

## Framework Guidelines for Overall Defence - Overall Defence Guidelines - (RRGV)

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## Introduction<sup>1</sup>

In the more than thirty years since the Framework Directive on Comprehensive Defence (RRGV) came into force on January 10, 1989, Germany's security policy environment has changed fundamentally. As a result of the easing of tensions after the end of the Cold War, many civil and military defence structures, organisations, offices and facilities were dismantled. Russia's war of aggression against Ukraine is a breach of international law and the European security order.

Germany and NATO have responded to this by expanding their deterrence and defense capabilities. For the first time in decades, Germany is again under military threat. At the same time, since the beginning of the 21st century, new challenges for overall defense have emerged in the cyber and information space and through the increasing use of space. In addition, hybrid activities and the erosion of arms control, as well as regional conflicts and crises in the European neighborhood, represent a growing threat.

The National Security Strategy of June 14, 2023 is the Federal Government's top security policy umbrella document for the coming years and provides guidance on how German security policy will be geared to the challenges of the security policy environment. The National Security Strategy formulates conceptual guidelines for increasing national defense capability, resilience and sustainability. In doing so, it pursues a policy of integrated security that stands for the interaction of all relevant actors, means and instruments with the aim of comprehensively maintaining and strengthening Germany's security. The integrated security approach requires a common and uniform view of military and civil defense. Security provision is primarily a central task of state institutions. Due to the strong interactions between external and internal security, Germany's ability to act externally increasingly depends on its internal resilience. This is the joint responsibility of the state, business and society. The federal government, the states, the municipalities, the economy, civil society organizations - but also each and every individual - can and should contribute to this. It is therefore also important to further develop the strategic culture in Germany and to establish an understanding of in-

integrated security.

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<sup>1</sup> For reasons of better readability, the simultaneous use of the language forms male, female and diverse (m/f/d) is avoided. All personal designations apply equally to all genders, as is usual in German.

The defense policy guidelines of the Federal Ministry of Defense (BMVg) serve to implement the national security strategy for the department and, based on a defense policy assessment, set the strategic priorities for an integrated defense policy of the Federal Republic of Germany. On this basis, they formulate the core mission of national and alliance defense and the other missions of the Bundeswehr and provide the specifications for the overall concept of military defense.

The Civil Defense Concept (KZV) as the Federal Government's overall concept for civil defense in Germany forms the basis for all necessary civil defense measures. It serves to plan and prepare all non-military measures to establish and maintain defence capabilities, including the supply and protection of the population are necessary.

Adapted to the current security policy challenges and framework conditions, the skills required to fulfil the tasks are developed and continuously further developed.

Based on these strategic and conceptual guidelines, the RRGV describe the civil and military aspects of overall defense in accordance with the constitutional order of the Basic Law. They also form the basis for the planning and implementation of the procedures, structures, organizational elements, infrastructures and technical systems that are necessary for overall defense in the event of an external emergency.

## **first section**

### **Principle of total defence**

#### **1 General**

- (1) The essential tasks of the state include the preservation of its Ability to act, the protection of its population and institutions as well as the defence of its territory against external attacks and threats. As a country in the centre of Europe, the Federal Republic of Germany in particular for the preparation of the deployment of its own armed forces and as a transit country and as a rear operational area for allied forces. Its further task as a troop-contributing nation includes the provision of national capabilities in the form of support services (structures, forces/means and procedures), as an operational and deployment area (hub Germany) and for the protection of the homeland.

- (2) Military and civil defense are organizationally independent, but as a comprehensive defense they are inextricably linked and partly directly dependent. To this end, the military and civil sides must work closely together through close integration and cooperation as well as coordinated political leadership, and practice this regularly even in peacetime. Comprehensive defense also requires the participation of the entire population and the economy.
- (3) The principle of comprehensive defence applies equally at the national and European level as well as in joint alliance defence.

## **2 Overall defence and security policy**

### **2.1 Germany's security policy goals and interests**

The Federal Republic of Germany pursues the following security policy

Goals and interests:

1. the protection of the people, sovereignty and territorial integrity of Germany, the European Union (EU) and the allies  
Germany,
2. the protection of the free democratic basic order,
3. strengthening the capacity for action and internal cohesion  
the EU and the strengthening and expansion of the deep friendship with  
France,
4. strengthening the transatlantic alliance and the close and trusting partnership with the United States of America,
5. Prosperity and social cohesion of the people in Germany  
by protecting the social market economy,
6. a free international order based on international law, the Charter of the United Nations (UN) and universal human rights,
7. promoting peace and stability worldwide and advocating  
Democracy, the rule of law, human development and participation of all population groups as a prerequisite for sustainable security,
8. the sustainable protection of natural resources, limiting the climate crisis and tackling its impacts, ensuring access to water and food and protecting people's health,

9. an open, rule-based international economic and financial system with free trade routes and a secure, sustainable supply of raw materials and energy.

## **2.2 The international legal framework of overall defence and security policy**

- (1) Germany has committed itself to mutual assistance in the North Atlantic Treaty. In the event of an armed attack against one or more NATO states, the other contracting states are obliged, according to Article 5 of the North Atlantic Treaty, to provide assistance to the party or parties attacked in exercise of the right of individual or collective self-defence recognized in Article 51 of the UN Charter by taking, immediately and in cooperation with the other parties, measures, including the use of armed force, that are deemed necessary to restore and maintain the security of the North Atlantic area.
- (2) Irrespective of this, however, military and civil defence are the responsibility of the respective national authorities. This is reflected in particular in the North Atlantic Treaty, which, according to Article 3, stipulates that the contracting states shall, individually and jointly, maintain and develop their own and their common resistance to armed attack through constant and effective self-help and mutual support.
- (3) In addition to NATO, the EU sets the essential framework for German security and defence policy. According to Article 42 paragraph 7 of the Treaty on European Union (TEU), in the event of an armed attack on the territory of a Member State, the other Member States owe that Member State all the aid and support in their power, in accordance with Article 51 of the UN Charter and the commitments made within the framework of NATO, which remains the foundation of the collective defence of its member states and the instrument for its implementation.

In addition, the Common Security and Defence Policy (CSDP), as part of the EU's Common Foreign and Security Policy (CFSP), ensures an operational capability based on civilian and military assets that the EU can draw on in missions to keep peace, prevent conflicts and strengthen international security, in accordance with the principles of the United Nations Charter.



- (4) In view of the inextricably linked security interests of Germany and France, both states committed themselves in the Treaty of Aachen to provide all aid and support within their power, including military means, in the event of an armed attack on their territories.

## **2.3 Security policy areas**

### **2.3.1 Collective defence and deterrence**

- (1) Collective defence, crisis prevention and management and cooperative security are NATO's three core tasks. NATO's greatest responsibility lies in ensuring collective defence against all threats from all directions. "Deterrence

and Defence" is the backbone of NATO's collective defence system.

- (2) In the interests of deterrence, it should be made clear to a potential opponent that the threat of military or other force or the use of such force will not bring him any advantage. This requires the credible ability and willingness to militarily defend the federal territory and the alliance territory together with the alliance partners with the necessary capabilities.

### **2.3.2 National security provision**

- (1) National security provision serves both to avert dangers and to defend against threats to external and internal security and covers the spectrum of tasks of both military national and alliance defense as well as civil defense.
- (2) Security provision is not only a national task, but also a task for society as a whole, which, in the spirit of integrated security, requires the participation of the population, science and business in order to strengthen national and societal resilience.

### **2.3.3 Crisis management**

- (1) If the international political situation deteriorates below the threshold of an armed conflict, which endangers the external or internal security of the Federal Republic of Germany, the NATO or EU member states, NATO and the EU as well as their member states will, in accordance with the North Atlantic Treaty, the TEU, the TFEU and

the UN Charter to do everything possible to normalise international relations. This requires measures appropriate to the situation.

- (2) Priority measures include diplomatic initiatives and negotiations, statements by the NATO Council and the EU, strategic communication, requesting that the crisis be addressed by the UN Security Council, cutting off economic aid and imposing restrictive measures by the EU.
- (3) Military and civil defence measures to increase defence readiness must be prepared and coordinated. They must ensure readiness for defence and credibly underpin it to a potential adversary. The measures should support a resolution of the crisis (according to paragraph 1), but in any event not stand in the way of it.
- (4) The measures must be closely interlinked, as the EU Treaty and TFEU for EU Member States which are also NATO Allies must be consistent with their alliance commitments (Article 42(7), third sentence, TEU).

#### **2.3.4 Arms control and disarmament**

- (1) Arms control and disarmament make a complementary contribution to deterrence and defence in strengthening the security of Germany and its allies.
- (2) Therefore, the international arms control architecture must be strengthened, arms control must be further developed in a complementary manner to defence, and the conceptual development of arms control must be promoted at global and regional level so that it contributes to security and stability, increases transparency and verifiability, and reduces risks, adapted to the respective security environment.

## second part

### **General structures of overall defence**

#### **First subsection**

##### **General**

#### **Purpose and scope**

### **3 Defence and the Basic Law**

- (1) The military and civil defense of the Federal Republic of Germany are state tasks with constitutional status. All legal regulations and all measures of overall defense must be taken in accordance with the constitutional order of the Basic Law and international law.
  
- (2) In the so-called external state of emergency, the Basic Law distinguishes between the case of defence and, as its precursors, the case of tension and consent as well as the case of alliance.
  
- (3) The escalation levels described in paragraph 2 are to be determined on a case-by-case basis. ostensibly for the application of special laws and sub-legal Civil defense regulations.

### **4 Federal jurisdiction**

- (1) The Federation has exclusive competence for legislation on defence, including the protection of the civilian population.
  
- (2) Military defence is carried out by the federal government under its own responsibility.
  
- (3) In the field of civil defence
  1. the Federation shall define the objectives, the overall concept and the framework conditions and take the fundamental decisions; it shall enact the necessary laws, including the corresponding legal regulations and administrative provisions, also taking into account international obligations [in particular NATO, EU];
  2. Each Federal Ministry is responsible for all civil defence tasks and measures within its area of responsibility; the Federal Ministry of the Interior and Home Affairs (BMI) is also responsible for coordination;
  
  3. In the event of a state of defence, the Federal Government may deploy the Federal Police throughout the Federal territory under the conditions set out in the Basic Law;

4. In a state of defence, the Federal Government may also issue instructions to the state governments and state authorities under the conditions set out in the Basic Law.

(4) The Federal Office of Civil Protection and Disaster Assistance (BBK) carries out federal tasks in the areas of civil protection and disaster assistance which are assigned to it by the Federal Civil Protection and Disaster Assistance Act (ZSKG) or other federal laws or on the basis of these laws, or which it is commissioned to carry out by the BMI or, with its consent, by other technically competent supreme federal authorities.

## **5 Responsibility of the states**

The countries

1. implement federal laws in the field of civil defence on behalf of the Federation or as their own affairs, unless these are exceptionally implemented by federal administration;
2. carry out the tasks through the authorities designated by them, which are laid down in other federal legislation;
3. must plan, prepare and implement necessary measures in accordance with the overall concept of civil defence established by the Federation on their own responsibility;
4. monitor the preparation and implementation of the individual measures down to the municipal level; the authorities responsible are usually the general administration authorities at the district level, for example Partly also in the district municipalities;
5. may, in accordance with the Basic Law, deploy the Federal Police in their area of responsibility in the event of a state of defence and issue instructions to the Federal Administration if the competent Federal bodies are unable to take the necessary measures to avert the danger and the situation unavoidably requires immediate independent action in individual parts of the Federal territory.

## **6 Organs with responsibility for both parts of the overall defence**

(1) The overall defence with its military and civilian components is under the unified political leadership of the bodies responsible for both military and civilian defence.

