – are represented by the CyberInfoDS major organizational element as the central requesting authority of the Cyber/IT special portfolio and are thus adequately involved by it. Further participants (e.g. the cluster branch exercising functional supervision, the IT service owner, the IT service manager for operation, the project manager) – in particular the cluster POC of the in-house company BWI GmbH – may be involved by the ICT as required.

[60] Refer to General Publication "Terminologiearbeit" (Terminological Work) A-425/2, No. 207.

The ICT

- operationally controls the IT service portfolio segment assigned to the cluster throughout the entire life cycle,
- controls, coordinates and supports – in a requirements-oriented manner – the individual role participants of the cluster from Planning, Equipment & In-service Support as well as In-service Use and Operations during the fulfillment of their tasks,
- ensures the consistency of all parts of the cluster program as well as of the projects initiated by the CP, and of the IT services and IT service products implemented by means of these projects,
- ensures the information exchange between the individual role participants and
- discusses the common planning and operational framework of the cluster with the main processes concerned as well as with the offices, the agencies directly subordinate to the FMoD and the commands of the major organizational elements.

For projects/products for which the demand and the budget funds have been justified by means of the CP, the ICT performs all tasks of an IPT.

Integrated project teams (IPT)

IPTs are established at the beginning of the analysis phase at the latest to accomplish the tasks at hand throughout the life cycle of a project/product. The IPT leader has the overall responsibility and exclusive decision-making powers. If a deputy IPT leader is appointed, the leader and the deputy will decide jointly.

Agencies that use the product but are not assigned to any major organizational element may also designate their own authorized representatives, if required. If the project involves several users/operators, a joint representation should be considered for efficiency purposes.

BAAINBw will obtain the specialist competence of in-house companies, if required. Involvement of business and industry will, if necessary and permitted by (public procurement) law, be in accordance with the requirements of General Publication A-2190/2 “Beteiligung der Industrie in Integrierten Projektteams in den verschiedenen Phasen des Customer Product Management” (Industry involvement in integrated project teams in the different phases of the Customer Product Management process).

An IPT may be responsible for several projects.

(technical-functional) performance target

Performance targets are composed of a technical requirement and its associated system element.

The technical requirement is the technical specification of a functional requirement of the prioritized requirements catalog. In addition, a technical requirement results in a possible realization target which will, after further specification (if any), be listed in the statement of work as a performance requirement.

A functional requirement of the prioritized requirements catalog may be converted into several technical requirements.

The system element describes the associated functional unit (comparable to an assembly or software process or a work step of a service) which is implemented on the basis of one or more technical requirements.

Planning category

Capability development in the integrated planning process is conducted in accordance with General Publication A-400/7 in the following planning categories: armaments, personnel, infrastructure, organization and operation.

Project-based procurement and in-service use (PBN) documents

Findings, important decisions and further courses of action are recorded in PBN documents in accordance with the standards laid down in this General Publication. Documents with comparable contents prepared by partners may be declared PBN documents (“cover sheet procedure”).

Project/program handbook

A project handbook contains an overview of the project management approach in the project. It serves to inform and provide guidance for all parties involved in the project. It helps new personnel to become more quickly familiar with the project and make productive contributions within a short period of time. Based on the project management handbook[61], this document will be prepared step by step by the parties involved in the project. This means that all parties involved must accept the specified tasks, competencies and responsibilities.

The program handbook documents the tasks, competencies and responsibilities of the program manager, the associated projects, the program order, the competent bodies exercising functional supervision over the program and other framework conditions as required.

Project category

The project category helps to efficiently use available resources at all levels and to align the effort for risk management and controlling with the complexity of the project. The criteria and procedures for determining and changing the project category are defined in General Publication A-1500/32.

There are four project categories ranging from A to D. Category A and B projects are dealt with at ministerial level.

The decision on the category of a project is taken after the “capability gap and functional requirement including proposed solution” document has been commissioned or the “capability gap and functional

[61] See project management wiki: https://wiki.bundeswehr.org/display/ProjektmanagementBw (Bundeswehr-internal website).

requirement" document has been approved. Excluded from this are projects based on a fast-track initiative for operations (project category C) or projects under the simplified procedure for procurements of up to 500,000 euros (Section 3.1.4, always project category D).

Project management

According to DIN 69901-5 „Projektmanagement – Projektmanagementsysteme – Teil 5: Begriffe" (Project management - Project management systems - Part 5: Concepts), project management comprises all command and control tasks and organization, management techniques and resources necessary for the initiation, definition, planning, control and finalization of projects.

