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EUROPEAN EXTERNAL ACTION SERVICE



**EUROPEAN UNION
MILITARY STAFF**

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**COSDP
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NOTE

From: European External Action Service

To: European Union Military Committee

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Subject: EU Concept for Logistic Support for EU-led Military Operations

Delegations will find attached the EU Concept for Logistic Support for EU-led Military Operations, which was agreed by the EUMC on 4 April 2011.

EU CONCEPT
FOR LOGISTIC SUPPORT FOR
EU-LED MILITARY OPERATIONS

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References

- A. European Security Strategy (Council Doc 15895/03, dated 8 December 2003);
- B. Treaty on European Union;
- C. Headline Goal 2010 (Council Doc 6309/6/04 REV 6, dated 4 Mai 2004);
- D. EU Military Rapid Response Concept (Council Doc 5645/09, dated 23 January 2009);
- E. EU Battle Group Concept (Council Doc 13618/06, dated 5 October 2006);
- F. EUMC Glossary of Acronyms and Definitions (Council Doc updated bi-annually (June/December))
- G. Athena Special Committee decision - Financial rules applicable to expenditure financed through ATHENA- (Athena Special Committee doc. SN 1106/09, dated 16 November 2009);
- H. EU Concept for Force Generation (Council Doc 10690/08, dated 16 June 2008);
- I. Mainstreaming Human Rights and Gender into European Security and Defence Policy - Compilation of relevant documents (Council Doc 11359/07, dated 29 October 2007);
- J. Agreement between the Member States of the European Union concerning the status of military and civilian staff seconded to the institutions of the European Union, of the headquarters and forces which may be made available to the European Union in the context of the preparation and execution of the tasks referred to in Article 17(2) of the Treaty on European Union, including exercises, and of the military and civilian staff of the Member States put at the disposal of the European Union to act in this context (EU SOFA) (Council doc 13028/03, dated 4 November 2003);
- K. Draft Model Agreement on the status of the European Union-led Forces between the European Union and a Host State (Council Doc 11894/07, dated 20 July 2007, 11894/07 COR 1, dated 5 September 2007);
- L. EU Concept for Strategic Movement and Transportation for EU-Led Military Operations (Council Doc 10967/08, dated 19 June 2008);
- M. Military Engineering Concept for EU-led Military Crisis Management Operations (Council doc 11853/07, dated 13 July 2007);
- N. Health and Medical Support Concept for Military EU-led military CMOs, Revision 1 (Council Doc 10901/07 COR 1, dated 5 July 2007);
- O. EU Concept for Reception, Staging, Onward Movement & Integration for EU-led Crisis Management Operations (Council Doc 10971/08, dated 19 June 2008);

- P. Council Decision 2008/975/CFSP of 18 December 2008 establishing a mechanism to administer the financing of the common costs of EU operations having military or defence implications (Athena) (OJ L 345, 23 December 2008, p.96);
- Q. EU Framework Nation Concept (Council Doc 11278/02 dated 25 July 2002);
- R. Host Nation Support Concept for EU-led Military Crisis Management Operations, Revision 1 (Council Doc 0603/06 dated 15 June 2006);
- S. European Union Operational Headquarters Standard Operating Procedures (EU OHQ SOP) (Council Doc 3649/10, dated 1 September 2010);
- T. NATO SG letter to SG/HR Ref SG (2003) 0350, dated 17 March 2003; SG/HR letter to NATO SG Ref SGS3/2528, dated 17 March 2003 (BERLIN + Arrangements);
- U. List of pre-identified NATO capabilities and common assets that would be presumptively available for use in EU-led military CMOs (SG (2003)0192, dated 18 February 2003, NATO Restricted releasable to the EU);
- V. EU Concept for Military Planning at the Political and Strategic Level (Council Doc 10687/08, dated 16 June 2008);
- W. European Union Force Headquarters Standard Operating Procedures (EU FHQ SOP) (Council Doc 3821/10, dated 20 September 2010);
- X. EU Concept for Military Command and Control (Council Doc 10688/08, dated 16 June 2008);
- Y. Draft Agreement between the EU and some Third States establishing a framework for the participation of some Third States in the EU CMO (Framework Participation Agreement) (Council Doc 6284/04, dated 17 February 2004);
- Z. Draft Model of participation agreement between Third States and the EU in ESDP military operations (Council Doc 12047/04, dated 3 September 2004);
- AA. Presidency Conclusions of Nice European Council meeting, 7- 9 December 2000 (Council Doc SN 400/1/00, REV 1, dated 17 January 2001);
- BB. Suggestion for procedures for coherent, comprehensive EU Crisis Management (Council Doc. 11127/03, dated 3 June 2005);

A. INTRODUCTION

1. The Common Security and Defence Policy (CSDP) supports the Common Foreign and Security Policy (CFSP) in order to strengthen the EU's contribution to international peace and security. Furthermore, the European Security Strategy (ESS) (Ref. A), acknowledges that the European Union (EU) is a global player ready to share in the responsibility for global security. The strategy calls upon the EU to become more active, more capable and more coherent, and to work closely with partners. The Treaty on European Union (TEU) (Ref. B), article 43 paragraph 1, lists the potential missions and tasks including joint disarmament operations, support for third countries in combating terrorism and security sector reform.
2. This concept reflects the political aspirations within the military dimension of CSDP as well as the practical military experience gained over the EU-led military operations. It should be updated when deemed necessary in the light of experience gained from operations but also regarding technological developments in all areas and dimensions, which could influence the logistic support of future military operations.

B. AIM

3. The aim of this document is to establish the overarching concept for logistic support for the entire spectrum of EU-led military operations.

C. SCOPE

4. This document details EU logistic principles and guidelines, primarily at the Political and Strategic level but also at the Military Strategic and Operational levels, to foster common understanding and co-operative logistic planning for any EU OpCdr and FCdr and the respective levels in the MS. It provides sufficient flexibility for EU military Commanders (Cdrs) to closely co-operate with NATO, UN, OSCE, relevant International Organisations (IOs), Non Governmental Organisations (NGOs) and non-EU Troops Contributing Nations (non-EU TCNs) which might take part in EU-led military operations. It takes into account new challenges deriving from the HLG 2010 (Ref. C), the specific challenges related to a

Rapid Response Capability (RRC) (Ref. D), the EU Battlegroups (EU BGs) (Ref. E) and the logistic lessons identified during recent EU-led military operations. This Concept has taken into account relevant NATO logistic documents to the extent possible. All acronyms and definitions comply with Ref. F.

D. DEFINITION AND PRINCIPLES

1. Definition

5. Logistics is the science of planning and carrying out the movement and maintenance of forces.

In its most comprehensive sense, the aspects of military operations which deal with:

- a. Design and development, acquisition, storage, movement, distribution, maintenance, modification, evacuation and disposal of equipment and materiel;
 - b. Transport of personnel;
 - c. Acquisition or construction, maintenance, operation, and disposition of facilities;
 - d. Acquisition or furnishing of services and
 - e. Health and Medical (H&M) service support¹.
6. The term logistics, if not otherwise stated, comprises all the logistics functions and logistic related areas, although materiel management and procurement logistics are beyond the scope of this document.

2. Principles

7. In order to execute their responsibilities for logistics efficiently, EU military Commanders (Cdrs) and their staffs at all levels need to follow a number of logistic principles.

These principles are listed below:

a. Primacy of Operational Requirements

8. All the logistic support efforts, regardless of their nature, origin or composition, must be focused on meeting the operational requirements necessary to contribute to the success of the operation in all its phases.