- (2) Bodies with this overarching responsibility are
1. the Federal President within the framework of defence-related responsibilities, e.g. the announcement of a state of defence; 2. the Bundestag and the Bundesrat in defence matters and, in the event of a state of defence, the Joint Committee under the relevant constitutional requirements;
  3. the Federal Chancellor, who, within the scope of his powers to issue directives, the guidelines of security and defence policy and thus of overall defense determined;
  4. the Federal Government (Federal Cabinet), which decides on fundamental matters of overall defence and issues the necessary legal regulations in this area within the framework of statutory authorisation; the authority of the Federal Security Council as a Cabinet committee is governed by its rules of procedure.

## **Second subsection**

### **Basic requirements for both parts of overall defence**

#### **7 Preparation in peace**

- (1) All measures of general defence shall be prepared in peacetime, as far as necessary and possible.
- (2) The legal basis for the supply of goods and services to the civilian population and the Bundeswehr, including health care, must be designed and constructed in such a way that, regardless of the origin of the supply crisis (so-called all-hazards approach), they contain instruments for dealing with an external emergency or for national crises and emergencies in peacetime and open up the possibility of supplying allied armed forces in Germany.

#### **8th Cooperation**

- (1) Those responsible for overall defence tasks at all levels must cooperate at all times in all planning, preparation and implementation measures. The technical and structural prerequisites for this must be maintained or created within the framework of the budget funds available and contained in the respective individual plan.
- (2) In order to promote and support the integration of tasks between the federal and state governments in civil protection and disaster control, they work together in various forms – in particular

in particular the committees of the Conference of Interior Ministers. In addition, the federal and state governments cooperate in the Joint Competence Center for Civil Protection (GeKoB).

## **9 Training and exercises**

- (1) The personnel involved in overall defence tasks must be appropriately trained, educated and further trained even in peacetime.
- (2) To test plans and procedures and for training purposes, international and national exercises must be carried out regularly, including at strategic interdepartmental and cross-federal-state levels.
- (3) Crisis management exercises across states and departments serve to prepare for the performance of tasks within the framework of overall defense. Their concept must be regularly developed further. Mandatory participation by all administrative levels should be sought.

## **10 Alarm planning and civil reporting**

### **10.1 Alarm planning**

- (1) To respond to military and non-military crises, NATO Crisis Response System (NCRS) was developed to improve crisis and conflict prevention and crisis management. The NCRS specifies coordinated alarm measures to be implemented by the member states and which can be supplemented by national alarm measures.
- (2) Germany has laid down these and additional national alarm measures in the Bundeswehr's crisis response and alarm plan (KAPIBw) and in the guideline for civil alarm planning (ZAPRL) as the basis for coordinated military and civil contingency planning. The ZAPRL summarizes the tasks that are triggered by an appropriate alarm in the event of consent, tension, defense and alliance situations, as well as in foreign policy-military crises, and that must be carried out to protect and supply the population, to maintain state and government functions, and to support the Bundeswehr.

Due to the mutual dependence of military and civilian crisis prevention and management, the KAPIBw and the ZAPRL must be coordinated.

- (3) This is to ensure that the necessary measures in be implemented quickly and in a coordinated manner within the framework of the overall defence.

The necessary organizational and technical prerequisites for the coordinated application of KAPIBw and ZAPRL within the framework of overall defense must be adapted or created across departments.

## **10.2 Civil reporting and situation system**

- (1) The authorities involved at the various administrative levels must ensure that, in crisis situations, they are able to immediately compile and transmit the information from the individual areas of civil defence necessary for the Federal Government's decisions.
- (2) The procedures, structures and highly secure communications infrastructure required for this must be kept ready for use at all times. Suitable communication channels between the authorities involved at the various administrative levels, which meet the requirements of the Classified Information Directive (VSA), must be created and maintained.

## **Third Section**

### **Military defence as part of overall defence**

#### **First subsection**

#### **General**

#### **11 Constitutional mandate**

- (1) The Basic Law stipulates that the federal government shall establish armed forces for defence.
- (2) According to the Basic Law, the implementation of administrative tasks related to military defence is the responsibility of the Bundeswehr administration.

#### **12 Alliance-related overall structure of the Bundeswehr**

- (1) The Bundeswehr fulfils its mission within the framework of NATO and the EU. It is planned to place parts of the armed forces and capabilities under NATO's control within the framework of national and alliance defence. However, significant parts remain under national responsibility.
- (2) The National Territorial Tasks of the Bundeswehr describe the planning, control, coordination, leadership and implementation tasks for the Bundeswehr's contribution to national security on the territory of the Federal Republic of Germany. They

explain the responsibilities of the National Territorial Command  
in peace, crisis and war and cover both homeland security and national territorial defense.

- (3) Due to its geostrategic location ("Germany as a hub"), Germany has further alliance obligations in its role as a deployment and transit zone for allied forces and as a rear operational area for NATO deployment options in Central Europe.

The Bundeswehr is responsible for coordinating the allied armed forces and NATO with the relevant German civilian authorities within the framework of overall defense, possible service providers and the Bundeswehr forces that remain under national responsibility. The support required for this from the alliance partners as transit and host nations is not a purely military task, but a national task.

- (4) The tasks of the Bundeswehr in Germany that remain under national responsibility are managed centrally for the Bundeswehr and coordinated with the responsible civilian authorities down to the level of the regional authorities via the National Territorial Commander.

### **13 Command and authority**

The Federal Minister of Defense holds the command and authority over the armed forces. When a state of defense is declared, the command and authority passes to the Federal Chancellor. The management of the Bundeswehr administration remains with the Federal Minister of Defense, even in a state of defense.

## **Second subsection**

### **The Bundeswehr as an instrument of military defence**

#### **14 The armed forces**

- (1) The armed forces, with their reserves as an integral part, must ensure defence and alliance capabilities through their operational readiness even in peacetime. Furthermore, they must ensure security in selected areas through permanent operational tasks.

- (2) In detail, these are:

1. the ability to defend the country and the alliance within the framework of NATO, including defence tasks on German territory or NATO alliance territory, as well as  
a. deterrence measures in all dimensions (land, air, sea, cyber and information space as well as space);



- b. Measures to strengthen resilience and defence capabilities against terrorist and hybrid threats (including disinformation) and cyber and information security threats.  
space;
  - c. Measures to support Allies within the framework of Alliance solidarity in order to protect Germany, its citizens and partners and to deter potential adversaries;
2. the maintenance or restoration of external security, political capacity and territorial integrity of the Federal Republic of Germany and the Alliance area in the event of defence, together with allied armed forces and in cooperation with other
- their organs of the state;
3. Contributions to international crisis management, including military contributions, where appropriate together with allied armed forces.

## **15 The Bundeswehr administration**

- (1) The Bundeswehr administration is responsible for the tasks of human resources and the immediate coverage of the material requirements of the armed forces across the entire spectrum from basic operations to the event of a defence situation.
- (2) It also supports allied armed forces, insofar as this is agreed between states or is intended as an original task.
- (3) If necessary and if the legal requirements for fulfilling its tasks are met, the Bundeswehr administration can rely on in-house companies and on services provided by the commercial sector.

### **Third subsection**

#### **The implementation of military defense**

## **16 Alliance joint military defense**

- (1) The geographical location of the Federal Republic of Germany, its settlement and economic structure and technological dependencies, a possible conflict in cyber and information space or in space as well as limited  
Resources and forces are essential framework conditions for all defence planning.
- (2) The defence planning of the Federal Republic of Germany is firmly integrated into NATO's alliance defence.

- (3) The defense of external security must be carried out jointly with the allies and with the aim of averting threats and preventing war through credible deterrence, and if necessary, ending it quickly and successfully in order to preserve or restore the territorial integrity of Germany and its allies. Accordingly, the defense of external security takes place at the external borders of the alliance area. But it must also be possible to carry it out within Germany.

## **17 The National Territorial Defense**

- (1) In parallel to the performance of defence tasks within the Alliance outside Germany, there is also a need to assume national responsibility for the military tasks required within Germany, which are geared towards national security provision in crisis situations.

- (2) National Territorial Defense includes the continuation of the homeland security tasks already performed in peacetime in the event of tension or defense, as well as other tasks to maintain freedom of operations on German territory. It essentially includes the following core tasks:

1. Protection and security of defence-critical infrastructure, the sis inland and the military forces in Germany,
2. Support, coordination, command and protection of the Bundeswehr forces in preparation, execution and follow-up of a deployment ment,
3. Contribution to maintaining leadership skills and freedom of movement in Germany for military operations within the alliance framework,
4. Support of civil defence, 5. Measures of the Bundeswehr within the framework of the national support of foreign armed forces staying in or transiting through Germany and
6. Coordinating, leading and taking responsibility for continuous operations (Monitoring and ensuring security in German air and sea space, territorial missile defence, nuclear participation, contribution to the protection of critical infrastructure, military use of space and the military search and rescue service), unless these tasks are carried out in individual cases under multinational responsibility or continued by the NATO/EU operational command.

This includes all preparatory and planning measures in basic operations.

#### **Fourth Section**

##### **Civil defence as part of overall defence**

##### **First subsection**

##### **National civil defence**

##### **18 Tasks**

- (1) Civil defence includes the planning, preparation and implementation of all civil measures necessary to establish and maintain defence capability, including the supply and protection of the civilian population. This includes
  1. maintaining state and government functions;
  2. to protect the civilian population from the dangers posed by an attack, to eliminate or mitigate the immediate effects of hostilities and to create the conditions necessary for the survival of the civilian population (civil defence);
  3. to supply the civilian population and the Federal Armed Forces on the territory of the Federal Republic of Germany with the necessary goods and services.

take care of;

  4. to support the armed forces in establishing and maintaining their defence capability and freedom of operations.
- (2) The civil and military aspects of overall defence are part of the state security architecture, which also includes measures and precautions for peacetime disasters and in the context of emergency preparedness (e.g. in the case of supply crises) and which is based, among other things, on the results of civil security research. The planning and preparations for civil defence complement the planning and preparations for peacetime crisis management in order to avoid unnecessary duplicate structures and to ensure the  
  
to ensure uninterrupted functionality.
- (3) In the context of alliance defence, the strategic and conceptual guidelines of NATO defence planning are taken into account when designing national civil defence.

## **19 Maintaining state and government functions**

### **19.1 General**

The functions of legislation, government and administration as well as the administration of justice must also be able to be carried out in an external emergency. In principle, a special organization of state bodies and authorities is not necessary to carry out the tasks involved. Planned organizational and functional changes as well as limited extensions of electoral periods and terms of office are presented below.

### **19.2 Regulations and measures**

#### **19.2.1 Federal President**

The term of office of the Federal President, which expires in the event of a state of defence, ends nine months after the end of the state of defence.

#### **19.2.2 Legislation**

In the exercise of legislative functions by the relevant bodies, the Basic Law provides for changes insofar as 1. electoral periods of the Bundestag and of the state

parliaments expiring during a state of defence end six months after the end of the state of defence;

2. the dissolution of the Bundestag is excluded for the duration of the state of defence;

3. the Joint Committee has the status of the Bundestag and the Bundesrat and exercises their rights uniformly if, in a state of defence, it determines by a majority of two-thirds of the votes cast, or at least by a majority of its members, that there are insurmountable obstacles to the timely convening of the Bundestag or that the Bundestag does not have a quorum; 4. in a state of defence, the Federation has the right of concurrent legislation even in areas that fall within the legislative competence of the states.

#### **19.2.3 Administration of justice**

(1) The constitutional position and the fulfilment of the constitutional duties of the Federal Constitutional Court and its judges must not be impaired even in the event of a state of defence. The Federal Constitutional Court Act

The Constitutional Court may only be amended by a law of the Joint Committee to the extent that, in the opinion of the Federal Constitutional Court, this is necessary to maintain the functionality of the court.