In the Bundeswehr, it is divided into nine project management components[62] to be processed by the project manager:

- **Integration management** serves to coordinate the components among each other and the interdependencies with other projects (project interfaces) as well as to weigh up competing objectives and options.
- **Requirements engineering** helps to develop requirements on the basis of the operational scenarios, ranging from the functional requirements to those stated in the statement of work, and it supports change and configuration management in the further course of the project.
- **Budget management** includes cost estimates for project planning, the notification of required budget funds and controlling of the outflow of funds. The costs are considered throughout the entire life cycle.
- **Contract management** covers all stages of the PBN. It includes, in particular, the design of award procedures as well as contract processing and contract execution under the lead responsibility of the competent contract branches. The project manager must therefore act in close cooperation with the competent contract branch throughout all phases of the PBN.
- **Schedule management** covers time planning and keeping track of project schedules.
- The purpose of **team management** is to plan the targeted restaffing of posts as well as the targeted training of project members. In particular with regard to the provision of personnel, the project manager is dependent on the assistance of other agencies.
- **Risk management** means to identify risks comprehensively at an early stage, to analyze and assess them continuously and to prepare mitigation measures. Problems are addressed in a structured way in a solution approach while keeping track of the implementation of the measures taken. Risk management with regard to PBN is governed by General Publication A-1500/30.

[62] The procedures and specifications of the project management processes are documented in the project management wiki: https://wiki.bundeswehr.org/display/ProjektmanagementBw (Bundeswehr-internal website).

- The task of **report and communication management** is to identify relevant information recipients of the project and their information requirements as well as to provide the existing data to the recipients at the appropriate level.
- **Quality management** is performed to ensure that the measurable "performance points" of the project defined in the context of project planning are achieved and that the findings derived from the project progress made up to that point are analyzed, sustainably used and secured. The Technical Quality Management Center supports the project manager in determining the quality requirements for products and services – giving due consideration to the risks involved – as well as the technical test and acceptance criteria.

Project sponsor

Project sponsors as defined in the context of risk management (see A-1500/30) make decisions at the final level of the project category concerned (A to D).

Project category	Project sponsor/executive level
A	State secretary
B	Director-General for Armament (as a rule, Planning case group) Director-General for Cyber/IT (as a rule, CIT case group)
C	BAAINBw executive group
D	BAAINBw executive group[63]

Table 1: Project categories and appropriate levels

Their decision-making competence, on top of the competence granted to the line managers, extends the range of mitigation measures available to the project manager.

[63] This may be delegated to directorate level or agency head level.

8.4 Deadlines for project-based procurement and in-service use

Task	Deadline	No.
Preparation of the “capability gap and functional requirement including proposed solution” document	Six months from the time of commissioning	313
Countersigning of prioritized requirements catalog	Five working days	309
Making the selection decision	Fifteen working days (for project category A) or ten working days, respectively	316
Countersigning of the statement of work	Five working days	326
Confirmation of the suitability of the “capability gap and functional requirement” document	Five working days	511
Approval of the “capability gap and functional requirement” document	Fifteen working days	512
Escalation mechanism in the event of disruptions in the course of a project	Ten working days	709
Assessment from an overall planning perspective in the event of disruptions in the course of a project	Ten working days	713
Decision on deviations from the PBN taken by the decision-making authority	Five working days	716

Overview of the PBN deadlines

8.5 Abbreviations and acronyms

Abbreviation/acronym	Meaning
BAAINBw	Bundesamt für Ausrüstung, Informationstechnik und Nutzung der Bundeswehr (Federal Office of Bundeswehr Equipment, Information Technology and In-Service Support)
BAIUDBw	Bundesamt für Infrastruktur, Umweltschutz und Dienstleistungen der Bundeswehr (Federal Office of Bundeswehr Infrastructure, Environmental Protection and Services)
BAMAD	Bundesamt für den Militärischen Abschirmdienst (Federal Office of Military Counter-Intelligence)
BwC Digital&CyberInfoDS CapDev	Bundeswehr Center for Digitalization and Cyber and Information Domain Service Capability Development
BwJFOCOM	Bundeswehr Joint Forces Operational Command
BwODP	Bundeswehr Office for Defense Planning
CAMOBw	Continuing Airworthiness Management Organization of the Bundeswehr
CGM	Commercial, governmental and military off-the-shelf
CIO	Chief Information Officer
CIT	Cyber and Information Technology (FMoD Directorate-General)
CP	Cluster program
CPM	Customer Product Management
DEU CyberInfoDS HQ	German Cyber and Information Domain Service Headquarters
DEUmilSAA	Deutsche militärische Security Accreditation Authority (German Military Security Accreditation Authority)
EDSTAR	European Defence Standards Reference Systems
FMN	Federated Mission Networking
FMoD	Federal Ministry of Defense
GDPR	General Data Protection Regulation
ICT	Integrated cluster team
IPT	Integrated project team
IT	Information technology
ITBw	Bundeswehr information technology
IT-SysBw	Bundeswehr IT system
LogSysBw	Bundeswehr logistics system
NARFA DEU	National Radio Frequency Agency Germany
NATO	North Atlantic Treaty Organization
PBN	Projektbezogene Bedarfsdeckung und Nutzung (Project-based Procurement and In-Service Use)

Abbreviation/acronym	Meaning
ProgOrg	Program organization
Plg	Planning
STANAG	Standardization Agreement
TFEU	Treaty on the Functioning of the European Union
VG	Verteidigungsgerätenorm (German military standard)
VS	Verschlusssache (Classified information or matter)

