

**PASOLS
MUTUAL LOGISTICS SUPPORT
HANDBOOK**

**PART 2
COALITION OPERATIONS**

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INTRODUCTION/PURPOSE OF COALITION OPERATIONS

1. By definition, a coalition operation is any operation conducted by two or more nations acting together to achieve a common aim. 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, and could involve offensive and defensive operations, exercises, training or other cooperative efforts and unforeseen contingencies or exigencies.
2. This part of the handbook addresses the case of two PASOLS member nations working together in coalition to provide logistics support for each other in the prosecution of operations. It considers only the case of the military or security forces working together to achieve a military aim without the involvement of external agencies such as occurs in HA/DR and UN operations.

PLANNING LOGISTICS SUPPORT

3. Planning for mutual logistics support should be considered as early as possible in the planning phase of an operation because of the effect of the availability of such reciprocal support. Each nation involved in planning for logistics support of an operation should identify its own support requirements and its ability to support itself and others in all areas of logistics support. From this position each nation is in a good position to participate in bilateral planning with a coalition partner.
4. As stated in Part 1 of this handbook, it is common for one nation to take the lead in organising the provision of logistics support under the lead nation concept. (The lead nation for logistics support may not necessarily be the same as the lead nation for operational aspects.) Under the lead nation concept, various coalition partners may accept responsibility for a nominated class of supply.
5. Coalition nation planning staff should consider all sources of logistics support in planning an operation. The sources of support commonly available are:
 - **Organic Support.** Organic support is that support provided from within the military forces of a nation. This support is the most responsive and is not subject to limitations such as those imposed by commercial contracts or the involvement of civilian personnel.
 - **National Support.** National support is that provided from the civil support base of a nation. Where the support is from civilian sources, either government or commercial, there are limitations as to where the support may be used. For example, depending on national law, civilians may not be employed in at risk situations in an area of operations.
 - **International Support.** International support may be sourced from other nation's military forces under a treaty or other arrangement such as the PASOLS MLSA, or could be provided by a foreign commercial entity, where the arrangement is usually on a strictly commercial basis. Host Nation Support may be available where an operation is being conducted in a third country.

6. It is advisable to conduct a reconnaissance of logistics infrastructure and locally available support when planning any military operation. The reconnaissance should identify sources of support including potential commercial suppliers.
7. Where possible, logistics planning staff should be exchanged between nations at the strategic and operational levels. Such exchange is beneficial as it provides better understanding of each other's logistics systems.

FRAMEWORK OF ARRANGEMENTS

8. General information on the framework of arrangements is provided in Part 1 of this handbook. This part details the framework considered appropriate for PASOLS member nations to use in development of arrangements between each other. Interoperability between member nations will be enhanced if these arrangements are used as a standard. The framework, consisting of the Mutual Logistics Support Arrangement (MLSA) and the MLSA Implementing Arrangement (IA) is described in the following paragraphs.

Mutual Logistics Support Arrangement

9. Part 1 of this handbook states that the handbook will introduce only one type of arrangement for reciprocal logistics support between two member nations, the MLSA. The MLSA is considered appropriate for the large majority of member nations' logistics support requirements. The template for this arrangement is at Annex A. The MLSA itself 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 does not apply to any specific operation or circumstance but contains the detail necessary to process requests for logistics support through to receipt for payment.
10. The MLSA may be considered a binding arrangement where each nation agrees to be bound under international law or under the national law of the respective countries, but may also be considered as a non binding arrangement. Different nations have differing approaches to such arrangements and the decision on whether the MLSA should be binding or not is left to the two nations concerned in each case. The MLSA template is based on the US Acquisition and Cross Servicing Agreement (ACSA) template. In general, nations accept that mutual logistics support will only be provided in circumstances where the supplying nation will not be significantly disadvantaged in its own operations by providing the support but agree that best efforts will be given.
11. As logistics support is not mandatory, the MLSA does not present any real operational or political risk to the participating nations. Further, the MLSA does not require any number of or value of transactions to occur, and either nation can decline to execute particular transactions depending on the availability of the support. The MLSA may be executed for a particular time period or indefinitely. There is no requirement for a time period to be specified, but MLSAs often have at least a ten year duration.