- (2) Until such a law is passed, the Federal Constitutional Court can take the measures necessary to maintain the court's ability to function. The term of office of a member of the Federal Constitutional Court, which expires in the event of a state of defense, ends six months after the end of the state of defense. In accordance with the spirit and purpose of these regulations, planning measures for the event of a state of defense must be prepared in close coordination with the Federal Constitutional Court. The Federal Government is holding discussions with the court on this matter.
- (3) The Federation may establish military criminal courts for the armed forces, which, in the event of defence, shall act as federal courts and assume criminal jurisdiction over members of the armed forces and in accordance with the Third Geneva Convention of 12 August 1949 on the treatment of prisoners of war.
- (4) The organisation of civil prisons as regulated by federal law remains unchanged. Organisational measures are taken and implemented in accordance with the provisions of the Code of Criminal Procedure on suspension of sentence and the Prison Act on transfer.

#### **19.2.4 Government and administration**

- (1) Within the framework of federal contract administration, the state authorities are subject to the instructions of the competent federal authorities under the conditions set out in the Basic Law.
- (2) In an extension of its functions, in a state of defence the Federal Government may, to the extent that circumstances so require, issue instructions not only to the federal administration but also to the state governments and, if it considers it urgent, to the state authorities and delegate this authority to members of the state governments to be designated by it.
- (3) Measures to maintain the functions of the administration may include
  1. an adjustment of the organisation and function of authorities including their organisational, business distribution and, if necessary, personnel plans, insofar as a. new tasks have to be fulfilled, b. existing tasks have to be continued in an intensified manner,

- c. previous tasks are not performed or no longer performed to the same extent need to be filled;
- 2. the cessation of activities of authorities and the relocation of authorities in the event of defence; in this regard, and on the necessary Planning and preparation decide
  - a. at the federal level, the highest federal authorities or for the subsequent the competent supervisory authorities,
  - b. at the state level, the competent state authorities, for whose decisions the Federal Government can make appropriate recommendations.

### **19.2.5 Federal and state police**

- (1) The position, function and tasks of the federal and state police forces remain unchanged.
- (2) To avert an imminent threat to the existence or freedom of If the basic democratic order of the Federation or a state is violated, a state can request forces from the federal police or police forces from other states (Article 91 paragraph 1 of the Basic Law (GG)).  
  
If the state in which a danger in the above-mentioned sense is threatening is not prepared or able to combat it itself, the Federal Government can deploy the Federal Police and place police forces of this and other states under its instructions (Article 91 Paragraph 2 Sentence 1 of the Basic Law). In this case, the Federal Police must also ward off dangers from the general public or individuals. If the danger in the above-mentioned sense extends  
  
on the territory of several states, the Federal Government can issue instructions to the state governments to the extent that this is necessary to effectively combat the danger (Article 91 Paragraph 2 Sentence 3 GG).
- (3) In order to maintain or restore public safety or order, a state may, in cases of particular importance, request federal police forces if the police could not perform a task without this support or could only do so with considerable difficulty.  
  
(Article 35 paragraph 2 sentence 1 GG).
- (4) To assist in the event of a natural disaster or a particularly serious accident, a state can request police forces from other states as well as forces from the federal police and the armed forces (Article 35, Paragraph 2, Sentence 2 of the Basic Law). If the natural disaster or accident endangers the territory of more than one state, the Federal Government can, to the extent that it is necessary for the effective

If necessary to combat the problem, they can deploy federal police and armed forces to support the police forces and instruct the state governments to make police forces available to other states (Article 35 Paragraph 3 of the Basic Law).

- (5) In the case of defence pursuant to Article 115a of the Basic Law, the Federal Government can deploy the Federal Police throughout the Federal territory pursuant to Article 115f of the Basic Law, as long as the circumstances require it. As in the case of an emergency (see paragraph 2 above), the Federal Police must in this case avert dangers to the general public and individuals.

### **19.3 Accommodation and protection of state organs**

- (1) The Federal Police protects the federal constitutional bodies and the federal ministries against dangers that could impair the performance of their duties. This is subject to the respective constitutional bodies or federal ministries requesting this and the BMI and the state concerned agreeing that adequate protection cannot be guaranteed otherwise. Protection is limited to the properties on which the respective constitutional bodies or federal ministries have their offices.
- (2) The Federal Police supports the Federal Foreign Office in protecting German missions abroad.
- (3) The state bodies that perform the functions of overall defense must be housed and protected, particularly in the event of an external emergency, in such a way that their ability to act is ensured as unhindered as possible. This also applies to public companies, provided they perform relevant functions in overall defense. Regulations for the protection and operation of necessary alternative seats and for the protected transport of people must be drawn up in peacetime.
- (4) For this purpose, planning, organisational and administrative measures must be taken in such a way that
1. these bodies have sufficient protected buildings or protected functional rooms within buildings at their disposal;
  2. the organs are sufficiently functional even in the event of failure of elements the critical infrastructure is capable of acting;

3. the respective need for use of properties for civil and military defence is justified in accordance with a regular threat assessment;
4. Depending on the level of risk, increased protective measures may be ordered for certain persons (personal protection).

#### **19.4 media**

- (1) In order to maintain state functions in an external state of emergency, the Federal Government and the state governments are dependent on the cooperation of media institutions, particularly in the field of broadcasting (radio and television) and digital media.
- (2) It must be possible to transmit necessary notices and announcements as well as other communications and information, if necessary by means of the simplified procedure.
- (3) It must be ensured that broadcasting stations' transmission facilities and transmission channels are kept available and functional to the required extent and that broadcasting stations and digital platform operators cooperate.
- (4) Deutsche Welle, as an institution under public law, has submitted its Government, due to a legal obligation, to immediately provide the necessary broadcasting time for the announcement of laws, regulations and announcements.
- (5) According to the state broadcasting laws or the underlying international treaties, the right to make announcements belongs either to both the federal government and the respective state government or only to the respective state government.
- (6) It must be ensured that official announcements from the Federal Government are broadcast nationwide.
- (7) Electronic and digital media and communication forms suitable for providing information about official announcements are used in addition.
- (8th) The press is obliged to publish official statements
  1. in the case of certain announcements and notifications under the Act on Simplified Announcements and Notifications;
  2. if the obligation is expressly stated by a decision based on the Federal Benefits Act.



## **19.5 Maintaining public safety and order**

- (1) In the event of an external emergency, public safety and order are to be maintained by the federal and state authorities, which are also responsible in peacetime. In principle, responsibility for the prevention of danger lies with the states, unless the Basic Law provides otherwise.
  
- (2) In order to maintain or restore public safety or order, a state may, in cases of particular importance, request forces and facilities of the Federal Police to support its police if the police could not perform a task without this support or could only do so with considerable difficulty.
  
- (3) In the event of an external emergency, additional object protection must be provided. Civilian objects must be protected if their failure would permanently limit the civil defence capability or if they are subject to military as well as civil defence.  
  
Without prejudice to the duties of the Federal Police in the event of an emergency or defence, the following are required:
  1. to record civilian objects requiring protection in peacetime on the basis of object recording guidelines of the Federal Government and the states;
  2. to protect civilian objects against civilian troublemakers by the state police and the federal police; the armed forces are involved in the protection of civilian objects insofar as this is necessary to fulfil their defence mission or if they have been entrusted with protection to support police measures on the basis of an agreement with the relevant civilian authorities; the necessary agreement is subject to the priority of military defence tasks;
  3. to determine civilian objects in need of protection that are important for military defence (ZM objects) in peacetime by the Bundeswehr in consultation with the civilian authorities. The protection of these objects is generally the responsibility of the armed forces.
  
- (4) In order to maintain state functions in an external emergency, the federal government relies on secure and reliable communication systems for classified information. By further developing national crypto technologies in the form of highly secure communication to protect state and business secrets, the federal government is establishing such a crisis-resilient and digitally sovereign communication system.

- (5) Digital communication systems (including IT networks) and critical specialist procedures require a secure and reliable government IT infrastructure. This is guaranteed by multiple, independent IT infrastructure provision.

## **20 Civil protection**

### **20.1 General**

- (1) The Federal Civil Protection and Disaster Assistance Act (ZSKG) regulates the tasks of civil protection, which are carried out by the states under contract administration.
- (2) The task of civil protection is to protect the population, their homes and workplaces, vital or defense-critical civilian offices, businesses, facilities and installations, as well as cultural assets from the effects of war through non-military measures and to eliminate or mitigate their consequences. Official measures complement the self-help of the population.
- (3) The Workers' Samaritan Association (ASB), the German Life Saving Association (DLRG), the German Red Cross (DRK), the Johanniter-Unfall-Hilfe (JUH) and the Malteser-Hilfsdienst (MHD) are particularly suitable for contributing towards the fulfilment of the tasks under the ZSKG.
- (4) The DRK, the JUH and the MHD are voluntary relief societies in the sense of the Geneva Convention for the Amelioration of the Condition of the Wounded and Sick in Armed Forces in the Field. They thus take  
  
also carries out tasks to support the medical service of the Bundeswehr.
- (5) Planning, preparation and implementation of civil protection measures must be based on the expected scenarios. The operational options and capabilities in civil protection must be aligned and adapted accordingly. This also requires protection against the effects of conventional, chemical, biological and/or selectively used nuclear agents and weapons outside the immediate vicinity of the targets being attacked.
- (6) However, the state can only fulfil its constitutional obligation to protect its citizens with their help. The state and citizens must share responsibility for civil protection.
- (7) The population can only participate in civil protection if it is sufficiently informed. To ensure this, the state has already

to implement appropriate information measures and measures to increase resilience in peacetime. These measures must be strengthened in the event of an external emergency. Authorities with civil defense responsibilities must prepare for the population's increased need for information during this time. They must set up press offices if necessary.

- (6) Necessary content of communication to the population within the framework of Civil protection measures must in particular cover
1. the needs and possibilities of civil protection; 2. general information on security and defence measures, including crisis management, taking into account the need for protection of individual operational measures;
  3. necessary behaviour of the civilian population, especially in  
With regard to measures of self-protection, residence regulations and health care as well as voluntary food and Drinking water storage;
  4. to inform the civilian population as far as possible about supporting family cohesion, restoring lost family contacts and clarifying the fate of missing persons;
  5. up-to-date information on the situation from the relevant information ons, including warnings about disinformation and correcting them accordingly.

- (7) Civil protection must be regularly developed so that the legal basis for civil protection and disaster relief is revised with a view to ensuring the best possible effectiveness.

The national legal bases must be designed accordingly and adapted to current challenges.

- (8th) Civil protection must be carried out in accordance with the provisions of international humanitarian law. In particular, it must be ensured, by separating it from military combat operations, that both civil protection organizations and the civilian population receive the greatest possible protection under international law.

## **20.2 Protective measures**

### **20.2.1 Self-protection**

- (1) Because of the possibility of damage occurring simultaneously in a large number of places, citizens cannot expect that government-organized assistance can be provided immediately everywhere. They must therefore

be prepared to help themselves first and also to help their neighbours within the scope of their possibilities and abilities.

- (2) Self-precaution and self-help represent the self-protection of the civilian population and the self-protection in companies and authorities. Self-protection forms the basis of civil protection. Together with warning the population, it offers a minimum level of protection at little personal expense, which can significantly reduce the danger to the civilian population.
- (3) The municipalities are responsible for developing, promoting and instructing the population in self-protection, as well as promoting the self-protection of authorities and businesses against the particular dangers that threaten in the event of a defence situation. In particular, they must inform the civilian population about self-protection, train them in self-protection and advise them on self-protection measures or the preparation of such measures.
- (4) Many self-protection measures that can be taken benefit citizens as well as businesses and authorities even in the event of disasters or accidents in peacetime.