¹ DE does not recognise H&M support as a logistic function, but as a logistic related area.

b. Collective Responsibility

9. The responsibility for the provision of resources and for planning the support of national forces remains ultimately with the TCNs. Nevertheless, EU HQs and TCNs have a collective responsibility for logistic support of EU-led military operations. This collective responsibility principle encourages close co-operation from the outset of the planning process and to share the provision and use of logistic capabilities and resources to support the force effectively and, whenever possible, efficiently. Interoperability, co-operation and standardisation of procedures build together the basis for flexible and efficient use of logistic support thereby contributing to operational success.

c. Authority

10. There is an essential interdependence between responsibility and authority. The responsibility assigned to any EU military Cdr must be matched with the delegation of authority by TCNs to allow the adequate discharge of responsibilities. The EU military Cdrs at the appropriate level must be granted appropriate authority over logistic resources to enable them to receive, employ and redistribute the logistic assets required to sustain the forces assigned by TCNs, in accordance with pre-agreed terms and conditions, in the most effective manner.

d. Co-operation

11. Multinational co-operation over all functions of Logistic Support among EU military Cdrs, MS, non-EU TCNs and Third States as well as other organisations is essential for an efficient/best use of limited resources.

e. Co-ordination

12. Co-ordination of logistic support between relevant EU actors and TCNs is essential and must be carried out at all appropriate levels, and also with Third States, IOs and other organisations as required. Generic and pre-arranged agreements and/or arrangements are valid tools to facilitate logistic co-ordination and this may require the appointment of national representatives or liaison officers in multinational logistic command structures at the military strategic, operational and, if appropriate, tactical levels to ensure that TCNs are aware of and react appropriately to both national and EU operational priorities, and that such priorities are harmonised. Overall responsibility for logistic co-ordination lies with the EU military Cdrs and should be conducted as a matter of routine.

f. Assured Provision and Sufficiency

13. TCNs must ensure, either individually or through co-operative arrangements, the provision of adequate logistic resources of the appropriate quantity and quality to support their forces while executing EU-led military operations. Logistic resources must be both sufficient to achieve designated levels of readiness, sustainability and mobility and to provide the required military capability necessary for the conduct of EU-led military operations.

g. Flexibility

14. Logistic support must be proactive, adaptable and responsive to accomplish the mission. Planning that considers potential changes in circumstances enhances flexibility.

h. Simplicity

15. Simple plans and orders and uncomplicated mission-oriented logistic organisations minimise confusion. They help to ensure that the support provided meets the operational requirements. Furthermore, simple reporting mechanisms ensure the accurate and efficient dissemination of information.

i. Timeliness

16. Developing and implementing an effective logistic framework requires considerable planning and co-ordination during all phases of the operation between relevant EU actors and TCNs. Since the most critical phase of logistic execution is deployment and initial operational set-up, it is essential that multinational and national logistic command and control elements and enabling forces are established before main deployment begins.

j. Effectiveness/Efficiency

17. Logistic resources have to be used effectively and as efficiently as possible, mindful of the primacy of operational requirements. Mutual support structures and mechanisms, such as multinational logistic organisations, Host Nation Support (HNS) and Contracting should be utilised whenever practical to reduce costs, eliminate duplication of logistic effort and improve the overall quality of support. The goal is to achieve these advantages and simultaneously to optimise the 'logistic footprint'.

k. Visibility and Transparency

18. Visibility and transparency of the availability of logistic resources are essential for effective logistic support. The EU military Cdrs require timely and accurate information from TCNs concerning logistic assets and capabilities to achieve synchronised, integrated and effective support to the EU-led Forces.

l. Synergy

19. Synergy is the expanded benefit achieved by applying logistic principles simultaneously. Synergy results when individual contributions to a common goal produce a net benefit greater than the sum of their separate contributions. To be truly efficient, any multinational military organisation must build upon the strengths of the component parts. Multinational logistic support in the overall concept should be oriented to the particular logistic strengths of the TCNs. This will provide more efficient support to the overall force and thereby will create a more robust military logistic concept.

m. Multinationality

20. Multinational logistics is a means by which, depending on operational requirements and the specific situation, the TCNs can enhance their efficiency and effectiveness. For EU-led military operations the use of multinational logistic structures and appropriate multinational solutions will be sought at the earliest opportunity to define the military logistic support and to optimise the logistic footprint in relation to the operational need. The most efficient EU response in EU-led military operations will be improved if multinational logistic concepts and capabilities are developed, negotiated and agreed at the earliest stages of the operational planning process and implemented prior to the deployment for operations.

E. GENERAL CHARACTERISTICS AND FACTORS

1. General Characteristics

21. Comprehensiveness is the common understanding that CSDP operations may involve tasks for which existing EU military forces are not originally designed. Consequently, some logistic requirements might be met only through implementing other solutions than the original military capabilities.

22. The operational environment for EU-led military operations is likely to be characterised by great distances and consequently long Lines of Communication(s) (LOCs), austere conditions, difficult terrain and or large Area of Operations (AOO), hostile climate, scarcity of basic facilities and limited or non HNS.
23. EU-led military operations are likely to be ad hoc in nature, rapid, expeditionary (Ref. D and E) combined and joint. In addition, more than one EU-led military operation may occur at the same time, anywhere in the world, possibly involving more than one Host Nation (HN) and lasting for protracted periods.
24. All these conditions result in challenging scenarios that may have a considerable impact on the size of the logistic effort necessary to sustain the force and to enable it to operate effectively. In this environment it is necessary to assume austere conditions, mainly in the initial phase, especially in Life Support (LS).

2. Factors Affecting Logistic Support

a. Civil-Military Activities

25. EU-led military operations are often conducted alongside civilian activities that could commence well ahead of the decision to launch an operation and may extend into the immediate post crisis period. The EU must therefore have a logistic support system able to cope with the requirements arising from such a situation. EU-led military operations could also be conducted alongside civilian EU mission. Additional support may be required for this civilian mission.
26. Beyond the support of the deployed forces, EU-led military operations may require action/support for the benefit of local or displaced persons. Such commitment may include, among others, provision of food and drinking water, medical support and construction projects. In order to deliver such support, sufficient transportation resources will be essential. Moreover, the nature of EU-led military operations will often require mutual logistic support with civilian activities of IOs and Non-Governmental Organisations (NGOs). In this case, specific arrangements, including funding, should be established.

27. The possibility that an EU-led military operation takes place in a country/region where the UN is present could be high. Moreover an EU-led military operation could be undertaken in support of a UN operation. In that case, EU logistic support needs to be closely co-ordinated with UN and UN agencies both during the planning phase and on the ground. Both organisations can co-ordinate the provision of logistic support during the operation but, in addition, the EU-led force could also benefit from the presence of the UN in the Joint Operations Area (JOA) at the beginning of the operation when full EU logistic chain of support is unavailable.
28. To avoid competition and support difficulties in severely limited markets, it is important to co-ordinate the use of HNS or contracting on the local market with the other IOs and NGOs present in the JOA, as early as possible.
- b. Availability of Resources**
29. The level of participation/contribution of TCNs and Third States to a specific operation may vary considerably, which could affect the collective availability of resources for an EU-led military operation.
30. EU-led military operations may occur where HNS is very limited or non existent.
31. Military logistic support requirements must be matched against available resources. Logistic planners have to take into account logistic support limitations. Plans should consider all possible alternatives that produce efficient solutions.
32. Contracting has become an increasingly important tool to balance a lack of HNS and shortfalls in the military logistic support. The early planning of Contractor Support to Operations (CSO) will increase its availability and cost effectiveness.
33. The Athena mechanism is established to administer the financing of the common costs of EU-led military operations. The Athena annual budget includes funds for the preparatory phase and for early financing of a new military operation. These resources could be made available with a Council decision approving the Crisis Management Concept for the military operation (Ref. G).

c. Readiness

34. The time requirements for the Force Generation (FG) process (Ref. H) at the EU are strongly conditioned by the fact that there are neither permanent military command structures nor permanently assigned forces under the authority of the EU.
35. The availability and readiness levels of logistic units and resources must match the readiness state of forces available for EU-led military operations and in particular the rapid response formations, like the standby EU BGs, the Air and the Maritime RR elements. Therefore, logistic support within a rapid response scenario must be in line with the EU Military RR Concept (Ref D).

d. Legal Aspects

36. EU-led military operations are to be conducted in accordance with the legal framework of these operations, laid down in a Council decision, which is normally spelled out in each operation's OPLAN.

e. Human Rights and Gender

37. The mainstreaming of human rights and gender (Ref. I) within EU-led military operations deserves particular interest and may have some impact on logistic requirements. This refers to women participating as force deployed in EU-led military operations; to women and children, who are or have been members of armed forces of parties of a conflict; as well as to women and children who are members of the civil society within the JOA. It may result from specific needs of women and children as well as from activities to promote gender equality and the role of women in post conflict situations.

f. Interoperability

38. Interoperability is considered as a broad framework that includes military, civilian and civil-military aspects, as well as technical, procedural and cultural levels. A coherent and coordinated development of compatible equipment, procedures, command arrangements and defence planning is a primary objective. The capability to operate together in multinational structures and forces may be hampered by different levels of logistic interoperability among the TCNs.

g. Standardisation

39. Standardisation of materiel, resources, services and procedures has a direct impact on interoperability, sustainability and effectiveness and should be encouraged as far as possible. NATO standards should be used by MS concerned whenever appropriate.

h. Protection of the Logistic Chain

40. When operating in a non-benign environment, the robust protection of the entire logistic chain becomes a significant consideration, in order to assure the sustainability of the whole force. Such protection will take place in accordance with the legal framework. The need for additional Force Protection (FP) units has to be recognised from the start of the operational planning phase and addressed properly in the Statement of Requirements (SOR) (Ref H). Furthermore, EU-led Forces may have to provide FP, if necessary, to employed/deployed civil personnel and contractors' personnel directly involved in logistic support of EU-led Forces.

i. Environmental Protection

41. Both national and international legislation and agreements on Environmental Protection (EP) increasingly affect EU-led military operations. The implications of EP for the execution of logistic functions in support of EU-led military operations will be adequately addressed in the EU concept for EP.