12. While the MLSA template is written as a two-way arrangement whereby each signatory nation may provide support to the other, it can be amended to allow for one-way provision of support if this is desired by both participating nations. In general, however, a reciprocal arrangement may still be preferred as implementation allows the one way provision of support for individual operations.

13. The MLSA is an arrangement between the governments of PASOLS member nations, and as such must be negotiated and signed at an appropriate level. For some member nations senior logistics officers of defence or security forces may be authorised to enter such arrangements but for some nations the arrangements must be finalised by government ministers or the parliament.

14. The MLSA must include the details of the organisations or appointments authorised to negotiate MLSA IAs on behalf of the individual member governments. As these are subject to change from time to time, it is important for each member nation to advise the other of any changes to authorised appointments.

15. Mutual logistics support provided for an operation under the provisions of the MLSA is normally organic support, support provided from the member nation's military forces only. Where support is required directly from commercial sources, it is to be arranged on a commercial basis directly with the commercial enterprise.

16. While the MLSA provides a general framework for the provision of reciprocal logistics support, the actual provision of mutual logistics support should be detailed in the MLSA IA. In exceptional or urgent circumstances, it is possible for support to be provided under the MLSA without formal negotiation of an IA. In these cases, orders and receipts are usually made using the MLSA Form and other documentation included in the MLSA template at Annex A.

17. The transfer of logistics support requires use of defined procedures for the request for support, approval to provide the support, method of payment, issue/receipt/delivery of the support, and payment/receipt details. These procedures are described in the MLSA and the MLSA IA. These templates both include the MLS Form which includes data fields providing for the necessary procedures. The MLS Form is taken from the US ACSA Form which is also used by other nations.

18. Individual nations do not generally permit the transfer of defence equipment, information whether classified or not, or other material from the nation receiving the logistics support to a third party. The MLSA and MLSA IA both have clauses addressing this topic.

19. Generally, support is provided at cost, where each nation charges the other the actual cost of the item. As described in Part 1 of the Handbook, payment for the support can be by cash or funds transfer, by replacement in kind, where the receiving nation replaces the support received with support of an identical or near identical nature in a specified timeframe, or by equal value exchange where the receiving nation provides supplies or services of equal value but different nature to the support received. The MLSA template provides additional detail.

20. Where logistics support is being provided from one nation to another, it is necessary to agree details on pricing of the services. As stated, support will normally be provided at cost, but it is necessary to agree other details such as setting the price where the cost is not pre-determined, and providing access to pricing information. In addition, agreement is necessary on the inclusion or additional charges for storage, packaging and transport for example.
21. On occasion, it may be appropriate for the logistics support to be provided by one nation to another by the loan of equipment. Such instances would normally be limited to the loan of equipment such as general purpose vehicles, construction equipment or other non-lethal end items. Rental would normally be charged for loans of this nature. The MLSA and MLSA IA templates both include further details on this topic, but as with all clauses in the templates, the details may be changed to reflect details agreed by the arrangement participants.
22. The transfer of logistics support between nations or into a third nation territory may incur customs duties or taxes. The MLSA and MLSA IA should both address procedures to provide for duty/tax free transfer where this is possible, and should also address the responsibilities for payment/recovery of duty/tax paid by the supplying nation. In general, the supporting nation will recover any duty/tax from the requesting nation.
23. As for any arrangement for the order and supply of logistics support, the participants need to agree on a number of issues related to the MLSA or MLSA IA itself. Details of how claims for damage to or loss of equipment, and injury or death to personnel need to be addressed. Similarly, agreement is necessary on how disputes should be handled. Details of initiation, amendment and termination procedures need to be addressed. Standard clauses regarding all of these issues are included in the MLSA and MLSA IA templates.