#### **20.2.2 Warning of dangers**

- (1) The federal government records the particular dangers that threaten the population in the event of a state of defense. The warnings are issued by the state authorities responsible for disasters. The federal government supplements the warning infrastructure if the warning means required for disaster protection are not sufficient for civil protection purposes.
- (2) The federal government operates the Modular Warning System (MoWaS) as the central infrastructure for warning the population. Warning messages are sent to various warning multipliers via this system. States and municipalities can also use MoWaS for warnings in their area of responsibility.

#### **20.2.3 Physical protection of the population (structural civil protection)**

- (1) Modern structural civil protection is based on two premises: military defense capability against attacks from the air and supplementary makeshift protection against collateral damage.
- (2) The solid building structure that is present throughout the area offers basic protection against the effects of war weapons. Even in private spaces, for example, basement rooms with solid construction can provide good cover.

Likewise, underground car parks or subway stations located below ground level offer protection against explosions.

- (3) Notwithstanding these ad hoc possibilities, the usual attack scenarios, some of which have extremely short warning times, give rise to new challenges for protecting the population from the effects of weapons, which civil protection must take into account.

#### **20.2.4 Residence regulations**

- (1) In the event of an external emergency, the highest state authorities or those Authorities designated by them or competent under state law may issue exit and entry bans and evacuation orders to protect the population from the special dangers threatening the state in the event of a state of defence or for defence purposes.
- (2) The type of measures depends on the extent to which the civilian population in the respective areas is at risk. In principle, the civilian population should remain in their usual place of residence.
- (3) The states, municipalities and associations of municipalities will take the preparations and measures required to carry out the evacuation and to accommodate and care for the evacuated population. The responsible federal authorities will provide the necessary support, including establishing and maintaining the capacity and equipment to provide appropriate care.
- (4) During evacuation measures, particular attention must be paid to ensuring that families are not separated, in accordance with the Geneva Conventions. In the event of separation, the German Red Cross's tracing service provides support.

#### **20.2.5 Ensuring care**

- (1) Appropriate measures must be taken to ensure the accommodation and care of all uninjured people in Germany who have become homeless as a result of the effects of war.
- (2) For this purpose, the federal government supplements the equipment of the states and maintains its own national reserves for care service structures. The modular structure of the federal care reserve for civil protection is intended to enable the reserve to be used as independently as possible.

#### **20.2.6 Protection of cultural property**

- (1) The Federal Republic of Germany has committed itself to the Hague Convention on Protection of Cultural Property (1954) and its Second Protocol (1999),

to make appropriate preparations in peacetime to safeguard cultural property against the foreseeable consequences of an armed conflict.

(2) In view of the large number of cultural property institutions in Germany and their structural and content-related diversity, the following measures must be taken at regional level in order to create the ability to respond to threats to cultural property in armed conflicts and everyday emergency situations within a reasonably short time, taking into account the Hague Convention:

1. Association of cultural institutions into emergency associations,
2. Intensifying cooperation between institutions and emergency alliances with the local authorities for general security,
3. Inventory of cultural assets,
4. Risk analyses to identify important hazard potentials,
5. Identification of cultural goods that are protected under the Hague Convention are particularly vulnerable to armed conflicts,
6. Prioritisation of measures to rescue cultural property depending on the specific danger situation and in consultation with the authorities responsible for hazard prevention,
7. Development of individual protection concepts and plans for emergencies and to deal with dangerous situations.

(3) Appropriate measures, such as recording, documenting and marking important buildings and cultural institutions and filming/digitizing or otherwise securing archives, are to be carried out by the states under federal administration as part of civil protection. The creation of decentralized rescue areas is the responsibility of the states.

### **20.3 Relief measures (disaster control, technical relief organization)**

(1) The self-help of the civilian population must be accompanied by public assistance measures.

(2) To combat the dangers and damage, the following measures should be taken as far as possible: 1. the disaster control units and facilities provided for peacetime danger control; 2. the resources of public and private aid organizations and the voluntary and unpaid helpers organized in them should be used; the cooperation of public and private organizations

The organisation of operations in the performance of civil protection and disaster relief tasks as well as the rights and obligations of the helpers are governed by the state regulations for disaster relief.

- (3) The federal government supplements the states' provisions for disaster protection (disaster relief) and provides federal resources for this purpose.  
The type and extent of the addition is determined by the BMI at federal level depending on the threat assessment.
- (4) In addition, the federal government ensures the necessary training on the resources it provides.
- (5) The states ensure that the equipment provided by the federal government is ready for use and that the emergency forces using the federal equipment are trained in accordance with federal specifications. The states also ensure that the strategic and tactical concepts associated with the equipment (e.g. framework concept for the establishment and deployment of the Medical Task Force) are implemented in their area of responsibility.
- (6) As far as permissible and possible, federal equipment should be integrated into disaster prevention during peacetime. The vehicles and technical equipment provided by the federal government are therefore also available for disaster protection in the states, thus serving a dual purpose.
- (7) Because of its great importance for the protection of the civilian population, an effective management of the disaster protection task must be established, which
  1. through rapid decision-making processes and a staff-based organisation  
tion is marked,
  2. as close as possible to the site of the damage and by the authorities of general
  3. can be transferred to the next higher administrative level to the extent and for as long as the general administration authorities themselves are directly affected.

What all administrative levels have in common is the need for a coordinated leadership and crisis management structure as well as considerations for a changed hazard and risk assessment in the event of a crisis.

These must be regulated centrally and in a comparable manner across departments and levels across the country.

(8th) The Joint Reporting and Situation Centre of the Federal Government and the States (GMLZ) in the BBK is the national situation centre for civil and disaster protection. The GMLZ is a central interface between the Federal Government and the states.

countries, federal ministries, the Federal Republic of Germany and other states as well as inter- and supranational organizations.

(9) The Federal Agency for Technical Relief (THW) is a civil protection organisation with its own administrative structure in the area of responsibility of the BMI. The THW is the operational organisation of the federal government. As such, the THW also operates camps for the National Health Protection Reserve (NRGS) and the Civil Protection Emergency Reserve on behalf of the Federal Ministry of Health (BMG). With its modular structure, the THW and its capabilities and capacities can be deployed flexibly across the country. In the joint aid system of the federal and state governments, the federal government provides technical support with the THW's voluntary and unpaid helpers, in particular

1. at the request of the authorities responsible for security at the

Carrying out their duties and

2. at the request of the highest federal authorities, if the BMI agrees.

The technical support includes in particular

1. technical assistance in civil protection,

2. Operations and measures abroad on behalf of the Federal Government,

3. Combating disasters, public emergencies and

accidents of a larger scale at the request of the authorities responsible for security and

4. Support services and measures within the meaning of numbers 1 to 3 which the THW has undertaken by agreement.

(10) The Federal Agency for Technical Relief Act (THWG) regulates the details of emergency forces and facilities, helpers, social security, cooperation as well as fees and expenses.

(11) In addition, the Federal Police can, for the purposes of disaster and Emergency aid can be used

(12) The research institutions funded by the federal and state governments contribute to information management for disaster protection within the scope of their professional expertise.



## 20.4 Health care

### 20.4.1 General

- (1) Health care for the civilian population must be ensured.
- (2) The health care system, which is largely geared towards normal care in peacetime, will only be able to treat a sudden large number of patients simultaneously over a longer period of time and to cope with restrictions in the functionality of health care facilities and services if

the requirements of corresponding scenarios and concepts (mass casualty or sickness incidents (MANV) or disruptions to infrastructure) is complied with.

- (2) This requires that disaster medicine guidelines and a corresponding management structure in hospitals and services for disaster medicine care as a public task of the health system are regulated, implemented and practiced by state law for disaster management in peacetime and by federal law for the event of defense. Coordinated crisis management for optimized cooperation between all actors in public health protection must be ensured.
- (3) The provision of health care for the civilian population is the responsibility of the states. In peacetime, they must ensure that, in the event of major disasters and catastrophes of all kinds, first aid is provided at the scene of the disaster and that, after being transported from the scene of the disaster, patients can be admitted and given medical and nursing care in inpatient and outpatient facilities. To this end, cooperation between all facilities must be ensured.

The coordination between health care organizations and services and between disaster control authorities and institutions must be planned, practiced and prepared in accordance with uniform national guidelines. Organized assistance measures for care and transfer may also be necessary in the area of inpatient and outpatient care.

- (4) Measures taken by the states to provide health care for the civilian population in the event of disasters must be supplemented by measures to provide health care within the framework of civil protection in accordance with uniform federal guidelines. The nature and scope of the tasks as well as the obligations of the operators and owners of the health care facilities and their

The obligations of other associations to participate as required are to be laid down by federal law, building on the regulations of the states on health care in the event of a disaster.

#### **20.4.2 Preparations**

- (1) The states must plan additional measures for health care in the event of a defence situation. In particular, they must determine the possibilities for using, expanding and replacing (e.g. temporary treatment facilities) the existing facilities and services, as well as the expected personnel and material requirements. Possible CBRN risks are also taken into account. Close cooperation must be maintained with the bodies responsible for health care in the Bundeswehr.

The participation of all stakeholders in public health protection, including health authorities, in the planning process must be ensured. To this end, the statutory professional associations of doctors, dentists, veterinarians, Pharmacists and nursing professions, the associations of statutory health insurance physicians and dentists, as well as the operators of health and nursing care facilities and their associations participate in the planning and needs assessment and support the authorities.

- (2) Hospital operators should be required to draw up and update emergency response plans for health care. These plans take into account overloading of treatment capacities (MANV), needs for treating the consequences of possible CBRN hazards and limitations in the functionality of the hospital. Measures should be designed in such a way that crisis care is maintained under all circumstances.
- (3) Veterinary authorities should be obliged to draw up and update plans for the control of animal diseases.
- (4) The federal government provides the states with additional medical supplies for the health care of the population in the event of a defense situation. This is also available to the states for their tasks in the area of disaster protection. The states can plan the medical supplies into their disaster protection provisions.
- (5) The BMI, in agreement with the BMG, can order by legal order with the approval of the Federal Council that sufficient medical supplies be kept in stock by manufacturing companies, wholesalers and public and hospital pharmacies for external emergencies in order to ensure that additional needs are met in the event of a defence situation.

- (6) The federal government is setting up a National Health Protection Reserve (NRGS), which also takes possible CBRN hazards into account.
- (7) The federal government promotes the qualification of the population
  1. in first aid with self-protection content and
  2. to impart basic nursing skills to nursing support staffby private organisations involved in civil protection.

#### **20.4.3 Expansion of operational readiness**

After approval by the Federal Government, the responsible state authorities can order that

1. Health care facilities must adapt and expand their performance to meet the requirements of a defence situation and ensure their operational readiness,
2. the authorities responsible for civil protection provide rescue control centres in their area and that they must keep the services assigned to them in constant readiness for action and regulate the occupancy of inpatient facilities under medical supervision,
3. any facility providing in-patient treatment of the competent Rescue control center must be connected.

### **21 Health protection**

- (1) To the extent that health protection measures are subject to health law  
The Federal Act on Infection Protection, Medicinal Products, Food, Consumer Goods and Feed, Radiation Protection and Narcotics contains provisions that allow flexibility in the implementation of the provisions designed to protect the civilian population and the Federal Armed Forces from health hazards.
- (2) The Infection Protection Act (IfSG) remains applicable even in the event of an external emergency.

### **22 Supplying the civilian population and the Bundeswehr with goods and Services**

The supply of goods and services to the Bundeswehr and the civilian population in crisis situations is generally carried out in accordance with the security and precautionary measures laws. Supply crises require a quick, efficient and flexible response.