F. EU GENERAL LOGISTIC SUPPORT GUIDELINES

1. Resources

42. The logistic support appropriate for an EU-led military operation has to be identified early in the operational planning process, considering multinational solutions to the maximum extent possible. Supplies and services provided by Nations, where appropriate, may be augmented by HNS, contracting and/or by multinational co-ordinated provision as agreed among TCNs.
43. TCNs will retain control over their own logistic resources, until such resources are released to the EU military Cdrs according to the Transfer of Authority (TOA) arrangements. Once contributed, resources should not be withdrawn without appropriate notice.

44. EU military Cdrs require clearly defined authority to establish a support organisation to meet the operational requirement. TCNs must provide the EU military Cdrs at the appropriate level, with the authority to support the forces by using logistic resources in JOA. The EU military Cdrs co-ordinate support among TCNs and with the HN(s) and retain the responsibility to co-ordinate the overall logistic effort even when participating nations rely solely on national logistics.
45. On EU-led military operations, it is essential that the Operation Commander (OpCdr) has the means and the authority to co-ordinate all logistic resources that directly impact on the support of the operation. This also applies to the strategic deployment of forces, the sustainment effort and redeployment of both common and specific resources. In any case, close co-operation with TCNs, NATO (in the case of recourse to NATO common assets and capabilities), other IOs, NGOs and other civilian activities in the AOO, HN(s) will be required.
46. The acquisition of scarce local resources at theatre level should be conducted in accordance with operational priorities, as defined by the OpCdr, to avoid competition for scarce resources among TCNs and other actors in the JOA, and to avoid counterproductive influence on the local market, which could have a negative impact on the local population and as consequence adverse effects on the mission.
47. The EU military Cdrs will be kept informed of the logistic levels of sustainability and availability by TCNs. The deployment of stocks in-theatre may begin prior to or concurrently with the flow of units and personnel; this will be entirely dependent on the nature of the operation. Early establishment of logistic infrastructures and supporting Command and Control (C2) organisations will be essential in order to manage properly the Reception, Staging, Onward Movement and Integration (RSOI) process for personnel and materiel. Appropriate planning and a dedicated Logistic Information System (LOG IS) is required to facilitate this process. The availability of pre-deployed logistic assets by TCNs in theatre will have a decisive impact on logistic capabilities for rapid response.

2. Sustainability

48. TCNs are responsible for meeting sustainability requirements established in the Operation Plan (OPLAN). The provision of logistic assets must meet the anticipated intensity and duration of the operation. The question of rotation of units and their associated support must be considered early in the planning process. Operating in unusual and adverse conditions can cause increased wear and tear, and may require the provision of additional resources. Furthermore, the requirement to support the local population, IOs or NGOs may increase the workload associated to sustainment.
49. Sustainability considerations will affect the composition of the force packages. A sustainability statement for the specific operation developed by the OpCdr and agreed at the earliest stage by TCNs, will provide common criteria for the national contingents and ensure mission effectiveness. Such a statement is required to set the logistic order of battle, supplies stockpiles, maintenance and medical policies and its validity and update will be revised regularly.

3. Delineation and Transfer of Authority

50. TCNs will retain Full Command over their logistic forces. TCNs will, in the TOA arrangements, specify the command relationships of logistic units within the national force contribution to the OpCdr. In a multinational logistic organisation, EU military Cdrs will be granted sufficient control over logistic resources dedicated to the multinational role. This logistic control should be extended over the NSEs to allow the EU military Cdrs to co-ordinate, prioritise and deconflict logistic issues. Despite nationally-owned resources normally remain under national command and control, the terms of the TOA may establish Logistic Control (LOGCON²) over these resources by the EU Cdrs.

4. Redistribution

51. Redistribution is a logistic measure, offering the EU military Cdrs the possibility to transfer logistic resources within forces under their command, for a specific objective, within a limited

² That authority granted to an EU Commander over assigned logistics units and organisations in the JOA, including National Support Elements (NSE), that empowers him to synchronise, prioritise, and integrate their logistics functions and activities to accomplish the joint theatre mission. It does not confer authority over the nationally-owned resources held by an NSE, except as agreed in the Transfer of Authority.

time, in response to a critical operational need. This measure provides greater flexibility in logistic support, but it requires co-operation, co-ordination and the agreement of TCNs prior the commencement of the operation.

52. Even if TCNs have first call on the logistic resources integral to their forces, EU military Cdrs may call for redistribution of national logistic resources to overcome unanticipated deficiencies. Redistribution is not intended to redress national stockpile shortages.
53. EU military Cdrs have, in their area of responsibility, the authority to redistribute the logistic assets in accordance with terms and conditions agreed at the TOA
54. Logistic resources held by units under EU Cdr's OPCON/LOGCON are subject to redistribution within the limitations established in the TOA arrangements. Resources within the NSE, or any other logistic resources declared unavailable by TCNs are not subject to redistribution. However, this does not preclude EU military Cdrs from requesting assistance from a national contingent or NSE Cdrs when deemed necessary.
55. If time allows prior to effecting redistribution or as soon as practical afterwards, the EU military Cdrs will advise the affected national authorities and higher EU military Cdr of the calls for redistribution . Upon determination that redistribution is required, the EU military Cdrs will direct Cdrs of NSE(s) to effect the transfer of the logistic resources. As soon as the operational situation permits, the logistic resources transferred under this authority will be compensated as laid down in appropriate arrangements.

5. Legal Aspects.

56. Military logistic support planning must incorporate the applicable legal framework during all phases of EU-led military operations.
57. Status of Forces Agreement (SOFA), transit and HNS arrangements are particularly important for the logistic support of the force.
58. The EU SOFA (Ref. K) applies within the territory of the EU MS and can be used within the framework of EU-led military operations when into force. It will enter into force on the first

day of the second month following the notification by the last signatory MS (some MS became parties through the Treaty of Accession) on the completion of its constitutional procedures (currently ratification still pending) .

59. Ad-hoc agreed SOFA(s) with Third States will be required to ensure an adequate legal status for forces outside the territory of the EU MS. Such negotiations will be based on the draft Model SOFA (Ref. L). Within the limits of their applicability SOFA(s) provide a legal basis for subordinate arrangements (i.a. Memorandum of Understanding (MOU), Technical Arrangement (TA), HNS Arrangement, contracting arrangements, etc.).
60. The observance of the legal framework is crucial for all logistic support including its planning (e.g. financial issues and plans, contracting, claims).

G. LOGISTIC FUNCTIONS

1. General

61. A myriad of logistic functions and coordinated activities come together to conform the logistic support concept in its integrity. Efficient logistic support depends on the co-ordination and synchronisation of those functions and activities.
62. Based on the size and characteristics of the operation, the capabilities available, and other operational considerations, the OpCdr should consider different options for the execution of the logistic functions (e.g. from the land, from the sea, etc). These options are described at chapter J.

2. Supply

63. This logistic function encompasses timely provision of all classes of supply necessary to ensure the sustainability of forces. It covers the determination of stock levels, provisioning, timely distribution and replenishment. The classes of supply for EU-led military operations are:
 - Class I: Items of subsistence;
 - Class II: Supplies for which allowances are established by tables of organisation and equipment, e.g. clothing, weapons, vehicles, etc;

- Class III: Petroleum, oil and lubricants (POL) for all purposes, e.g. gasoline, fuel, oil, grease, coal and coke;
- Class IV: Supplies for which initial allowances are not prescribed by approved issue tables. Normally includes fortification and construction materials, as well as additional quantities of items identical to those authorised for initial issue (Class II) such as additional vehicles;
- Class V: Ammunition, explosive and chemical agents of all types;
- Other Supply Items: Pharmaceutical and medical material.