8.6 List of references

(No.) Reference documents	Title
1. K-10/2	Fachstrategie Cyber/Informationstechnik – IT-Strategie des Geschäftsbereichs BMVg (Cyber/Information Technology Conceptual Strategy – IT strategy for the area of responsibility of the FMoD)
2. K-3115/2	Fachkonzept Steuerung Nutzung (Technical concept for in-service control)
3. K-9000/081	Umsetzung der Datenstrategie GB BMVg (Implementation of the data strategy within the FMoD's area of responsibility)
4. K2-9000/20 VS-NfD	ABC-Härtung (CBRN hardening)
5. A-210/12 VS-NfD	Führungsorganisation der Spezialkräfte (Command and Control Organization of Bundeswehr Special Operations Forces)
6. A-275/1	Grundsätze der Zulassung von Luftfahrzeugen (Principles of the certification of aircraft)
7. A-275/4	Dauerhafte Flugfreigabe (Permanent permit to fly)
8. A-400/7	Leistungsprozess „Integrierte Planung durchführen“ (“Executing Integrated Planning” performance process)
9. A-400/9 VS-NfD	Innovationsmanagement (Innovation management)
10. A-425/1	Standardisierung (Standardization)
11. A-425/2	Terminologiearbeit (Terminological work)
12. A-450/1	Methoden der Zukunfts- und Weiterentwicklung (Methods for future and further development)
13. A-910/4	IT-Architekturmanagement (IT architecture management)
14. A-960/1	Informationssicherheit (Information security)
15. A-1500/30	Risikomanagement im Rüstungsmanagement (Risk management in armaments management)
16. A-1500/32	Projektkategorisierung im Customer Product Management (Project categorization in the Customer Product Management process)
17. A-1510/1	Lebenswegkostenmanagement in den Phasen des CPM (Life Cycle Cost Management)
18. A-1540/5	Aussonderung und Verwertung von Material (Disposal of materiel)
19. A-1600/2 VS-NfD	Operative Beschaffung im EinkaufBw (Operational procurement as part of Bundeswehr Purchasing)
20. A-1810/20	Steuerung Infrastrukturplanung (Infrastructure planning control)
21. A-2122/4	Datenschutz – Vorgaben zur Umsetzung der Europäischen Datenschutzgrundverordnung und des Bundesdatenschutzgesetzes (Data Protection – Requirements for the implementation of the European General Data Protection Regulation and the Federal Data Protection Act)
22. A-2146/1	Prüfung neuer Waffen, Mittel und Methoden der Kriegführung (Review of new weapons, means and methods of warfare)

(No.) Reference documents	Title
23. A-2190/2	Beteiligung der Industrie in Integrierten Projektteams in den verschiedenen Phasen des Customer Product Management (Industry involvement in integrated project teams in the different phases of the Customer Product Management process)
24. A-2400/62	Wirtschaftlichkeitsuntersuchungen (Efficiency analyses)
25. A-2711/1 VS-NfD	Wehrtechnische Forschung und Technologie (Defense research and technology)
26. A1-950/0-4549	Frequenzverfügbarkeit für Funkstellen und -systeme (Frequency supportability for radio stations and systems)
27. A1-1120/3-7000 VS-NfD	Technische Auswertung fremdes Wehrmaterial (Technical evaluation of foreign defense materia)
28. A1-1500/3-7000	Priorisierter Forderungskatalog (Prioritized requirements catalog)
29. A1-1530/0-7000 VS-NfD	Wahrnehmung der Aufgaben in der Nutzungsphase (Performance of tasks in the phase of in-service use)
30. A2-940/0-0-4	IT-Servicekatalog Management (IT service catalog “Management”)
31. C1-1500/3-7017 VS-NfD	Ausplanung und Ausgestaltung des Projektelementes Logistik (Detailed planning and development of the “Logistics” project element)
32. VG 95031	Änderung von Produkten (Modification of products)
33. BHO	Bundeshaushaltsordnung (Federal Budget Code)
34. GDPR	General Data Protection Regulation
35. KrWG	Gesetz zur Förderung der Kreislaufwirtschaft und Sicherung der umweltverträglichen Bewirtschaftung von Abfällen (Act to Promote Circular Economy and Safeguard the Environmentally Compatible Management of Waste)
36. VV-BHO	Allgemeine Verwaltungsvorschriften zur Bundeshaushaltsordnung (General administrative regulations for the Federal Budget Code)
37. TFEU	Treaty on the Functioning of the European Union
38. Strategiepapier	Strategiepapier der Bundesregierung zur Stärkung der Sicherheits- und Verteidigungsindustrie in Deutschland aus dem Februar 2020 (Federal Government's strategic paper for strengthening the German security and defense industry, as of February 2020)
39. DIN EN 16341	Selection of standards and standard-like documents for defence products and services - Order of preference
40. DIN 69901-5	Project management - Project management systems - Part 5: Concepts

8.7 Change record

Version	Valid from	Changed contents
1 A-1500/3	05 May 2014	• First published
1.1 A-1500/3	20 June 2016	• Security classification changed to “Öffentlich”
2 A-1500/3	04 June 2018	• Revision of entire document to reflect the different CPM procedures
3 A-1500/3	30 April 2024	• Fully updated