## 22.1 Ensuring nutrition

### 22.1.1 General

- (1) As part of the public services, the state supports the basic supply of the civilian population and the armed forces with essential foodstuffs in a supply crisis through regulatory interventions in the food chain.
- (2) This is possible if the coverage of the vital need for food is seriously endangered in significant parts of the federal territory and this threat cannot be remedied without sovereign intervention in the market, cannot be remedied in a timely manner or can only be remedied with disproportionate means.
- (3) In the rights of individuals and companies in the food chain  
After the Federal Government has identified a supply crisis, it can only intervene under the Food Security and Provision Act (ESVG) if and to the extent that the supply situation requires it.
- (4) The level of self-sufficiency in foodstuffs in Germany is just under 90 percent (about 5 percent lower without production from foreign feed). However, the level of self-sufficiency differs greatly for individual products. The Federal Republic of Germany is not self-sufficient in certain products; in particular, the subsidy requirement to be covered by imports is high for fruit and vegetables, vegetable oils and fats, and protein feed.  
  
high.
- (5) In a crisis and in the event of a defence situation, a decline in imports, especially overseas imports, but also disruptions in the production and distribution of food must be expected. The concentration and specialisation in the agricultural and food industry as well as the dependence on transport services, digitalisation, foreign labour and intermediate inputs from other sectors of the economy (e.g.  
  
Energy, agricultural machinery and equipment, fertilizer and pesticide industry, packaging industry) increase the susceptibility of the supply to disruption.

- (6) To the extent that the supply situation allows, the Federal Government will consult with the other EU Member States on the measures required to ensure food security before they are introduced, in order to ensure that the functioning of the European internal market is not impaired by the measures through joint action.

### **22.1.2 State food emergency preparedness**

- (1) The aim of all food emergency planning is to provide the civilian population and the armed forces with adequate food in the event of a supply crisis. To this end, the responsible authorities take the necessary organizational, personnel and material precautions.
- (2) To the extent necessary to prepare for a supply crisis, the Federal Ministry of Food and Agriculture (BMEL) can issue regulations by means of legal ordinances, including on the provision of food, operating resources or equipment for emergency power supplies and on the orderly distribution of food (if necessary rationing). In addition, in order to better prepare for a supply crisis, the authorities responsible for food emergency preparedness can, on the basis of an ordinance on data transmission, request data on structures in the agricultural and food industry that have already been collected for other purposes from other authorities.
- (3) In order to ensure supplies in a supply crisis, the BMEL can intervene by issuing legal regulations that regulate the entire food chain, from the production to the distribution of food.  
Until the relevant legal regulations are issued, the competent authorities can order the measures necessary to ensure supply. The Federal Government is examining whether legal regulations based on the ESA may be necessary.
- (4) On the basis of the measures taken by the competent authorities in the states to prepare for a supply crisis, the necessary measures to ensure supplies and the fair distribution of food must be ordered or taken on the basis of the relevant regulations in the event of a supply crisis, in cooperation with and in coordination with those responsible in the armed forces, the food industry, disaster control and aid organizations.

### 22.1.3 State stockpiling

To bridge supply bottlenecks and to provide temporary supplementary food supplies, the federal government is stockpiling certain quantities of agricultural raw materials and foodstuffs, distributed across the entire country:

#### 1. Federal reserve grain

The Federal Grain Reserve serves to ensure the supply of flour and bread and consists of bread grains (wheat, rye) and oats.

#### 2. Federal Civil Emergency Reserve

The federal government's civil emergency reserve is intended to provide the population, particularly in urban areas, with a hot meal a day for a certain period of time when food supplies are inadequate. The civil emergency reserve consists of ready-to-use basic foodstuffs (rice, pulses, condensed milk).

#### 3. In order to ensure operational capability during operations, the Bundeswehr maintains operational supplies of food.

The storage locations are subject to confidentiality for reasons of passive security.

### 22.1.4 Private pension provision

State food provision helps to bridge short-term supply shortages in crisis situations. However, it requires supplementary private food emergency provision. This is the most effective means of preparing for a supply crisis. Citizens can draw on private supplies at any time and immediately. The promotion of measures to improve self-protection by the population is therefore the responsibility of the federal and state governments under the ESA. Citizens should have an individually compiled private food supply for ten days.

hold.

## 22.2 Ensuring the provision of commercial services

### 22.2.1 General

- (1) Even in an external emergency, the vital and defence-critical need for goods and services for the civilian population and the Bundeswehr by the commercial economy. This includes
  1. all deliveries of goods with the exception of products from the
  2. the entire energy supply;

3. Works, insofar as they are not attributable to the transport sector, in particular repair services.
- (2) In order to ensure these services, it is therefore essential to build on the existing peace structures (regulatory framework), which are characterised, among other things, by the fact that the decision-making and steering mechanisms of the social market economy are decentralised and thus ensure optimal care even in a crisis.
- (3) State interventions may only be undertaken within the framework of proportionality. These measures must also be designed in such a way that the freedom of economic activity is interfered with as little as possible and the performance of the economy as a whole is impaired as little as possible. In this context, it must be taken into account in detail that 1. excessive state interventions in established structures, especially if they occur suddenly, tend to hinder rather than promote crisis-oriented adjustment and distribution;
2. State interventions in production rarely have the desired effect. because the economy can often only make production changes with longer lead times; 3. State bodies and authorities, due to their deliberately limited tasks in peacetime, would not be able to easily to exercise entrepreneurial functions on a larger scale.
- (4) Since defence capability in an external emergency is not necessarily planned economy or general management and, in addition, no state crisis plans covering every supply risk are possible for the commercial economy, the state precautions must focus on 1. ensuring and controlling the dissemination of information; 2. maintaining a minimum level of telecommunications information rastructure;
3. the provision of legal intervention options with which, in the event of an external emergency, the priority of such deliveries of goods and work, in particular for maintenance, repairs and related supplies, can be enforced, which are necessary for the establishment and maintenance of the military and civil defence capability of these nen.
- (5) For the coordination of national crisis measures in the European Union, see Chapter 22.1.1 (6).

### 22.2.2 Energy supply

- (1) In order to ensure the supply of fuel in the event of an external emergency, the precautionary mechanism that has already been extensively developed for civil supply disruptions in peacetime can in principle be used.
- (2) International agreements are of primary importance for fuel supplies. The Federal Republic of Germany is involved in the crisis mechanisms of the International Energy Agency and the European Union.
- (3) At the national level, there is an extensive range of instruments based on the Energy Security Act, the regulations based on it and, where applicable, the Petroleum Stockpiling Act. On the one hand, it ensures the stockpiling of mineral oil products for a certain period of time and, on the other hand, allows the consumption of mineral oil products to be restricted if the supply situation requires it. For external emergencies

In order to enforce defence-related priorities, special regulations have been issued on the basis of the Economic Security Act.

- (4) In order to secure the supply of mineral oil, the Petroleum Stockpiling Association is required by law to maintain stocks for 90 days of net mineral oil imports. In addition, there are the operational stocks held by industry and trade, which guarantee the availability of mineral oil and mineral oil products for a period of time.
- (5) The Federal Government has developed a crisis management plan for civil supply disruptions together with the oil industry. In this plan, the state and the economy work together on a cooperative basis to ensure oil supplies. If the Bundeswehr does not plan to stock up on its own supplies, military requirements should also be taken into account.
- (6) The Mineral Oil Management Ordinance, which is based on the Economic Security Act, forms the basis for measures in this  
Area of changing structures in mineral oil industry and consumption  
and to improve the instruments for maintaining oil supplies in the event of an external emergency. At the same time, the precautionary systems under the Energy Security Act and the Economic Security Act have been extensively harmonized, which enables oil crisis precautions to be designed in a consistent manner.



- (7) For the supply of electricity and heating energy sources<sup>2</sup>, all necessary security and control measures must be taken on the basis of corresponding regulations on load distribution. The regulations are issued on the basis of the Economic Security Act or already exist and must be declared applicable in the event of an external emergency.

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### **22.2.3 Delivery of goods and services**

- (1) In order to ensure defence capability, the Federal Ministry for Economic Affairs and Climate Protection (BMWK) must ensure the priority and crisis-adapted settlement of existing contracts, including the associated supplies, in the event of an external emergency through the timely application of the Economic Security Ordinance.

- (2) The timely selection of such treaties and their prioritization must be prepared during peacetime.

In their discussions with the Federal Ministry of Defence, international agreements must also be taken into account which are necessary for maintaining the operational readiness of the relevant military equipment.

- (3) In order to guarantee defence capability, the Federal Ministry of Defence is ensuring, by concluding contracts with the commercial sector, that an appropriate stockpile of spare parts – especially those with long procurement periods – is established.

- (4) If economic disruptions and defence requirements increase accordingly, federal and state authorities, and gradually also general administrative authorities at district level, must be empowered by the Economic Security Ordinance to enforce defence-related priorities through individual official intervention.

- (5) Within the framework of individual guidelines to be issued by the BMWK, these authorities are then authorized, depending on the intensity of the intervention required, to speed up, modify or reorder individual deliveries of goods and repairs for defense purposes. They must also be authorized, if necessary, to order that certain goods production or deliveries are to be stopped or that repairs for purposes other than defense are not to be carried out. Within the framework of this federal contract administration, at all levels

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<sup>2</sup> Regarding the term "heating energy sources": These include heating oil, natural gas (liquid/gaseous), firewood (pellets) and coal.

It is important to ensure that such individual arrangements do not interfere with one another and do not indirectly impair or thwart other economic processes that are important for defence. In order to come as close as possible to this goal, the cooperation of the commercial sector will be essential in such a situation.

- (6) Only when, in an intensified crisis, the supply of certain goods from the commercial sector has to be reduced even for non-commercial end users and, similar to the case with foodstuffs in particular, the aspect of fair distribution becomes unavoidable, has the BMWK

In accordance with the Economic Security Ordinance, the official management of ration cards for such goods should be introduced. This should be coupled with a corresponding duty to pay for commercial sellers.

- (7) The Federal Government will order that supply cards be issued to every natural person together with food cards as control documents intended to counteract the unauthorized receipt of ration cards.

- (8th) Regulations on price fixing and price freezes should only be made in extreme cases. They are difficult to monitor and can lead to lead to existing goods being withdrawn from the market.

#### **22.2.4 Stockpiling**

According to the authorization in the Economic Security Act, stockpiling in the commercial sector can be ordered even in peacetime for defense purposes.

#### **22.2.5 Provision of equipment and services**

According to the Federal Performance Act, the commercial sector has, for example, To provide motor vehicles, IT infrastructure and services, construction and storage equipment as well as handling services for military and civil defense purposes if required in order to reduce ongoing defense costs in peacetime. Through provision notices, companies are informed in advance of the type and extent of their possible later use.

#### **22.2.6 Waste management and recycling**

The services of the waste disposal and recycling industry must also be provided in the event of a crisis, in particular to protect the civilian population from epidemics.

To this end, prioritization concepts must be developed with regard to priority disposal areas and appropriate interim storage facilities for waste.

### **22.3 Ensuring water supply**

- (1) It is essential to ensure that the civilian population and the armed forces are supplied with water, even in the event of an external emergency. The federal government is examining whether the Water Security Act and the legal regulations and administrative provisions issued on its basis may need to be amended.
  
- (2) In the event that the existing water supply systems are affected or fail due to damage events in an external emergency, an adequate emergency water supply must be ensured. This emergency supply must focus on covering the vital need for drinking water.
  