64. The provision of supplies to assure an adequate sustainment of EU-led Forces is a national responsibility. However, multinational solutions to provide EU-led Forces with a wide number of items of supply, such as: food, water, POL, standardised ammunition, pharmaceutical and medical material and, in general, standardised or common logistic assets could be easily adopted.

65. There are different ways to manage the supply flow to the JOA. Although this activity is a national responsibility, it is necessary to integrate, co-ordinate and synchronise the whole supply flows into the JOA, taking into account the overall flow of units and resources.

3. Maintenance

66. Maintenance includes all actions taken to retain equipment or material in/or to restore it to a specified condition, including inspection, testing, servicing, classification as to serviceability, repair, rebuilding and reclamation. In general maintenance embraces all supply and repair action taken to keep a force in condition to carry out its mission.

67. All equipment used by EU-led Forces must be maintained as fit for purpose. Commonality and interoperability of equipment are key factors since the operational capability can be improved significantly at both national and multinational levels. In this respect, bilateral or multilateral agreements should be sought, whenever equipment is used by more than one TCN. The collocation of multinational maintenance capabilities in theatre, e.g. battle damage repair capabilities, could also be considered to facilitate technical assistance, enhance co-operation and optimise the logistic footprint.

68. The use of HN(s) and/or contracting support services to augment limited military maintenance capabilities in order to meet the operational requirements should be considered if security permits.

4. Services/ Life Support (LS)

69. LS is defined as encompassing all functions required to maintain adequate living conditions for deployed personnel in the JOA. As a minimum, it is focused at ensuring their survival. LS standards may rise if the situation permits and over the duration of the operation. LS covers a wide variety of activities in support of EU-led military operations, such as: laundry, canteen, bathing services, catering, accommodation, courier, etc.

70. Notwithstanding that each MS is responsible for ensuring the provision of LS to their own forces, because of the multinationality of EU-led military operations it is necessary to define standards for LS, mainly for contracting purposes. Nevertheless, it should be noted that EU-led military operations may take place in operational environments where it may be necessary to assume, at least in the initial phase, limited LS.

5. Movement and Transportation

71. Movement & Transportation (M&T) includes the whole spectrum of activities regarding the planning of capabilities, infrastructure, organisation, facilities and equipment necessary for the initial deployment, follow-on-forces deployment, force rotation, sustainment and redeployment of EU-led Forces during the preparation and execution of an operation.

72. TCNs are ultimately responsible for obtaining transportation resources and for planning and co-ordinating the movement to deploy, sustain and redeploy their forces and other forces if applicable. The responsibility for the deployment of multinational Headquarter(s) (HQs) and units with a high degree of multinationality may be assigned to a Framework Nation (FN) or a Logistic Lead Nation (LLN.)³. They are to ensure that the appropriate arrangements or contracts are in place to fulfill this responsibility.

73. For EU-led military operations involving long distances and/or prolonged periods of operations, sufficient strategic and intra-theatre lift assets must be available. Without such

³ LLN is defined in paragraph 93 (I.3.b).

assets, the development and subsequent execution of an OPLAN might be severely restricted. Where TCNs strategic lift assets are scarce it may be necessary to activate civilian/military pre-planned arrangements or contracts to provide air transport capability for EU-led military operations. These arrangements should take account of the need for co-operation, co-ordination and economy. Cooperation and coordination among MS is strongly encouraged.

74. Onward movement within the theatre along the chain from Port(s) of Disembarkation (POD) through strategic and operational nodes and lines of communication (LOC) into final destination must have the infrastructure, material handling equipment and means of transport necessary to deliver the forces and their associated logistic support. All these needs must be identified as early as possible in the planning process. Intra-theatre M&T arrangements should also allow for the timely reverse flow of material and personnel.
75. Within the framework of the mission, the OpCdr is responsible for co-ordinating, prioritising and de-conflicting national deployments, transportation for sustainment (re-supply), and redeployment of national force contingents at the operational level. This work requires a specialised M&T coordination element and should be carried out by the EU Movement Co-ordination Centre (EUMCC)⁴, in conjunction with the participating TCNs concerned, using appropriate co-ordination bodies at all levels. These may include (but not limited to) the Movement Co-ordination Centres in Eindhoven and Athens and the European Air Transport Command (EATC).
76. M&T principles and policies are further elaborated in the EU Concept for Strategic Movement and Transportation for EU-led Military Operations (Ref. L).

6. Infrastructure Engineering Support to Logistics

77. Infrastructure Engineering Support to Logistics (IESL) is an essential enabler for logisticians to accomplish their mission and support the overall operation. It covers "the construction, restoration, acquisition, repair, maintenance and disposal of those infrastructure facilities required to mount, deploy, accommodate, sustain and redeploy military forces, including the construction, restoration and maintenance of land LOCs and facilitation of Environmental Protection (EP)" as stated at the "Military Engineering Concept for EU-led military CMOs (Ref. M).

⁴ See Ref. M for further information.

78. IESL may be provided by the deployed EU-led force, HN(s), units of the NSE(s) or contractors. Logistics experts at all levels must work with engineers to ensure that engineering force and capabilities requirements are adequately addressed, and that adequate IESL assets and capabilities have been taken into account. The priorities established for IESL within theatre will influence efforts in HNS negotiations, CIMIC, public information operations, budgeting and contracting that will support the IESL effort.
79. Given the complexity of the IESL responsibilities defined in the Military Engineering Concept for EU-led military CMOs , funding of IESL projects in the context of EU-led military operations is a key issue that needs to be addressed very early in the logistic planning process in order to solve identified infrastructure shortfalls.

7. Health and Medical Support

80. TCNs retain the ultimate responsibility for the provision of H&M Support to their forces allocated to an EU-led military operation. This may be arranged in a number of ways, including agreements with other TCNs and organisations in order to prevent unnecessary redundancies and to economise critical medical resources. The OpCdr and/or the Force Commander (FCdr), supported by the Medical Director, may be tasked to mediate and coordinate such agreements. On TOA, the OpCdr and /or FCdr will be responsible for the H&M Support of assigned forces as delegated.
81. General logistic principles laid down in this document generally also apply to the H&M Support function. However, the planning and conducting of H&M Support is governed by specific medical principles and guidelines, which are laid down in the H&M Support Concept for EU-led military CMOs (Ref. N). These are inter alia related to the code of medical ethics and national and international laws and standards including the law of armed conflict, when applicable.

H. LOGISTIC RELATED AREAS

1. Reception, Staging, Onward Movement & Integration (RSOI⁵)

82. RSOI is part of the process that enables deploying forces, consisting of personnel and materiel arriving in the JOA, to become capable of meeting the FCdr's operational requirements. The sequence of the elements of RSOI can vary depending on the operational environment.
83. Collective Responsibility (concerning EU HQs and TCNs), Unity of Effort and Synchronisation are the most important principles of RSOI. The OHQ/EUMCC, in coordination with the TCNs, has primary responsibility for the development of the Multinational Detailed Deployment Plan (MNDDP) including RSOI considerations, while FHQ/RSOI Cdr, in coordination with the TCNs/NSEs is primarily responsible for the detailed planning and execution of the RSOI. Collective Responsibility encourages TCNs and EU HQs to share the provision and use of logistic capabilities and resources on a cooperative basis so as to support the force effectively and efficiently. Unity of effort is achieved through a defined chain of command of RSOI activities and synchronisation through the integration of the RSOI plan into the operational planning process.
84. RSOI is directly related with M&T, mainly at the strategic deployment stage. There must be close co-ordination between the designated EU HQ(s) and TCNs to ensure that strategic deployment meets the requirements established in the EU military Cdrs' OPLAN.
85. The capability to manage RSOI activities with the flexibility to adjust the planned schedule as a result of incidents during the total process is one of the keys to success. Software tools which provide robust en-route visibility and reporting capability of Ports of Embarkation (POE) and POD are vital to plan, co-ordinate, execute and monitor the state of EU-led Forces along the RSOI continuum.

⁵ The term RSOM&I (RSOM and I) is also used in some EU documents and by some MS for the same 4-step process. This terminology will be incorporated in the revision of related EU Concepts, replacing RSOM&I thus harmonising the acronym with NATO. RSOM is also a valid term for the 3-step process of Reception, Staging and Onward Movement of forces and materiel from a POD to the FD.

