

**PASOLS
MUTUAL LOGISTICS SUPPORT
HANDBOOK**

**PART 1
GENERAL**

DRAFT

INTRODUCTION

1. Where there is a common interest, nations may enter political, economic and/or military relationships. The combined capabilities of the nations in these relationships provide far greater potential for success than would be possible if each nation acted unilaterally. The common interests may be broad or narrow in nature but where military operations are involved, logistics support of these operations is always necessary. This Mutual Logistics Support Handbook provides guidance for PASOLS member nations in developing logistics support arrangements with each other.
2. Military operations can be undertaken for a variety of reasons. For the purposes of this handbook, military operations have been classified in three groups; Coalition operations, Humanitarian Assistance/Disaster Relief (HA/DR) operations and United Nations operations. Operations can be taken to include offensive and defensive military operations, exercises, training or other cooperative efforts and unforeseen circumstances or exigencies. While circumstances may dictate ad hoc arrangements for mutual logistics support for a particular event such arrangements can be marred by incompatible logistics support systems and a lack of understanding of respective logistics systems between participating nations.
3. Development of mutual logistics support arrangements prior to the need arising is a means of preventing inefficiencies and allows fast and effective support to the aim of the military operation. Procedures for the provision of mutual logistics support are different in each of the three main situations mentioned, and this handbook thus has a Part for each. These Parts provide guidance on the development and implementation of mutual logistics support relationships, and offer templates to facilitate setting up the appropriate arrangements.
4. A number of general factors apply to setting up arrangements for any mutual logistics support and this part of the handbook addresses these factors.

MUTUAL LOGISTICS SUPPORT

5. In many cases, operations in the three categories mentioned involve several nations. While it might be possible to develop multi-nation arrangements, experience has shown that this is difficult. The handbook therefore concentrates on bilateral arrangements. When more than two nations are involved, mutual logistics support can be effectively delivered using a series of bilateral arrangements. Where they have been developed using common guidelines, such as suggested in the templates provided in this handbook, these arrangements should be similar in nature.
6. Exchange of mutual logistics support can be complicated by differences in doctrine, capabilities and equipment. Effective mutual logistics support should take into account the ability of each nation to contribute, and contributions should be by the nation best able to provide them, based for example on regional proximity or force structure.
7. While logistics support units from the donor nation will generally operate under operational control of the operational commander of the force they are assigned to support, one of the main principles is that each nation has the prime requirement to

safeguard its own interests. Approval to conduct a combined operation will reflect the mutual interest of each nation, but a higher military priority might arise and prejudice the ability of a nation to continue mutual support.

MUTUAL LOGISTICS SUPPORT ARRANGEMENTS

8. Relationships between nations can be formalised by treaty or by other forms of arrangement. Some of these relationships are binding in international or national law and contain mandatory language whereas others rely on political and moral obligation. This handbook chooses to use the term arrangement for the means of detailing the processes of provision of mutual logistics support. These arrangements can be binding or non-binding depending on the wishes of the participating nations. When nations are negotiating arrangements with each other, it is important that the legal status of the arrangement is clearly understood by both parties.

9. This handbook takes the term 'Mutual Logistics Support Arrangement' (MLSA) to describe the arrangement between two PASOLS member nations for the provision of mutual logistics support. The MLSA is a legal framework under which participating nations agree the basic terms, conditions and procedures whereby each nation may provide logistics support to the other. The MLSA is a general document and does not apply to any specific operation or activity. A template for the MLSA is included as an Annex to Part 2 of this handbook.

10. Many of the member nations have existing arrangements with the US via the US specific Acquisition and Cross Servicing Agreement (ACSA). As the ACSA is well understood, and well documented, it has been used as a basis for the MLSA template, but US specific requirements have been deleted. The MLSA may be taken as binding or non binding depending on the intention of the participating nations.

11. The essential elements in establishing cooperative arrangements such as the MLSA are:

- Expression of national willingness to provide support in acceptable circumstances and within stated limitations.
- Legal and/or moral obligation to at least consider requests for support.
- Reduced preparedness lead times due to prior agreement on types of support, process and financial arrangements.

12. The MLSA is written as a bilateral arrangement with each participant agreeing to provide logistics support to the other. It may also be used where the support is from one nation to the other, without the reciprocal arrangement being invoked.