- (3) Because of the large amount of time required, the precautionary measures must be planned and implemented during peacetime. On the basis of appropriate planning, owners of water supply systems and municipalities can be obliged to take precautionary measures in accordance with the Water Security Act by means of a notice of obligation from the responsible authorities. These include in particular:
  1. Hardening measures by modernizing systems, creating redundancies (e.g. laying interconnecting pipelines), purchasing mobile components (e.g. mobile treatment plants) or additional equipment (e.g. emergency power generators) to maintain the piped supply;
  
  2. Maintenance or, if there is a legitimate interest, construction of emergency wells as redundancy for the piped supply.
  
- (4) The precautionary measures are to be implemented in accordance with a focus and priority programme drawn up by the Federal Government in consultation with the states, taking into account the Bundeswehr's area-wide needs.
  
- (5) In addition to the measures for the emergency supply of drinking water, other water management precautionary measures must also be implemented. These include in particular measures for
  1. Supply of process water in essential quantities;
  2. Covering the need for fire-fighting water;

3. Discharge and treatment of waste water to prevent health hazards;
4. Securing storage facilities.

## **22.4 Ensuring traffic**

### **22.4.1 General**

- (1) In the event of an external emergency, it must be ensured that the means of transport and the transport infrastructure can be used in accordance with the requirements to meet the need for vital and defence-critical transport services, in particular for the civilian population and the economy, as well as for the Bundeswehr. The necessary measures (planning, preparation and implementation) must be taken at national and international level. Transport with overseas and other countries is of particular importance.

special importance and to ensure this through international agreements.

- (2) If the peacetime possibilities of the transport system are no longer sufficient, compensatory, controlling and protective measures for the provision and repair must be taken on the basis of the Transport Security Act and the Federal Performance Act. These measures serve in particular to regulate the use and operation of means of transport, routes, facilities and equipment, as well as to control the transport of people and goods, transshipment and delivery and removal. The economic freedom of those involved and the performance of the economy as a whole must not be impaired to a greater extent than is necessary in the overriding interests of defence.

- (3) The supply of goods and services to the Bundeswehr when required by using civilian means of transport, services and facilities must be ensured. Sufficient transport services to support the Bundeswehr in operations based on international agreements are –  
if the application requirements are met – through the Transport Services Act. The Federal Ministry for Digital and Transport (BMDV) must make organizational preparations for the transport requirements in the event of an external emergency and for setting priorities.

### **22.4.2 Road traffic and road construction**

- (1) The existing commercial vehicles in road traffic must be specifically recorded and planned for in order to be able to use them as best as possible in the event of an external emergency. Preparations must be made to ensure

1. local road passenger and goods transport to the extent necessary  
to be able to handle the necessary volume;
2. vital goods transport by road through the Federal Transport Organisation (TOB) and through  
the transport organisations  
of the countries (TOL);
3. the increased need of certain civilian users for motor vehicles  
To this end, the civil and military requirements must be determined according to specific  
guidelines and  
to coordinate with each other.

In order to achieve these goals, measures can be taken even in peacetime, including under the conditions laid down in the Federal Performance Act.

- (2) For road traffic in an external emergency, traffic control devices  
Measures are taken. They are intended in particular to 1. carry out vital and  
defence-critical civil and military transports; 2. support certain measures relating to  
residence regulations.

For this purpose, a military road network or military local road network and a main civil road  
network must be established in peacetime.

- (3) Based on the Regulation on the Safety of Road Traffic 1, private transport by  
passenger cars and motorcycles  
be restricted;
2. the use of commercial vehicles may, where necessary, be subject to authorisation;
  3. the transport service for the carriage of persons in public  
local transport needs to be adapted to requirements.
- (4) The functionality of the road network must be ensured as far as possible in accordance with  
the requirements in an external emergency. It can be assumed that the dense road network is  
sufficient and that road traffic essential to life and defense will be able to cope with a lower  
standard of roads. The other civilian road traffic expected in an external emergency must also  
accept further restrictions in the safety and ease of traffic. In the case of structural changes to  
civilian roads that are part of the basic military road network or the local military road network,  
the involvement of the Bundeswehr as a public interest body is necessary.

- (5) Quickly assembled fixed bridge equipment must be kept available for repairing damaged road bridges, which is necessary for the purposes of overall defence. In addition, replacement crossing points must be set up and suitable equipment must be kept available for crossing waterways.
- (6) Maintaining the functionality of the road network and repairing it in the event of damage remains the responsibility of the responsible construction authorities, even in an external emergency. If repair work cannot be carried out by the authorities themselves or by contracting out to specialist companies, the necessary work must be requested in accordance with the Federal Performance Act or the Economic Security Act. Priorities for building repairs must be agreed between the civil and military authorities if necessary.

#### **22.4.3 Railway transport**

- (1) In accordance with the Ordinance on Safeguarding Rail Transport, the railways may restrict transport services, in particular the number of trains and the transport of passengers and goods.
- (2) Necessary measures to ensure the needs of the Bundeswehr extend in particular to railway transport services in accordance with the Ordinance on Railway Transport Services for the Armed Forces. According to this, such transport services must be provided up to the limit of the railways' capacity if and to the extent that the Bundeswehr requests this. The BMDV or the authority designated by it arranges for the interests between military and civilian demands to be balanced with the involvement of the Bundeswehr. In the case of structural changes to civilian railway transport facilities that are part of the basic military railway network, the involvement of the Bundeswehr as a public interest body is necessary.
- (3) Important infrastructure components, operationally important facilities and equipment as well as means of transport must be secured by suitable precautionary and protective measures. This applies in particular to railway bridges on routes that are required for the purposes of overall defence. The material required for the accelerated repair of facilities and equipment must be kept in an economically justifiable amount.

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#### **22.4.4 Inland navigation, waterways and inland ports**

- (1) In keeping with its large share in the transport of imported goods from overseas, the functionality of inland waterway transport must be maintained in the event of an external emergency.
- (2) In accordance with the Ordinance on Safeguarding Inland Waterway Transport in the Event of an External Emergency, inland waterway transport is subject in particular to reporting obligations, authorisation requirements for certain journeys and regulations for the handling of goods.
- (3) Protective measures for inland waterway vessels must be coordinated with the governments of neighbouring countries.
- (4) The Federal Waterways and Shipping Administration and the relevant state authorities are each responsible for keeping the waterways and their structures operational. In doing so, precautions must be taken to prevent the risk of dam breaks and to remove obstacles in the waterways.

#### **22.4.5 Shipping and seaports**

- (1) The dependence of the Federal Republic of Germany on overseas imports requires an efficient maritime shipping industry. It must be ensured that maritime shipping can carry out the necessary transports to supply vital and defense-critical goods in the event of an external emergency.
- (2) In the event of an external emergency, maritime traffic must be protected from all kinds of disruption. This is achieved by a combined system of maritime vessels' own protective measures and state protection and control measures based on the regulation on the security of maritime traffic and special planning within the alliance.
- (3) The handling of overseas goods via seaports and other suitable handling facilities in the country and in neighboring countries must be ensured. The material prerequisites for this must be created by providing handling facilities and equipment.

#### **22.4.6 Civil aviation**

- (1) Depending on the situation, civil air traffic can be restricted in the event of an external emergency in accordance with the Ordinance on Safeguarding Air Traffic. If necessary, the BMDV can designate areas with flight restrictions in the airspace above federal territory.

- (2) If necessary, the BMDV can impose, restrict or adapt certain operational obligations on airport operators in order to be able to handle priority air traffic and to oblige them to carry out certain air traffic.
- (3) It must be ensured that, including the necessary airfields, civil aviation companies can carry out vital and defence-critical transport operations to the necessary extent.
- (4) Appropriate protective measures must be taken to maintain the operational readiness of long- and medium-haul aircraft.
- (5) Civil air traffic control must be adapted to the special conditions of a defense situation. Preparations for this must be made during peacetime. To the extent that the fulfillment of the defense mission in an external emergency requires it, the Bundeswehr will coordinate closely with civil air traffic control. To enable the armed forces to carry out combat operations, air traffic not taking part in the combat operations will have to be controlled in accordance with military considerations.

#### **22.4.7 Weather service**

- (1) The German Weather Service must continue to carry out its tasks even in the event of an external emergency.
- (2) The cooperation between the German Weather Service and the Bundeswehr's Geoinformation Service is available between the BMDV and the BMVg.
- (3) The usual publication of meteorological information must, where necessary, be restricted or stopped in the event of an external emergency. The same applies to measures for setting up and operating the natural hazards portal (NGP). The dissemination of the above-mentioned information to military and civilian command bodies must be ensured.

#### **22.5 Protection against threats from cyberspace and establishing digital sovereignty**

- (1) The highest level of protection must be guaranteed in the government sector (domestic and foreign) and in the economy. In the government sector, resilience (including through redundancy) and the ability to coordinate measures to repair damage and restore compromised systems in the event of a crisis must be ensured. A holistic cyber situation report that includes all relevant actors must be continuously compiled. Aggressive cyber activities must be identified at an early stage and ongoing attacks must be stopped quickly.



Rapid response teams must be maintained, including by the operators of critical infrastructure, and supported by the state and cooperation must be practiced.

- (2) The importance of space-based services for the purposes of defence and for ensuring public safety and order is taken into account. For these purposes, increased use of space-based services is sought and, where possible, alternatives to space-based data connections are provided.

## **22.6 Ensuring postal services and telecommunications**

### **22.6.1 General**

- (1) The minimum provision of telecommunications and postal services must also be ensured in the event of an external emergency and in order to fulfil alliance obligations.
- (2) The necessary access to the radio frequency spectrum for the Bundeswehr must be maintained.

### **22.6.2 Postal service**

- (1) Postal companies have certain postal services they provide to provide mail to state and local authorities and to those with preferential postal services, even in the event of an external emergency. The acceptance points required for this purpose must be maintained to an appropriate extent.
- (2) Postal companies have the postal service operated by the Bundeswehr to support the transport of their members and units in action (field post) through postal services.

### **22.6.3 Telecommunications security**

- (1) Providers of publicly available telecommunications services and operators of public telecommunications networks must comply with the essential maintain the services they provide even in the event of an external emergency. This also applies to preventing impending network overloads or eliminating existing ones.
- (2) In addition, in the event of an external emergency, government agencies and other telecommunications To ensure priority provision and troubleshooting of connections and transmission paths as well as priority establishment of mobile communications connections for those with priority communications.

- (3) When an external state of emergency is declared, the special frequency regulation for tension and defense situations in accordance with the Telecommunications Act comes into force. This special frequency regulation ensures that the Bundeswehr, allied armed forces and authorities and organizations with security tasks can carry out their tasks in relation to telecommunications services and the frequency spectrum. It is also intended to ensure that the necessary frequency resources to maintain essential services (such as telephony and the transmission of warnings in particular) remain available as far as possible.

## **23 Ensuring personnel requirements**

### **23.1 General**

- (1) In order to carry out the diverse tasks in an external emergency, the necessary full-time and voluntary staff must be available in sufficient numbers.
- (2) Until the legal basis is adjusted, the following provisions apply.
- (3) In the event of tension or defence, compulsory service for conscripts is reinstated in accordance with the Military Service Act (Section 2 WPfIG).
- (4) In order to prepare for conscription and recruitment, the registration authorities transmit the necessary data to the Federal Office of Bundeswehr Personnel Management in the event of tension or defence (Section 15 of the Bundeswehr Personnel Registration Act).
- (5) The need for work, services and other personnel benefits must initially be met on a voluntary basis, based on the fundamental right to freely choose one's profession and place of work, which continues to exist even in an external emergency. Only if this is not possible or not possible in a timely manner can certain state control measures be implemented in accordance with the Employment Security Act.

### **23.2 Work performance**

- (1) According to the Ordinance on the Determination and Coverage of Labor Requirements under the Employment Security Act (ArbSV), the anticipated need for labor in peacetime to ensure labor performance in an external emergency is to be determined, insofar as this is possible given the state of preparation for civil and military defense and is necessary to later ensure labor performance in these cases.