86. Planning for redeployment, recovery and recuperation is an essential element of the overall planning process and must begin before initial deployment. Where strategic transport assets are shared between TCNs for deployment, this capability should also be planned into the recovery phase of the operation. These are key planning requirements, considering the potential for conflicting demands upon limited resources.
87. The principles and policies are further elaborated in the EU Concept for Reception, Staging, Onward Movement & Integration for EU-led Operations (Ref. O).

2. Financing and Budgeting

88. The TEU, article 41, sets the principles of expenditure for military operations. Under article 41 (1) of the TEU, “administrative expenditure which the provisions relating to the areas referred to in this title entail for the Institutions shall be charged to the EU budget”. Under article 41 (2) of the TEU, operating expenditure arising from operations having military or defence implications shall be charged to the MS. MS have established a mechanism, called ATHENA (Ref. P), with the necessary legal capacity to administer the financing of the common costs of EU operations having military or defence implications.

I. MODES OF LOGISTIC SUPPORT

1. Introduction

89. The modes of logistic support available to EU-led military operations range from a fully multinational integrated logistic support to purely national support. The chosen mode or a combination of them will, among others, depend on the type, scale, and size of an operation, and on the characteristics and factors affecting logistic support. The following list of modes of logistic support does not necessarily reflect a priority order.

2. National Logistic Support

90. Notwithstanding any multinational arrangements, TCNs are ultimately responsible for ensuring that forces assigned to EU-led military operations are fully supported and fit for task.
91. TCNs could deploy NSEs to provide logistic support to their national forces deployed in EU-led military operations. A NSE is a national logistic organisation that supports national forces

which are part of an EU-led Force. These logistic units remain under the command of their national authorities. NSEs should co-ordinate and co-operate with the FCdr and the HN(s). Therefore, the FCdr should have LOGCON over the NSEs.

3. Multinational Logistic Support

92. TCNs will consider, the implementation of multinational arrangements, often based on the OpCdr planning. Multinational logistic support solutions are in most of the cases efficient options since not only optimise the logistic footprint in the JOA, but also reduces the cost burden for TCNs.

a. Framework Nation

93. FN is defined (Ref. Q) as "A member State or a group of Member States that has volunteered to, and that the Council has agreed, should have specific responsibilities in an operation over which EU exercises political control. A FN provides the OHQ/FHQ and the core of the military chain of command, together with the Staff support, the CIS and the logistic framework, and contributes with a significant amount of assets and capabilities to the operation".

b. Logistic Lead Nation and Logistic Role Specialised Nation

94. A TCN can be a LLN if it assumes the overall responsibility for organising and co-ordinating an agreed broad spectrum of logistic support for all or part of the multinational force, including headquarters, within a defined geographical area for a defined period of time. The LLN could concurrently provide capabilities as Logistic Role Specialised Nation (LRSN).

95. One TCN assumes the responsibility of LRSN when it assumes the responsibility for procuring and providing a specific logistic capability and/or service for all or part of the multinational force within a defined geographical area for a defined period of time.

96. During the build up of an EU-led military operation it can be convenient the identification of one LLN and one or more LRSN. The OpCdr is responsible for the FG Conference, in which multinational logistics options should be addressed.

97. During the process to identify a LLN or LRSN, negotiations through the logistic support planning process are conducted with each TCN requiring support. The aim of negotiations is

to determine the exact range of responsibilities of LLN/LRSN and to ensure that the SOR provides sufficient freedom of action to carry out the Cdr's Plan.

98. There are elements that require specific considerations such as legal framework, duration of the task, C2, quality and level of support based on standards pre-defined or defined during the FG process and the Logistic Conferences.

99. The LLN should, among others:

- Take into account all applicable regulations affecting the logistic support of other TCNs forces for which they have the lead;
- Assume the lead in co-ordinating HN tasks and responsibilities, to the extent permitted by relevant arrangements with the HN, or if no recognised HN authority exists, by the FCdr, in consultation with participating TCNs;
- Assume the lead in performing specific tasks as identified by the OHQ Logistic Co-ordination Centre (OHQ LogCoC);
- Assume responsibility to establish the logistic C2 structure.

100. A LRSN should, among others:

- Take into account all applicable regulations affecting the logistic support of other TCNs forces for which they are undertaking the specialist role;
- Take into account the mechanism to be compensated and/or reimbursed for services and/or capabilities provided, subject to agreements between the parties involved.

c. Multinational Logistic Arrangements

101. When it is not possible to identify one LLN or one or more LRSNs, or when those are not able to fully support operational requirements, the key driver for the establishment of multinational arrangements are efficiency and cost effectiveness, in some instances where the resources are very scarce, it might also be the only option.

102. TCNs should consider entering into bilateral or multilateral arrangements aimed at sharing logistic resources in order to resolve logistic shortfalls or when it is operationally effective and efficient.

103. The establishment of multinational arrangements will commence from the earliest stages of operational logistic planning. Bilateral or multilateral support agreements made between a number of participating TCNs could also be activated at the onset of an operation.
104. At the request of TCNs, such logistic support may be co-ordinated by appropriate logistic structures activated for the EU-led military operations, for example a OHQ LogCoC at the military strategic level or a Joint Logistic Support Group Headquarters⁶ (JLSG HQ) or a FHQ Logistic Co-ordination Centre (FHQ LogCoC) at the operational level.

d. Multinational Integrated Logistic Unit and Multinational Logistic Unit

105. Multinational Integrated Logistic Unit (MILU) and Multinational Logistic Unit (MLU) are military units formed by two or more TCNs to provide 3rd level logistic support to a multinational force under a single command.
106. The main difference between a MILU and a MLU is that a MLU is normally LOGCON as opposed to a MILU which is OPCON to the FCdr.
107. The use of MILUs and MLUs could be an appropriate solution to achieve economies of scale, improve efficiency and to resolve logistic shortfalls. The MILU and MLU concept is particularly important as a force generation tool, particularly in low intensity operations or operations with a prolonged duration where logistic force contributions would be difficult to generate without co-operation. These multinational logistic units are designed to provide specific logistic support where national forces cannot be provided, or could be better utilised to support the OpCdr/FCdr overall logistic support plan. They are an important mechanism or enabler by which some TCNs may contribute more effectively to the overall operational effort.
108. The MILU and MLU Cdrs should have clear authority over sub-units, normally OPCON/LOGCON. This support option might be particularly attractive when a single TCN is capable of providing the nucleus of the unit and/or the command structure around which the whole unit can be formed by augmentation and/or the addition of complementary units from other nations. One nation should be in charge of setting up the unit by providing the C2

⁶ The JLSG HQ is a multinational HQ responsible for providing C2 for all theatre-wide logistic functions and includes the capability to deploy, sustain and redeploy.

structure and Communication and Information Systems (CIS) framework. Specific C2 and operational arrangements will be negotiated between participating TCNs.

109. A MILU and MLU have the general tasks defined hereunder:

- Acquire the agreed supplies and/or services as directed by the FCdr or appropriate authority;
- Provide agreed supplies and services to an EU-led Force as directed by the FCdr or appropriate authority.

4. Host Nation Support

110. HNS is civil and military assistance, rendered by a HN to another State and/or organisation which has forces located on, operating on/from, or in transit through the HN's territory⁷. The basis of such assistance arises from bi- and/or multilateral agreements.

111. HNS seeks to provide deployed forces with support in the form of material, transportation assets, facilities and services, including area security, administrative support in accordance with concluded HNS arrangements between the EU and/or Sending Nations and a HN(s). The term HNS arrangements cover all bi- and multilateral agreed HNS documents. HNS does not include local contracting.

112. HNS may facilitate the movement and sustainment of forces in the JOA by providing essential support to the RSOI process. The level of HNS depends on the capability and willingness of the HN(s) and the availability of local resources in order to support an EU-led Force. Therefore, HN(s) may reduce the required logistic footprint to deploy, sustain and re-deploy the EU-led Force⁸.

113. Whenever possible, full advantage should be taken of logistic resources available under HNS agreements/arrangements hence it potentially reduces the logistic footprint.

⁷ Territory: The extent of land, airspace and interior of the earth above and below this extent of land, and the territorial waters adjacent to a coastal state.

⁸ This includes EU military organisations, groups, bodies or other entities specifically set up for the operation.