MLSA Content

24. **Introduction.** The introduction details the participants.
25. **Purpose.** The purpose is stated to be the establishment of basic terms, conditions and procedures to facilitate the provision of mutual logistics support.
26. **Definitions.** This section contains the definitions of the terms particular to the MLSA.
27. **Scope.** The MLSA explains that mutual logistics support will be provided in accordance with the conditions expressed in the MLSA for operations including exercises, training and other cooperative efforts. Nations do not normally agree to the inclusion of weapons in the MLSA, and the Scope section provides details of the exclusions.
28. **General Provisions.** The MLSA contains provisions of a general nature as required by the nations negotiating the arrangement. These general conditions are addressed in paragraphs 14 to 18 above. The description of each in the template is self-explanatory.

29. **Financial Provisions.** The MLSA includes details of the financial provisions applying to mutual logistics support. These are addressed in paragraphs 19 to 23 above.
30. **Customs Duties and Taxes.** The MLSA addresses the detail on the responsibility for payment or recovery of customs duties and taxes.
31. **Claims.** This section of the MLSA details the agreement between the nations as to the management of any claims against them resulting from the MLSA. The conditions are similar to those in other MLSAs.
32. **Security, Exchange and Handling of Information.** This section details the conditions agreed by the participating nations for the exchange of information.
33. **Dispute Resolution.** This section details the procedures for the resolution of disputes arising under the MLSA.
34. **Amendment, Termination and Effective Date.** This section sets out the agreement between the participants as to the means of amending and termination of the MLSA, and on the date that the MLSA will begin.

MLSA Implementing Arrangement

35. The specific details of the provision of logistics support should normally be negotiated between the member nations involved and obligations and intentions documented in the form of an IA to tailor the arrangement for a particular operation, before the exchange takes place. A template for the MLSA IA is at Annex B.
36. The MLSA IA template is written with the implication that the support is for a particular operation, but it can also be written to cater for support over a definite period or on a continuing basis. It is clear that a particular operation will have its own specific requirements, and a specific IA would most likely be required in any event. A period or standing IA might cover a particular component of logistics support such as provision of fuel for visiting forces. (In many cases nations will have standing refuelling and similar types of support arrangements under different treaty or arrangement obligations.)
37. As for the MLSA, the MLSA IA is written such that provision of support is not mandatory. This means that the participating nations are not obligated in law to provide any logistics support requested, although the expectation is that best efforts will be made to provide the support consistent with national priorities. With regard to payment however, whether or not the IA is valid in international or national law, it should be considered as a contract, with the receiving nation having the obligation to pay for the support received in accordance with the details specified in the IA.
38. The MLSA IA is more specific than the MLSA in respect of ordering and transfer procedures, but generally addresses similar general and financial provisions.