- (2) The need is determined by the companies and departments where it arises in the external emergency. In the area of health care, it must be ensured that 1. the authorities responsible under state law have the expected work-  
have to determine the need for manpower;  
2. the Federal Government is empowered to introduce, by means of a legal order, a reporting requirement for non-working health professionals, unless otherwise provided for by law.
- (3) The identified need must be reported to the employment agencies.
- (4) In order to meet the reported need, all possibilities of job placement and the free labor market must first be used. If the need for workers cannot be met in this way or not in a timely manner, state control measures are permissible under the Employment Security Act, according to which 1. employees aged between 18 and reaching the standard retirement age and private employers  
may only terminate an employment relationship within the scope of the Employment Security Act with the consent of the employment agency, civilian employees of the Bundeswehr only with the consent of the department of the Bundeswehr administration determined by law; 2. the employment agencies may place conscripts into an employment relationship within the scope of the Employment Security Act.  
  
scope of the Employment Security Act. However, women between the ages of 18 and 55 may only be conscripted into the civilian health service and into the stationary military hospital organization in the event of a defense situation and then only.
- (5) If the Occupational Safety and Health Act is applicable, the Federal Government can extend its scope of application, which is limited to the Bundeswehr and allied armed forces as well as to the public service, health care, civil defence, water and energy supplies, food companies, the postal service and telecommunications as well as the transport system, to other areas by means of a legal order, in particular if this is necessary for the performance of vital and defence-critical tasks.
- (6) The cooperation between the Federal Employment Agency and the competent federal and state authorities necessary for the preparation and implementation of the work safety measures must be regulated by a legal order of the Federal Government.

### **23.3 Employment Law**

- (1) It must be ensured that working conditions are maintained as far as necessary and possible even in an external emergency.
- (2) In the interest of carrying out vital and defence-critical tasks, employees may be required to
  1. Overtime or work on Sundays and public holidays on an extended scale or
  2. to obtain a different type of work or work at a different locationbring.
- (3) Changes to labour law to the detriment of employees and employers must, in addition to the general principle of proportionality, adhere to the limits of reasonableness.

### **23.4 Civil service law**

- (1) In the event of an external emergency, civil servants can be seconded to another employer or required to work for supranational or intergovernmental civil service agencies without their consent. In this case, they can in principle also be assigned tasks that do not correspond to their position or career qualifications, provided that they can reasonably be expected to take on these tasks given their previous training and education and in view of the exceptional situation.
- (2) Officials are obliged to work for defence purposes beyond their regular working hours without special remuneration. Compensation for the additional workload will only be granted in the form of time off if the requirements of the service permit it.

### **23.5 Personnel requirements for assistance**

- (1) The personnel required for assistance depends on the local hazard and damage situation.
- (2) Men and women aged 18 to 60 years  
year may be required to provide assistance in combating the special dangers and damage that threaten in the event of a state of defence, provided that the existing forces are not sufficient.

### **23.6 Unreasonable dangers and difficulties**

- (1) In the event of an external emergency, employees within the scope of the Occupational Safety Act must accept risks and difficulties in their work, provided that they serve the purposes of the law, which are reasonable given the circumstances and personal circumstances of the individual employee. The same applies to civil servants in service.

- (2) A concrete danger to life or health is unreasonable.  
The obligation to continue working during a specific danger only exists if there are protected functional areas at the workplace or other equivalent protection options.
- (3) Something different applies to special groups of officials (e.g. members of the police) who have special tasks to deal with danger. They must accept a certain degree of self-endangerment if this is necessary within the scope of their official duties and is reasonable in the individual case. The protective measures possible under the circumstances must be taken. The balancing criterion is the employer's duty of care.

### **23.7 Staff compensation**

- (1) The available personnel must be distributed according to the urgency of the need if they are not sufficient to cover the demand.
- (2) To balance the personnel requirements for the tasks of the Bundeswehr on the one hand and to fulfil necessary tasks in the public interest, in particular civil defence, on the other hand

#### **1. Conscripts for military service and compulsory service**

Even in peacetime, those obliged to provide services can be deemed indispensable, e.g.

a. if they are indispensable for the maintenance and continuation of their employer's business or the proper performance of their authority's duties;

2. members of the police force who are liable for military service shall not be called up for military service for the duration of their membership of the police force;

#### **3. is between the Bundeswehr and the civilian users**

health care the existing number of

a. Doctors, dentists, psychological psychotherapists, veterinarians and pharmacists in accordance with an agreement between the relevant federal ministries, b. other members of medical and non-medical

professions as well as nursing support staff and crisis intervention workers by concluding a corresponding agreement following a statutory reporting obligation to be established by the federal government for this group of people

to be appropriately distributed for the tasks to be carried out in the event of defence.

## **24 Ensuring social benefits**

- (1) Public social benefits must continue to be provided as far as possible even in external emergencies.
- (2) Of particular importance is the safeguarding of livelihoods in certain cases (e.g. illness, accidents at work and occupational diseases, occupational and earning incapacity, need for care, unemployment, securing housing) as well as the provision of care for war victims.
- (3) Once the relevant legislation has been adopted, appropriate preparations must be made.

## **25 Support of the Bundeswehr and allied forces in external emergencies**

### **25.1 General**

- (1) In addition to the supply of goods and services, the Bundeswehr receives special support from the civilian side to establish and maintain its operational readiness and freedom of operations in the event of external emergencies.
- (2) The allied armed forces and NATO military facilities on the territory of the Federal Republic of Germany receive support on the basis of the commitments entered into by Germany towards NATO, including within the framework of the NATO Status of Forces Agreement and its supplementary agreements.

### **25.2 Support services**

- (1) Military defence operationalises the support services relevant to it, which are provided in accordance with the basic civilian requirements  
include three storylines:
  1. Cooperation with authorities and legislation;
  2. leadership;
  3. Military capability contributions and infrastructure.
- (2) In the event of an external emergency, civil defence must support the Bundeswehr and allied forces in accordance with NATO requirements by
  1. in the field of nutrition, the essential needs for food and animal feedingstuffs are ensured;
  2. to ensure that the vital need for drinking water is met  
is provided;

3. additional necessary and suitable civilian infrastructure is made available within the framework of available capacity for military training and accommodation of personnel as well as storage of military material;

4. in the commercial sector (except for general supplies), goods and services are made available in cases of special need;

5. ensures the supply of energy, media and fuels

becomes;

6. in the transport sector

the road traffic and road construction authorities as well as the police in

contribute to the control and regulation of military road traffic by the Bundeswehr; in doing so, it must be taken into account that the German and allied armed forces can claim priority in road traffic in application of the special rights of the Road Traffic Act; b. civilian means of transport, services and facilities are available in special cases of need; the vital civilian

transport needs must be ensured;

(c) ensuring that maritime and inland waterway transport, as well as civil aviation and land transport companies, carry out defence-critical transport operations;

d. it is ensured that measures to support military relocations of own and allied forces (military mobility) are implemented before the external emergency occurs; the appropriate legal, material and personnel framework conditions must be created for this purpose;

7. the postal and telecommunications sectors are ensured, in particular

a. postal items of particular importance for the Bundeswehr/the associated companies in the departmental assets are delivered quickly and securely; b. additional, unforeseeable

requirements for the telecommunications supply of the Bundeswehr, whose telecommunications connections are largely based on the public telecommunications networks of the network operators, are met with priority;

c. the use of civilly allocated frequencies, in accordance with the Telecommunications Communications Act, is temporarily restricted if

these frequencies are required by the Bundeswehr to carry out its tasks;

8. in the field of information

- a. the general administration authorities inform the military authorities at their respective levels about events of military importance;
- b. warning information about chemical, biological, radiological and nuclear hazards is transmitted to the military authorities;
- c. meteorological information is passed on to military command authorities;

9. the health care of the Bundeswehr is supported by third parties (e.g. commercial enterprises, recognised aid organisations, hospital operators); this includes, for example, the supply of medical supplies as well as support with transport and cross-sectoral patient treatment.

(3) Civil defence supports the Bundeswehr in establishing and maintaining its defence readiness and capability by

1. the registration of conscripts is continued and their data is transferred to the competent authorities of the Bundeswehr;
2. the road traffic and road construction authorities and the police in  
to participate in the control and regulation of military road traffic (Military Mobility) by the armed forces and to give the armed forces traffic control powers in times of tension and defence;
3. the road construction and road traffic authorities, at the request of the Bundeswehr will upgrade the road sections equipped as emergency landing sites and set up appropriate diversions;
4. in the field of repairs a. military facilities by the construction authorities of the states,  
b. Civilian facilities of military importance by the responsible building authorities and c. Military equipment in  
the event of damage caused by weapons  
be repaired as far as possible. Provision must be made for the availability of the necessary repair capacities, in particular the necessary equipment.



## **26 Finance**

### **26.1 General**

- (1) The financing of all overall defence measures necessary in the event of an external emergency must be guaranteed.
- (2) The federal government is responsible for the costs of overall defense within the framework set out in the Basic Law. Each department bears its own costs incurred in fulfilling its tasks.
- (3) On the basis of the North Atlantic Treaty, the Federal Republic of Germany has to make financial contributions to NATO's defence tasks.
- (4) On the basis of the TEU and the TFEU, the Federal Republic of Germany has to make financial contributions to the EU's Common Security and Defence Policy (CSDP).

### **26.2 Preparations**

- (1) The financial means required for overall defence measures must be included in the budget and in the five-year federal financial plan in accordance with the procedure provided for in budgetary law, taking into account macroeconomic requirements. Civil defence budgets must be coordinated before they are determined.
- (2) In the areas of money and credit as well as taxes,  
to take appropriate precautionary measures for external emergencies within the scope of legal and actual possibilities.

### **26.3 Measures**

- (1) In the event of a state of defense, the Basic Law provides that the finances of the Federation and the states may be regulated by federal law with the consent of the Federal Council in a manner deviating from Section X of the Basic Law, insofar as this is necessary to ward off a current or imminent attack. In doing so, the financial viability of the states, municipalities and municipal associations must be preserved.
- (2) The individual measures to be implemented in the areas of finance, taxation, money and credit depend largely on the needs arising from the circumstances and the duration of the conflict.  
tes.
- (3) The expected increased expenditure requirement can be covered in accordance with the possibilities provided for in the Basic Law and the current budget law.

These options include in particular spending freezes as well as over- and unscheduled expenditure and commitment authorisations.

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## **27 Coordination in the field of civil defence**

### **27.1 guide**

(1) Given the division of responsibilities in civil defence matters between the federal government and the states, between the ministries and between different administrative levels, successful

Planning, preparation and implementation of the tasks of planned management structures, management processes, management tools and an information on management.

(2) For the federal government, these options are available due to its exclusive legislative authority for the protection of the civilian population and its supply, its general rights of influence over the states and within the framework of the federal contract administration that predominantly exists in civil defense.

(3) At the state level, this leadership strand continues within the framework of the states' responsibilities for the implementation of federal planning as well as their own planning.

### **27.2 Coordination and coordination**

(1) Within these management options, both the planning and

To coordinate and coordinate preparations for civil defence in peacetime as well as the implementation of the corresponding measures in external emergencies

1. at federal level; 2.

between the federal government

and the states; 3. where necessary also between the

states; 4. between the state

departments; 5. between the various administrative levels in the states.