13. Implementation details of the MLSA will be different for each operation as location, force structure and the aim of the operation itself will be different. The MLSA is therefore implemented by a specific subsidiary arrangement, the MLSA Implementing Arrangement (IA) each time it is activated. A template for the MLSA IA is also included as an Annex to Part 2 of the handbook.

SCOPE OF LOGISTICS SUPPORT

14. Mutual logistics support can include any type of support as agreed between the nations party to a particular arrangement. In general, areas commonly covered are under the headings: Food, water, billeting, transportation, petroleum, oils, lubricants, clothing, communication services, medical/health services, ammunition, base operations support (and construction incident thereto), storage services, use of facilities, training services, spare parts and components, repair and maintenance services, calibration services, airport and seaport services, and the temporary use of general purpose vehicles and other items of non-lethal military equipment.

15. MLSAs do not normally cover weapons systems, major end items or other equipment the transfer of which equipment is prevented by national or international laws or regulations. A major end item is a final combination of end products, component parts and/or materials, which is ready for its intended use, and which is not intended to provide a lethal capability. Examples are general purpose vehicles or construction equipment.

TYPES OF OPERATION

16. As stated, three types of operation have been identified for the purposes of this handbook: coalition operations, HA/DR operations and UN operations. In all cases, the term operations can be taken to include all the activities mentioned in paragraph 2. While the logistics support provided from one nation to another will in most cases be similar, and provided under the MLSA, the handbook has separate parts for each in view of the requirement to deal with agencies other than the military in the HA/DR and UN cases. The types of operation are defined in the following paragraphs.

Coalition Operations

17. By definition a coalition operation is any operation conducted by two or more nations acting together to achieve a common aim, usually involving offensive operations (but including the activities described in paragraph 2). In the broadest sense, a coalition operation could involve all arms of the military and security services of participation nations and the logistics support systems of all of these agencies. While HA/DR and UN operations can be included under the coalition operations heading, this handbook treats them separately as other considerations are involved. The Coalition Operations part of the handbook addresses the situation where nations are providing mutual logistics support to each other's military offensive operations.

Humanitarian Assistance/Disaster Relief Operations

18. While HA/DR operations are in fact coalition operations they are primarily logistics in nature. They are complicated by the fact that they are controlled and coordinated by host nation government bodies, and invariably include the services of government or non-government disaster relief organisations which generally have a set of operating procedures and logistics support different to those of the military. HA/DR operations also commonly have little warning and thus have a lack of planning time. For these reasons, development and implementation of HA/DR operations can be more difficult, and require broader consideration. The HA/DR part

of the handbook addresses mutual logistics support where entities other than the military are involved and where the host nation government is the controlling authority.

UN Operations

19. UN operations can also be considered to be coalition operations, but the complications in this case arise from the fact that the UN is involved in implementation of the operation and some aspects of its logistics support. Each participating nation needs to implement a specific arrangement with the UN as an entity, but in addition, may need to implement mutual logistics support arrangements with other nations to supplement their own logistics capability. The UN operations part of the handbook addresses the situation where arrangements are made with the UN as well as between participating nations using MLSAs.

PLANNING

20. Fundamental to the success of any operation is the planning for the support of that operation, and success in planning is largely dependent on the time available. It follows that where nations may be in the position to provide mutual logistics support, effort in setting up arrangements before the need exists will pave the path to success. For this reason, all PASOLS member nations are encouraged to negotiate MLSAs between each other. Implementation of mutual support simply involves agreeing details for a particular operation through negotiation of the MLSA IA.

21. The concept of deliberate planning is an aid to ensuring that support will be available when necessary. This concept involves evaluation of possible future scenarios with the aim of identifying the logistics support that might be necessary. Where possible, member nations are encouraged to work with each other on a regular basis to consider a range of likely scenarios where mutual logistics support may be necessary. When immediate planning (the planning necessary to meet the requirements of a particular operation) is carried out, the results of the deliberate planning may shorten the time required to plan the necessary logistics support.

22. In the immediate planning situation, extant MLSAs should be considered as early as practicable in the planning process because of the impact on each nation's individual logistics planning. For example, if one nation undertakes to provide all sustainment for a particular class of stores such as fuel, then the other need not consider this in sustainment planning.