114. HNS planning is an integral part of military logistic support planning. It has an impact on the FG process. When appropriate, the HN(s) may provide national logistic experts for the relevant phases of logistic planning and execution.
115. HNS planning should be as specific as possible. Related procedures should be standardised to enable the HN(s) to evaluate and respond efficiently and flexibly to requirements due to the operational needs. However, the variety of tasks in the entire range of possible EU-led military operations will require a generic approach to be taken towards HNS planning.
116. If HNS agreements/arrangements do not already exist, the OpCdr is responsible for establishing requirements, in consultation with TCNs. These responsibilities may include initiating and participating in bilateral and multilateral negotiations and, where appropriate, for concluding HNS arrangements on his own (possibly common funded) or, subject to their prior concurrence, on behalf of TCNs. All or part of this activity can be delegated to the FCdr.
117. In-theatre local resources may be scarce and HNS arrangements limited or even non-existent, therefore, military logistic planning must take particular account of the specific political and economical situation. The risk of overcharging the local market and increasing competition amongst TCNs and other actors in the JOA on scarce local resources has to be prevented. Therefore, co-ordination within the EU CSDP environment should be achieved. Whenever possible, this co-ordination should be expanded to other actors in the JOA.
118. HNS principles and policies are further elaborated in the HNS Concept for EU-led military CMOs (Ref. R).

5. Contractor Support to Operations (CSO)

119. Contracting can either be a response to unforeseen logistic requirements that arise during the course of an operation or the outsourcing of EU requirements to contractors for capabilities not met through the FG process.
120. Planned CSO in advance of an operation can complement or replace HNS. Essentially, CSO is complementary to integral military capabilities. Early planning potentially reduces costs and gives a higher likelihood of a timely availability of services. Hence EU-led military operations are likely to be ad hoc in nature, pre-arranged framework agreements will facilitate rapid planning and deployment. It may also lead to a reduced logistic footprint.

121. Ad hoc CSO during ongoing operations gives the EU Military Cdr a greater flexibility to react on unforeseen developments of the situation appropriately. The last-minute nature of ad-hoc contracting, and the time required to secure funding approval, can result in increased costs and delayed delivery of the required capabilities, therefore its advantages and limitations need to be considered throughout the logistic planning process.
122. Contracting may be carried out by TCNs, the ATHENA Administrator and/or EU military Cdrs through the ATHENA Mechanism as contracting agency under the authority of the ATHENA Special Committee..
123. Early in the planning process, MS together with the OHQ will identify which assets, services and/or products can or can not be outsourced and what standards are to be used when considering outsourcing options. Co-ordination and co-operation, in this subject, amongst TCNs are essential to gain economies of scale and avoid escalation of prices. The use of tools for the exchange of information (e.g. EDA's TPLS Platform) may facilitate this ambition.
124. The comprehensiveness of CSDP actions involves increasing presence of actors other than military (EU civilian missions, IOs, NGOs) in the JOA. Effective measures should be implemented to avoid uncoordinated and competing contracting activities. Therefore, co-ordination of contracting within for all CSDP actors in theater should be sought as a matter of routine. Whenever possible, the co-ordination should be expanded to non-EU actors in the JOA. The establishment of single points of contact or the use of contract integrators may facilitate that co-ordination.
125. Contracting responsibility must be adequately integrated within the C2 structure and appropriately trained and accredited for the requirements of EU-led military operations. CSO can also introduce limitations as a result of employing civilians in the JOA. Security conditions and FP could constrain the scope and field of application of contracting. This must be taken into account during the logistic planning process.
126. TCNs will encourage the establishment of binding contracting standards for EU-led military operations (subject to agreement on regulated EU standards for the different services on EU-led military operations).

127. The use of contractors for the support of military operations includes a risk of contract failing to deliver the contracted support. Therefore, and as a part of the contracting activity a thorough risk assessment must be executed as a part of the overall logistic planning for the operation, further planning considerations at Ref. S.
128. The use of CSO should become part of the lessons learned process. This applies especially for the performance and reliability of contracted economic operators.

6. Recourse to NATO Common Assets and Capabilities

129. The area related to the planning and conduct of EU-led military operations with recourse to NATO common assets and capabilities is known as "Berlin Plus" arrangements (Ref. T). This encompasses assured EU access to NATO planning capabilities, use of NATO's European command options for EU-led military operations (including the European role of DSACEUR), and the EU use of pre-identified NATO common assets and capabilities (Ref. U).
130. In case of recourse to NATO common assets and capabilities for EU-led military operations, the NATO Agency responsible for contracting logistic services in support of Operations might be considered as a contract integrator, if considered appropriate.

J. DIMENSIONS

131. A number of different options for the execution of logistic functions (from the sea, from the land, etc.) can be envisaged during the different phases of an operation, regardless of its predominant nature (land, air, sea). The election of the most suitable option and therefore the location of the Theatre Logistic Base (TLB) will be part of the Logistic Support Concept of any EU-led military Operation.
132. Circumstances such as security conditions, assured provision of supplies, availability of warehousing capabilities, HNS and the nature of the operation, etc. may recommend the adoption of one of the options available for every specific phase of the operation. Additionally, these options can be complementary among themselves. In any case, they will be adapted to the changes in the operational environment and customized accordingly.

133. Seaborne Logistics Support (SBLs) is the use of maritime⁹ platforms to provide logistic sea-based support in the framework of a Joint EU-led military operation. This takes into account the definition of the NATO Joint Sea-based Logistic Support (NJSLS) Concept. The joint use of seaborne platforms to project, support and sustain EU-led military forces offers in some cases significant advantages for EU-led military operations. Such platforms could be located either over the horizon, in sight of shore, in-port or utilising some combination of the three locations.
134. A EU Air Deployable Operating Base (DOB) can also play a significant role on the logistic support to a EU-led military operation, in particular, through the execution of RSOI activities, serving as basing facility for a Forward Support Base or selected elements of it, and through the provision of adequate warehousing for critical logistic assets to be deployed at short notice.

K. LOGISTIC INFORMATION SYSTEM (LOG IS)

135. TCNs and EU military Cdrs have a collective responsibility to ensure access to relevant and correct logistic information, especially for mission critical items, from the very early planning and throughout the operation, for all appropriate levels of authorities. This continuous timely exchange of relevant and correct logistic information and data on resources and capabilities is key for an efficient planning and execution of logistic support, it is also a corner stone to achieve an optimised logistic footprint in theatre.
136. The LOG IS should as a whole cover all logistics functions, supporting the different levels with required information and it should also be interoperable. In order to achieve this the core of the LOG IS for any EU-led military operation is the Logistics Functional Area Service (LOGFAS)¹⁰. This system supports the planning, execution and monitoring of several vital logistic functions, furthermore, LOGFAS is undergoing constant development, tracked and influenced by EU, where appropriate functionality are added over time. To complement LOGFAS capabilities TCNs and EU commanders are collectively responsible to implement additional information tools, e.g. for Health & Medical support and Contracting, ensuring that the LOG IS as a whole supports each operation as necessary with the relevant and correct information and data in a timely manner as basis for a proper logistic decision making.

⁹ (not only naval platforms - e.g. **Ships Taken Up From Trade (STUFT)**)

¹⁰ NATO IMS granted the EU LOGFAS user rights, January 2006

137. In order to utilise the full potential of LOGFAS, experience from operations shows that training is key factor for an adequate exploitation of the system functionalities. A regular training regime followed by the logistic staff would ensure fully functional and effective use of the LOG IS in support of all types of EU led military operations.

L. LOGISTIC PLANNING

138. Military logistic planning at the political and strategic level will be developed within the framework of the EUMS-conducted advance and crisis response planning, including inputs to the development of the Crisis Management Concept (CMC) and Military Strategic Options (MSOs) (Ref. V).

139. Military logistic planning must be versatile, complementary to the mission aim and fully integrated within all phases of the Operational Planning Process (OPP). Close interactions with other functional areas is of paramount importance. At the earliest stages of the OPP, Logistic Planning is aimed to elaborate a sound assessment of the logistic conditions of the Operation, i.a., existing infrastructure in the JOA, identification of reliable outsourcing solutions and/or eventual logistic partnerships with IO, information gathering on level of HNS, contribution to the operation's cost estimate, etc. in preparation for the production of suitable and feasible logistic options.

140. Military logistic planning and its subsequent execution in support of EU-led military operations should be carried out and co-ordinated on a comprehensive way; considering combined, joint and military/civil logistic requirements.

141. Military logistic staff members need to be involved from the very beginning of the planning process, including FG, and must be included in area reconnaissance/site survey activities and Fact Finding Missions (FFM).