### **27.3 Coordination procedures and facilities**

(1) At the federal level, planning, preparation and implementation of civil defence measures

1. below the level of responsibility for both parts of the overall defence

between the federal ministries involved, including within the framework of the Joint Rules of Procedure of the Federal Ministries

to coordinate and coordinate the given possibilities. This applies particularly within the framework of the Federal Interministerial Crisis Team Chancellor's Office, which can meet in a crisis under the chairmanship of the Federal Chancellery and then coordinates the measures required to overcome the crisis, especially with the encourages the federal ministries to initiate appropriate measures and works towards accelerated implementation;

2. to be coordinated by the BMI insofar as they require coordination beyond the remit of the federal ministries and coordination is not already carried out by the Federal Chancellery. In addition, the BMI must maintain an overall overview of the planning, preparations and implementation measures of the federal ministries and coordinate the federal government's interests in civil defence in cross-departmental matters, unless the coordination function of the Federal Foreign Office (AA) is provided.

- (2) The Interministerial Coordination Group of the Federal Government and the States is the joint advisory body of the Federal Government and the States in the event of long-term, cross-border danger or damage situations with a high need for advice and coordination.
- (3) Necessary coordination and agreement on civil defence matters at the state level is carried out by the competent authorities of the general administration.

## **Second subsection**

### **NATO's civil defence**

#### **28 function**

- (1) NATO member states are fundamentally responsible for their own civil defence.
- (2) NATO's civil defence, on the other hand, must deal with tasks which can only be solved jointly by the member states or for which joint consultation or coordination is necessary or appropriate.

## 29 **Areas of responsibility and implementation**

- (1) NATO's joint activities primarily cover those aspects of national civil defence planning that affect the ability to contribute to the Alliance. These are primarily the maintenance of state and government functions, the provision of supplies to the population and civil support for military operations.
- (2) To maintain civil emergency preparedness, NATO has defined basic requirements ("Baseline Requirements"). These are:
  1. Maintaining the functioning of the state and government and critical government services;
  2. resilient energy supply;
  3. Ability to deal effectively with uncontrolled human movements  
tions;
  4. resilient food and water resources;
  5. resilient handling of a mass casualty incident and disruptive  
ven health crises;
  6. resilient civil communications systems;
  7. resilient civil transport systems.
- (3) The objectives and priorities should
  1. be continuously developed; 2. with the  
objectives of the joint NATO defence planning and  
relevant other NATO recommendations and guidelines, including those in the areas of  
space, cyber and information space or hybrid threats; 3. Subject to an exchange of  
information on civil readiness  
  
4. as civil defence scenarios in joint exercises with  
Member States;  
can be obtained.
- (4) In the event of an external emergency, certain national measures of civil  
to support the defence, including by mutually agreeing on a balancing of resources between  
Member States, and to provide services in favour of military defence where this requires  
multinational cooperation.

## 30 **Committees**

- (1) At the levels below the North Atlantic Council,
  1. the Resilience Committee and

2. its eight planning departments for the respective areas of responsibility groups,

3. the Committee on Cyber Defence and

4. the Committee on Defence Policy and Planning

to plan, prepare and coordinate, with the support of NATO's International Staff, peacetime measures for NATO civil defence, increasing civil emergency preparedness and increasing resilience.

- (2) The national organizational structure of NATO civilian defense remains essentially unchanged in the event of an external emergency.

## **Fifth Section**

### **Cooperation between the military and civil defence bodies in defence matters**

#### **31 General**

- (1) The interaction between military and civil defence bodies is addressed in these Framework Guidelines only insofar as it concerns defence matters.
- (2) The military and civil defence organs at national and NATO level are dependent on close cooperation because of the mutual dependence of their defence tasks and the impact of their measures on each other.
- (3) Cooperation must take place in all areas and levels and ranges from the definition of concepts and objectives to the necessary coordination, planning, implementation and coordinated alarm planning to mutual support in the implementation of measures in joint departmental and agency situation centers. This applies both in peacetime, when defense planning and preparations must be made, and in external emergencies. When fulfilling individual tasks, the effects on the other areas of overall defense must always be taken into account.
- (4) In order to jointly fulfil these tasks, cooperation in the event of an external emergency must be prepared. The necessary structures, procedures and processes must be planned, practiced and backed up with the necessary resources.

- (5) Nationally, cooperation is possible in numerous special legal and Administrative provisions and government decisions, in particular
1. in the Basic Law;
  2. in the precautionary and security laws and the indispensability regulations, including associated legal regulations, administrative provisions and other laws, guidelines and principles;
  3. in military regulations and service instructions;
  4. in regulations and service instructions for the Federal Police and the police of the states;
  5. in interdepartmental administrative agreements.

Furthermore, the cooperation corresponds to a general legal and administrative principle which requires the State bodies, which include all military and civil defence departments, to cooperate and assist each other.

- (6) The cooperation of German national agencies with NATO commanders authorities, relevant bodies and institutions of the EU and with allied armed forces and with civilian authorities of allied states.
- is based on intergovernmental agreements and arrangements, in particular the NATO Status of Forces Agreement and its supplementary agreements, as well as the Supreme Allied Commander Europe (SACEUR), agreements with follow-on agreements, the intergovernmental agreements on the support of allied armed forces in external emergencies and other agreements.

- (7) The interaction between military and civilian bodies of the NATO is based on and within the framework of the North Atlantic Treaty trages.

- (8th) The cooperation between the military and civilian bodies, bodies and institutions of the EU takes place on the basis of and within the framework of the EU Treaty and the TFEU, in particular within the framework of the CFSP and the CSP.

- (9) German military and civilian agencies operate in allied country on the basis of bilateral or multilateral agreements in accordance with the principles of comprehensive defence and in compliance with the domestic regulations of the host country.

### **32 Bodies and procedures**

- (1) Organs of cooperation are all military and civil defence departments that work together with the other side in carrying out their tasks. In military and civil departments  
  
it may be necessary to set up separate organizational elements for cooperation.
- (2) The cooperation between the military and civil defence bodies takes place in the form of civil-military cooperation (CMC).
- (3) Civil-Military Cooperation of the Bundeswehr (ZMZBw) is an independent area of responsibility of the Bundeswehr and includes all plans, measures, forces and resources that regulate, support or facilitate the relationships between Bundeswehr departments on the one hand and civilian authorities and organizations on the other. This includes cooperation with the commercial sector.
- (4) The ZMZBw is centrally controlled by the National Territorial Commander (NatTerrBefh). This also facilitates the cooperation between NATO agencies and the Allies with national  
  
civilian authorities in Germany. The Bundeswehr's territorial command organization provides appropriate cooperation relationships at the federal and state level, right down to the local authorities. This does not exclude cooperation between authorities within the scope of their respective specialist responsibilities (e.g. health care).

### **33 Areas of cooperation**

- (1) Cooperation must take place in almost all areas of responsibility, especially in defining concepts and objectives of military and civil defence.
- (2) The tasks of military defence, the fulfilment of which requires cooperation with the civil defence bodies, include in particular
  1. military planning for the deployment of the armed forces which directly affects civil defence;
  2. Covering the need for goods and services as well as work  
gene;
  3. Meeting the needs for transport services by road, rail, waterway and air; 4. Health care;

5. Maintenance and repair of military equipment, buildings and infrastructure;
  6. Supply of water, energy and fuel;
  7. Planning and implementation of military traffic, including traffic control;
  8. Field postal service;
  9. Ensuring geoinformation support across the entire spectrum of tasks of the Bundeswehr.
  10. Military communications.
- (3) Civil defence tasks, the fulfilment of which requires cooperation with military defence bodies, are primarily
1. Residence, transit regulations and evacuation measures;
  2. certain parts of the warning service;
  3. Fire and civil protection, including protection against chemical, biological, radiological and nuclear hazards (CBRN protection);
  4. Protection of objects and cultural assets;
  5. Transport;
  6. Ensuring work for defence purposes
  7. Frequency protection.
- (4) The tasks that arise in both areas of defence and that require cooperation and mutual coordination of structures and procedures include, in particular,
1. Crisis management;
  2. Reporting and situation management, particularly in joint situation centres;
  3. Military replacement system;
  4. Supply of food (including drinking water) and feed means;
  5. Priority in the execution of contracts essential to defence;
  6. Health care and public health protection;
  7. Postal services and telecommunications;
  8. Protection of property and critical or defence-relevant infrastructure structures;
  9. Real estate management including stationing planning;
  10. Establishment and operation of emergency landing sites;
  11. Air traffic control;
  12. Mapping and surveying;
  13. Weather service;



- 14. Meeting staff needs in specific areas;
- 15. Damage repair;
- 16. Alarm planning and implementation;
- 17. joint exercises;
- 18. Port, railway and airport operations;
- 19. Civil protection including care services.

### **34 Levels of interaction**

#### **34.1 Supreme federal level**

- (1) At the departmental level, the Federal Ministry of Defence and the federal ministries whose areas of responsibility include civil defence tasks must work together within the framework of overall defence.
- (2) In addition to national military interests, the Federal Ministry of Defence must also represent the interests of SACEUR, the higher subordinate NATO commanders and the national high commands of the allied armed forces located in Germany vis-à-vis the civilian federal ministries and vice versa, the interests of the civilian federal ministries vis-à-vis SACEUR, the higher subordinate NATO commanders and the national high commands. In addition, in coordination with the Federal Foreign Office, it represents German military-political interests in the EU and its institutions.
- (3) The BMI coordinates cross-departmental tasks of civil defence  
tion.

#### **34.2 Level National Territorial Commander (NatTerrBefh) (federal level)/ Territorial Command Organisation of the Bundeswehr**

- (1) The NatTerrBefh is responsible at the operational level for the planning, control, coordination and management of operations within the framework of national territorial tasks, including homeland security and national territorial defense, host nation support and assistance provided by the Bundeswehr in the country in peace, crisis and war. This includes, within the framework of The constitutional requirements also include contributions by the Bundeswehr to national security provision in Germany by supporting the civilian authorities responsible for internal security to protect the population as well as critical infrastructures and national civil defence.
- (2) Planning and preparation of measures to ensure freedom of operation in Germany, in the sense of calendar preparation

of National Territorial Defense, are already carried out in peacetime under the responsibility of the military and civilian organizational areas (MilOrgBer/ZivOrgBer) of the Bundeswehr. Coordination with the authorities of other

The NatTerrBefh is responsible for the coordination of the various ministries and the states. This may also include coordination with neighboring states.

- (3) As part of the coordination of mutual support of civil and military defence, the NatTerrBefh is the central contact and coordination point in peacetime and in external emergencies both for the support requirements of the Bundeswehr from authorities and institutions of other ministries and the civil economy, as well as for possible support services of the Bundeswehr for civil protection, the protection of critical infrastructure and the maintenance of state and government functions.

- (4) For the national territorial tasks of the Bundeswehr, the armed forces have a comprehensive "territorial network" aligned with the federal structure with a corresponding leadership organization.

The Bundeswehr maintains level-appropriate and regionally organized capabilities for the ZMZBw for comprehensive information exchange, military-technical advice, constant coordination and close cooperation with the civilian authorities in order to ensure the ability to react.

ten. These links between the military and civilian sectors and with local authorities and authorities at all levels must be ensured on an ongoing basis.

- (5) The supporting services and administrative benefits are coordinated, managed and taken responsibility for by the relevant departments of the Bundeswehr administration, including measures to meet needs in accordance with the precautionary and security laws in cooperation with the departments of the general administration.

### **34.3 particularities**

To the extent that a country has a special administrative structure or a special command structure in the military field, the levels of cooperation must be defined accordingly.

### **34.4 Cooperation within the Alliance's joint organisation**

#### **NATO**

NATO military and civilian bodies cooperate at all levels, for example, in the way that the (military) Committee for Logistics and the (civilian) Committee for Resilience (RC) work together as mirror committees and military representatives of the Supreme Allied Commanders

can participate in the meetings of the Resilience Committee and its subordinate planning groups (RC PG) and specialist planning groups.