23. Planning for mutual support must, however, have regard to the ability of each nation to continue supporting its own concurrent operational commitments. Case by case consideration of requests for support will occur during the initial planning for each operation, and subsequent change may be necessary as the situation changes. Ideally, the staffs involved in multinational planning on a regular basis should have regular contact and maintain agreed procedures. To facilitate planning, staff may be exchanged at the strategic and operational levels. Reconnaissance of the local logistics infrastructure is also advisable to identify available military support and potential commercial suppliers at the local level.

Lead Nation Concept

24. The lead nation concept involves one nation taking the lead in planning for and provision of logistics support to a multinational force in an area of operations. The lead nation concept normally extends across the operational and tactical levels, but can never encompass all aspects of logistics support. Some elements of support will remain national and work in parallel to the lead nation arrangement.

25. Applicable headquarters should formally accept responsibility for the agreed lead nation role for nominated support. Additionally, each headquarters should allocate responsibility for forces under command, and nominated supporting commands to provide other agreed aspects of reciprocal support. These arrangements may form the basis to an MLSA IA.

PAYMENT

26. For any logistics support under a MLSA, the nations involved will mutually determine payment by one of three methods, namely:

- **Reimbursable Transaction.** Payment in cash or funds transfer in the currency of the nation providing the support or in another currency decided by the supporting nation.
- **Replacement in Kind.** Payment by replacement in kind involves the requesting nation replacing the logistics support supplies or services with logistics supplies or services of identical or substantially identical nature under agreed conditions. For example the requesting nation may be required to replace inventory with identical inventory within a certain time after receipt of the initial inventory or after completion of the operation.
- **Equal Value Exchange.** Payment by equal value exchange involves the requesting nation replacing the logistic support supplies or services with different logistics supplies or services to the same value of the received support. For example, a monetary value of fuel might be exchanged for an equal monetary value of rations.

27. As a general rule, the MLSAs provide a cost effective means of logistics support as nations charge each other the same price as the supplies or services cost them. The costs may include increments for packaging, transport and storage, and may also include any amount of customs duty or tax required to be paid by the supporting nation. Exact details of costing/payment provisions are normally included in the MLSA IA.

28. The nations will normally agree to timeframes for payment under the various methods, and will also address methods for mutual agreement on prices and access to pricing information.

GENERAL PROVISIONS

29. The MLSA and any MLSA IA agreed between participating nations will address a number of general provisions.
30. In general, these arrangements indicate that participants will make their best efforts in providing requested logistics support, but where national priorities are such that the support is not readily available, the supporting nation is not under any obligation to proceed with the support.
31. Logistics support provided under MLSAs is not normally transferable to third nations. Similarly, information is protected from transfer external to the two participants.
32. The MLSA will normally make provision for loan of equipment under certain conditions.
33. The payment of customs duties and taxes can complicate the transfer of logistics support between nations and the MLSAs will normally address the details of payment and recovery of these costs.
34. MLSAs also normally address the means of determining liability between the participating nations for damage or loss to equipment, or for injury or death to members of the participating nations' forces.

LESSONS LEARNED

35. In each Part of the Handbook a heading 'Lessons Learned' will be provide to enable member nations to share their lessons learned with other member nations. As details are provided, links will be inserted to the lessons learned pages.

ADDITIONAL INFORMATION

36. The following websites provide general information on planning operations with two or more nations:
- a. The USPACOM J722 organisation is the Multinational Planning Augmentation Team (MPAT and GPOI) which has a Program for "cooperative multinational effort to facilitate the rapid and effective establishment and/or augmentation of a multinational task force headquarters". "The MPAT provides responsive coalition/combined expertise in crisis action planning." The website <http://www2.apan-info.net/mpat/> has considerable information on mutual support of operations.
 - b. The Joint Doctrine Branch of the US Defence Technical Information Centre has the mission statement "Promote joint doctrine awareness and manage the development of joint doctrine to improve joint, interagency, and multinational Interoperability and to enhance CINC warfighting capabilities".

The website <http://www.dtic.mil/doctrine/jplogisticsseriespubs.htm> contains considerable information on all aspects of mutual support.

37. Links to additional web sites will be included as appropriate for the final version.

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