142. Military logistic planning is an iterative process that starts from a common baseline and develops through successive refinements. It integrates EU actors and TCNs abilities to form, deploy, receive, onward move, sustain and re-deploy military forces by incorporating national, multinational and in-theatre resources, as authorised. It involves both military and civil authorities and encompasses all the logistic functions and logistic related activities. Overall,

logistic planning provides a significant input to the military operational planning process and, due to the complexity of EU-led military operations, it has to be initiated at the earliest stage of any arising crisis, involving relevant EU actors.

143. The possible participation of non-EU TCNs in EU-led military operations outlines the need for a high level of co-operation and co-ordination to ensure that those are integrated in the planning process as quickly and as fully as prevailing circumstances permit.
144. In the event that the EU takes over an ongoing operation, it is essential that existing logistic plans and arrangements are reviewed thoroughly and amended as necessary at all appropriate levels of the chain of command. A logistic directive should be issued by the OHQ as a part of the OPLAN or as a stand-alone document.
145. Military logistic planning at the military strategic level will be developed within military operational planning (Concept of Operations (CONOPS) and OPLAN), for which the OpCdr is responsible. This level is responsible to coordinate the identification, generation, activation and deployment of the forces and resources necessary for the operation. The logistic support could be co-ordinated by appropriate logistic structures activated for EU-led military operations, at this level by an OHQ LogCoC (see further at Ref. S).
146. Logistic planning at the military operational level will be developed within military operational planning, Operation Order (OPORD), for which the FCdr is responsible. This level is responsible for logistic support in the JOA that could be co-ordinated by appropriate logistic structures activated for EU-led military operations; at this level by a Joint Logistic Support Group HQ (JLSG HQ) or a FHQ LogCoC (see further at Ref. W).
147. Logistic Planning Conferences are an essential tool by which military logistic planning is co-ordinated and transparency is achieved. The type of planning will dictate the timing and frequency of conferences. Specialist conferences, H&M Support, M&T, HNS, Contracting, RSOI, etc, may also be necessary.

148. Logistic FG will be integral part of the overall FG process (non-EU TCNs should be brought into the FG Process at the earliest possible stage and, where appropriate, their logistic capabilities should be identified within the planning process).

M. COMMAND AND CONTROL STRUCTURE. TASKS AND RESPONSIBILITIES

1. General

149. Since there is no permanent EU C2 structure, the C2 arrangements will be tailored to the specific needs of an EU-led military operation, based on the principles listed on chapter D. Levels of command are defined in the EU Concept for Military Command and Control (Ref. X). In addition, generic Standard Operating Procedures are developed for EU-led military operations at the OHQ and FHQ levels (Ref. S and W).

2. Political and Strategic Level

a. Troop Contributing Nations

150. The responsibilities of TCNs are, among other:
- a. Take the necessary measures for planning and conducting the logistic support of their forces, and national components of multinational forces, to meet the requirements of the OpCdr, co-ordinated through the OHQ LogCoC;
 - b. Be responsible for providing logistic resources for the support of their forces, including through bilateral or multilateral arrangements;
 - c. Identify national logistic resources available for co-operative use to meet identified shortfalls in military operational logistics plans;
 - d. Operate and control national military and civil logistic resources for the operation;
 - e. Provide national logistic experts for the relevant phases of logistic planning and execution to augment the EU logistic co-ordination bodies;
 - f. Agree to co-operative arrangements by identifying TCNs that could take the lead in performing specific tasks identified by the OHQ LogCoC;
 - g. Periodically train logistics staff members in the use of the various LOGFAS tool;
 - h. Implement updates on LOGFAS;

- i. Support the OpCdr and FCdr in implementing additional tools/procedures as required to cover the full scope of requirements for the specific operations LOG IS;
- j. Maintain a timely, relevant and correct flow of logistics information/data into and within the LOG IS as detailed by the OpCdr and FCdr.

151. The contribution of non-EU TCNs will be governed by a participation agreement, which can be generic or specific to one operation. The EU has developed a draft model Framework Participation Agreement (Ref. Y) and a draft (operation specific) Model participation agreement (Ref. Z). As a result some framework participation agreements with some Third States have been concluded.

b. Other Contributions

152. Any states not committing forces to the operation may offer support, assets and/or funding for the operation. Where appropriate, they may provide national logistic experts for the relevant phases of logistic planning and execution.

c. Council and Council Bodies

153. Endorsed by the Treaty of Lisbon, the responsibilities of the Council and Council bodies, the Political and Security Committee (PSC) and EU Military Committee (EUMC), are set out in the Nice European Council Conclusions (Ref. AA), the TEU, in relevant Council Decisions and in the Suggestion for procedures for coherent, comprehensive EU Crisis Management (Ref. BB).

d. European Union Military Staff

154. In any military operation, logistic capabilities, both quantitative and qualitative, should be assessed throughout. In the event of an EU-led military operation, and pending the nomination of the OpCdr and the identification of the OHQ, the EUMS reinforced as necessary by logistic experts from MS will provide logistic inputs, including but not limited to HNS, Medical, IESL and M&T, during the decision-making process.

155. The EUMS, through the Logistic Directorate, will perform the following tasks:

- a. Monitor and take initiatives for the development of logistic doctrine/concepts and procedures in the field of multinational logistic support for EU-led military operations.

- b. Consult with MS, Third States and IOs and convene logistic experts meetings
- c. Develop advance logistic planning at strategic level for crisis response, especially in developing advanced logistic assessments, facilitating upstream options for logistic support with strategic partners, evaluating the effectiveness of potential outsourced solutions and in contributing to the reference amount estimate for operations.
- d. Active participation in the Core / Enhanced Planning Teams (CPT/EPT) created for the advance planning within the EUMS.
- e. Develop and update, following EUMC guidance, the logistic elements of generic and/or contingency plans, MSOs, Initiating Military Directive (IMD) and evaluate, from the logistic point of view, the CONOPS/OPLAN developed by the Ops Cdr;
- f. Handover to the OHQ staff results from EUMS advance planning including information and conclusions drawn from Information Gathering and/or Fact Finding Missions (IGM and FFM, respectively);
- g. Provide co-ordinated inputs assessments and support to the OHQ staff, and draft military advice in all logistic affairs throughout conduction of an EU-led military operation.
- h. Participate in the Mission Monitoring Teams in direct support of Op/Mission Cdr and the EU HQ.

156. EU Movement Planning Cell

- a. The EUMS' EU Movement Planning Cell (EUMPC) is responsible for undertaking advance military strategic planning and crisis response military strategic planning with regard to strategic M&T issues. The EUMPC might also undertake some of the tasks and responsibilities, normally undertaken by the EUMCC, for EU-led military operations when an OHQ has not yet been activated.

3. Military Strategic Level

Operation Commander

157. The OpCdr has the following logistic responsibilities:

- a. Draft CONOPS/OPLAN including the logistic annexes;

- b. Plan and co-ordinate the strategic deployment including RSOI, sustainment and redeployment of EU-led forces. On TOA the OpCdr is responsible for the co-ordination of the overall logistic support. Responsibilities and procedures will need to be refined throughout the OPP;
- c. Develop all the operational requirements for logistic planning and execution necessary for comprehensive logistic support including a sustainability statement to be issued as part of the OHQ Logistic Directive;
- d. Establish requirements, initiate and participate in bilateral and multilateral negotiations, and, where appropriate, conclude MOU, TAs and other HN(s) arrangements on behalf of TCNs within the limits of the authorisation given for it in advance;
- e. Implement and control contracting within the limits of the authorisation given for it in advance;
- f. Conduct redistribution (if required) under the provisions agreed at the TOA ;
- g. Provide a staff organisation and support for the OHQ LogCoC;
- h. Conduct co-ordinating authority in the field of logistics through the OHQ LogCoC;
- i. Implement logistics staffs LOGFAS refresh training to meet the operations needs;
- j. Implement new versions of LOGFAS for the EUFOR.
- k. In coordination with TCNs implement required additional tools/procedures to cover the logistic information requirements for the operations LOG IS,