MLSA IA Content

39. **Introduction.** The introduction specifies the participating nations in the IA. Whereas the MLSA may be signed at Government level, the IA is normally signed by authorised persons or appointments in the defence or security organisation of the nations involved.
40. **Purpose.** The IA specifies the particular operation and the duration of the support to be provided. For standing arrangements an operation would not be specified, and for some operations the duration may be the duration of the operation rather than a specified period. The duration of operation specific IAs normally includes a preparatory period, and should include a post operation accounting and payment period.
41. **Definitions.** The IA includes definition of terms particular to the IA.
42. **Applicability.** This section notes that the IA is for a particular purpose and that logistics support for other than the specified purpose is not covered.
43. **Scope.** Logistics support is as defined, but if any particular additions or deletions are required they may be specified in the scope section. Some support, such as weapons systems, major end items of equipment and other items prohibited by the laws of the participating nations, are generally excluded.
44. **Implementing Authority and Designated Ordering Individuals.** Of prime importance, the IA specifies the details of the personnel authorised to implement the IA and to issue and accept orders under it. It also provides details of appointment letters and any limitations or qualifications on the authority of particular appointees.
45. **Ordering and Supply Procedures.** This section of the IA details the procedures to be followed by the requesting and supplying organisations in the ordering, receipt and payment process. An Annex to the IA provides a template Mutual Logistics Support Order/Receipt Form (MLS Form) which provides details on actions to be taken on the order, signing for receipt, arranging pick up and transportation, obtaining customs clearance and other official actions (duty payable) required in the transfer. The MLS Form also details actions required on processing the forms to ensure payment authorities are aware of requirements. The MLS Form is a means of execution of change of ownership and establishment of liability as well as providing a record of transactions during the operation. A template for the MLS Form is at Annex C.
46. **Financial Provisions.** Details of procedures to be followed for reimbursement transaction, replacement in kind or equal value exchanges are covered in this section, including the time period in which the reimbursement should occur. This section also includes details on the pricing of the support. Pricing is generally set at the actual cost of providing the support. Additional details on the financial provisions are contained in paragraphs 19 to 23 above.
47. **Customs Duties and Taxes.** The IA addresses the detail on the responsibility for payment or recovery of customs duties and taxes.

48. **Claims.** This section of the IA details the agreement between the nations as to the management of any claims against them resulting from the IA. The conditions are similar to those in other MLSAs and IAs.

49. **Security, Exchange and Handling of Information.** This section details the conditions agreed by the participating nations for the exchange of information.

50. **Dispute Resolution.** This section details the procedures for the resolution of disputes arising under the IA.

51. **Amendment, Termination and Effective Date.** This section sets out the agreement between the participants as to the means of amending and termination of the MLSA, and on the date that the MLSA will begin.

52. **Signature Block.** Signatories to the IA must have the authority to enter into the arrangement and the fiscal accountability for the support provided. The IA should operate at the lowest level at which appropriate costing and accounting action can be taken.

HEALTH SERVICES

53. The mutual provision of health services is similar to other forms of logistics support, in that it needs to be fully integrated into the logistics planning process, but some additional information is appropriate. The MLSA IA template includes an Annex to specify health services to be provided in support of a particular operation.

54. The exchange of health support is subject to each nation's law, policy, procedure practice and international obligations and is determined on a case by case basis. With respect to the MLSA and the IA, the participating nations will use their best endeavours to provide a range of medical and dental services including the movement, evacuation and hospitalisation of personnel, medical care and treatment, and furnishing of medical services, supplies and material.

55. Health services are normally provided for members of participants forces engaged in the operation or in other activities associated with the MLSA without being subject to a formal request on each occasion. Where there is a need for bulk supplies or services, a formal request would be appropriate.

56. The charge for health services to individual force members will be agreed by the participating nations. Health support provided to individuals by non military resources, however, would normally be charged at actual cost. Charges for aeromedical evacuation (AME) using military transport and non-military resources will be negotiated by the participating nations. Formal requests for bulk supplies or services would be charged as for other logistics support.

57. Participating nations are expected to ensure that personnel are medically and dentally fit and free of communicable diseases before participating in any operation.

58. Participants are expected to agree to not make any claim against each other or against their personnel as a result of injury or death suffered as a result of receipt of

health services and are required to indemnify each other and their personnel against claims arising from the provision of health services.

59. In view of the differences in procedures between nations, the MLSA or MLSA IA should address:

- Command and Control of health service elements;
- Casualty Management Principles;
- Health Service Support Concepts;
- Health Service Support Planning;
- Levels of Care; and
- Casualty Evacuation, Regulation and Triage.

LESSONS LEARNED

60. This section of the Handbook provides the opportunity for member nations to share their lessons learned with other member nations. As details are provided, links will be inserted to the lessons learned pages.

61. 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/index.aspx?ct=15&cp=53> has a number of lessons learned documents for coalition and HA/DR/DR operations.

ADDITIONAL INFORMATION

62. The following websites provided additional information on Coalition Operations:

- 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.