158. OHQ Logistic Co-ordination Centre.

- a. The OHQ LogCoC may be established at the OHQ. It would be composed of OHQ logistic staff, logistic experts from TCNs and a temporary EUMS liaison element. It may also include NATO Logistic experts, if the operation is conducted using NATO common assets and capabilities under Berlin Plus arrangements.
- b. The OHQ LogCoC has the following tasks:
 - Serve as a primary logistic Point of Contact (POC) for TCNs;
 - Assist the OpCdr in drafting the logistic input to the CONOPS/OPLAN;
 - Co-ordinate, prioritise and de-conflict national and multinational logistic support issues, in accordance with strategic requirements;
 - Co-ordinate the allocation of the support, assets and/or funding for the operation offered by other than MS, non-EU TCNs and Third States.
 - Development of Multinational Detailed Deployment Plan (MNDDP).¹¹

¹¹ NATO IMS granted the EU LOGFAS user rights, January 2006

4. Military Operational Level

a. Force Commander

159. The FCdr has the following logistic responsibilities:

- a. Develop logistic inputs and plans as applicable to OPLAN/OPORD;
- b. Assist in development of the Sustainability Statement developed by the OpCdr;
- c. If tasked, establish requirements, initiate and participate in bilateral and multilateral negotiations, and, where appropriate, conclude MOU, TAs and other HNS arrangements on behalf of TCNs within the limits of the authorisation given to them in advance;
- d. Co-ordinate the activities of the NSEs through the JLSG or FHQ LogCoC;
- e. Conduct redistribution under agreed provisions (if required);
- f. Co-ordinate all aspects of multinational logistic sustainment in the JOA;
- g. Control and establish procedures for intra-theatre movements;
- h. Control multinational integrated logistic support including MILUs;
- i. Recommend to the OpCdr any necessary changes concerning force deployment (desired order of arrival, commander's required date, etc), transportation for sustainment (re-supply) and redeployment;
- j. Implement common funding under the authority of the OpCdr;
- k. Conduct the RSOI process in the JOA.
- l. Support the OpCdr in implementing the LOG IS and manage it, as directed by the OpCdr.

At FHQ level, the logistic structure could be as follows:

160. Joint Logistic Support Group.

- a. The JLSG is a multinational logistic organisation responsible for the co-ordination and/or management of common logistic functions at theatre level. JLSG also provides actual logistic support with assigned units. It must also support the OpCdr, who has the main responsibility to set up the joint logistic posture for any operation. The JLSG HQ mission is to provide C2 for all theatre-wide logistic functions and includes the capability to deploy, sustain and redeploy.

- b. A JSLG HQ has the following responsibilities:
- Assist the FCdr in conducting RSOI in the JOA
 - Assist the FCdr in co-ordinating logistic support within the force, including the creation and control of multinational integrated logistics and commonly funded resources;
 - Assist the FCdr in co-ordinating movement, logistic support and other military functions if tasked by higher authority, between the components, NSEs, HNs, IOs and NGOs;
 - Co-ordinate the implementation of HNS agreements;
 - Co-ordinate the implementation of CSO contracts;
 - Where appropriate, and as authorised by TCNs, co-ordinate and arrange the provision of common supplies and services;
 - Co-ordinate and administratively support national, NGO and HN(s) liaison staffs within the JLSG according to specific arrangements;
 - Establish and manage local contracts;
 - Manage the real estate in the Joint Logistic Support Area (JLSA).

161. FHQ Logistics Co-ordination Centre

When a JSLG HQ is not established, a FHQ LogCoC can be activated. It will be composed of logistic experts from TCNs (usually from their NSEs) and other organisations. The centre serves as an in-theatre forum for co-ordination and de-confliction of logistics in accordance with operational requirements.

b. National Support Element

162. NSE is any national organisation that supports national forces which are part of EU-led Forces. NSEs should co-ordinate and co-operate with the FCdr and the HN(s). Co-operation and centralisation of services among NSEs can produce significant savings. The SOFA regulations are applicable to NSEs.

The NSEs have the following responsibilities:

- Co-ordinate with the force logistic organisation in-theatre;
- Support RSOI, transportation for deployment/redeployment and sustainment of national forces;
- Report critical operational assets and activities;
- Manage costs, handing over, settlement of claims of properties and real estate occupied by national troops;
- Provide assistance, if requested and within means and capabilities, to other national contingents or the whole force according to agreed arrangements, or the co-ordination of the appropriate EU C2 structures.

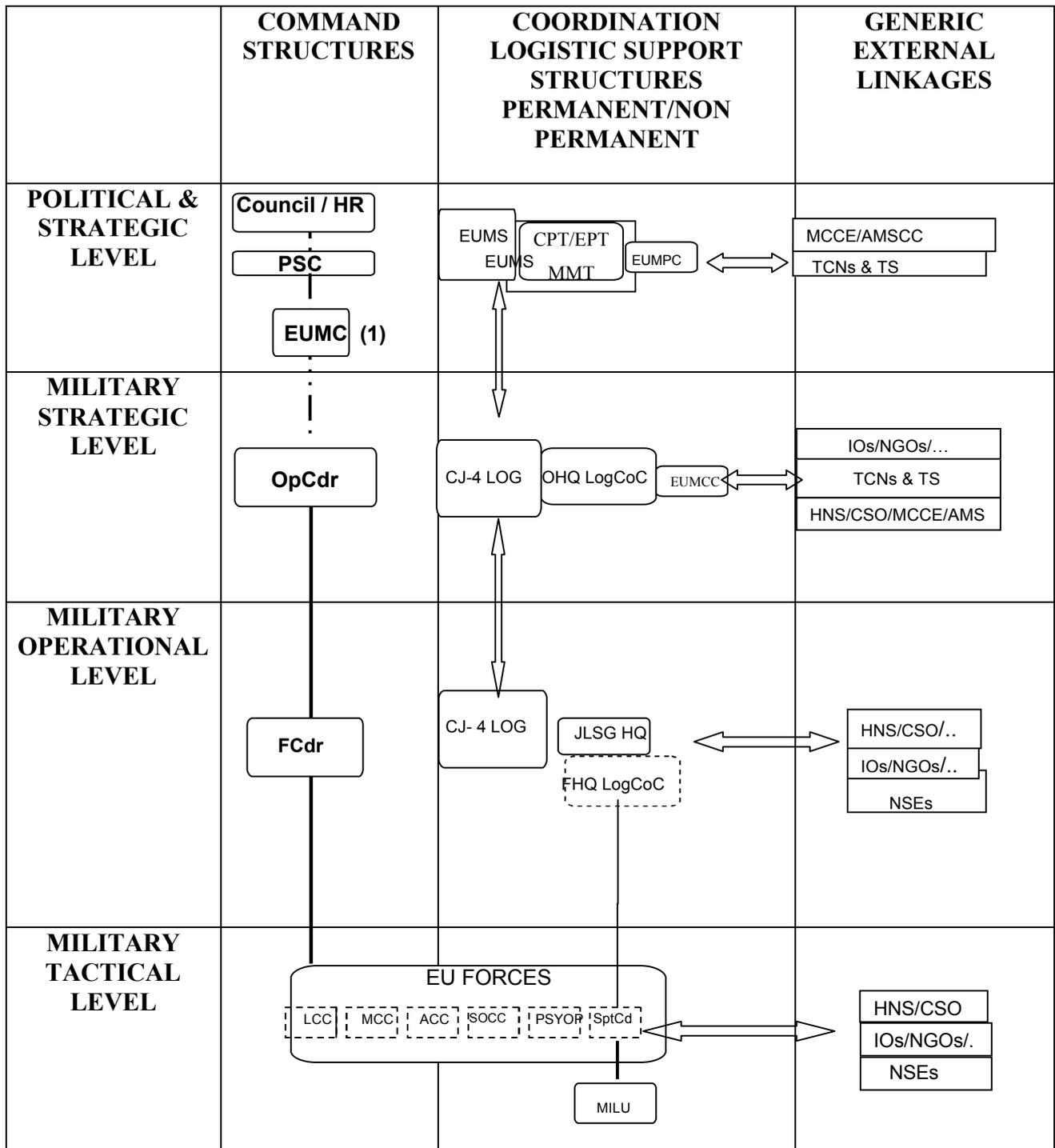
5. Military Tactical Level

Logistic Support Command

163. For major EU-led military operations, the number and size of multinational and national logistic support units in the JOA could be significant. To co-ordinate the required logistic support, a specific Logistic Support Command (LogSptCd) could be established.

164. The Logistic Support Commander (LogSptCdr) tasks and responsibilities, if established, should be defined at OHQ and FHQ levels through Standard Operating Procedures (SOP) and other specific documents.

6. Structure Outline



(1) CEUMC acts as a primary POC

