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NATO STANDARD

AJP- 4.9

**ALLIED JOINT DOCTRINE FOR MODES
OF MULTINATIONAL LOGISTIC
SUPPORT**

Edition A Version 1

FEBRUARY 2013



**NORTH ATLANTIC TREATY ORGANIZATION
ALLIED JOINT PUBLICATION**

**Published by the
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NATO LETTER OF PROMULGATION**

07 February 2013

1. The enclosed Allied Joint Publication AJP-4.9, ALLIED JOINT DOCTRINE FOR MODES OF MULTINATIONAL LOGISTIC SUPPORT EDITION A VERSION 1, which has been approved by the nations in the MC JSB, is promulgated herewith. The agreement of nations to use this publication is recorded in STANAG 2512.
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Dr. Cihangir Aksit, TUR Civ
Director NATO Standardization Agency

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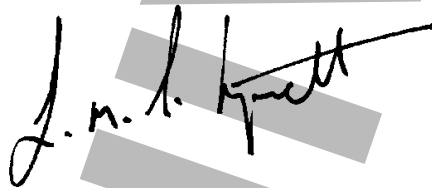
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Allied Joint Publication-4.9

**Allied Joint Doctrine for Modes of Multinational Logistic Support
Edition A Version 1**

Allied Joint Publication-4.9 (AJP-4.9), dated February 2013,
is promulgated
as directed by the Chiefs of Staff



Director Concepts and Doctrine

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RECORD OF SPECIFIC RESERVATIONS

[nation]	[detail of reservation]
GBR	<p>The following reservations reflect UK PJHQ's recent work in response to UK Defence Strategic Direction and the Total Support Force guidance plus current operational developments. The reservations reflect UK variance with AJP-4.9 as presented and should be considered for inclusion in the next version. They will also be declared in our national promulgated edition.</p> <p>1. Paragraphs 0602 Contracting & 0604 Requirement. It is suggested that the document is revised to move forward from the concept of the use of CSO for augmentation only (Line 7: "However it should not be used to replace military capability"). It is suggested that the paragraph be more forward looking and realistic if this sentence were replaced with the line; "Where contractor support replaces military capability in national defence inventories the contractual relationship must be tightly integrated with national defence staff, and carefully managed". The fact that contractors are replacing elements of, and are increasing being integrated within military capability delivery, is the key issue within the chapter.</p> <p>2. Paragraph 0606 Application of Contractor Support to Operations. The first sentence is too limiting and does not reflect current and planned activity. It is suggested that the first sentence is replaced with: "Contractor support is available for the majority of combat support, combat service support and battle space enabling capabilities. Examples are:...".</p> <p>3. Para 0607 Types of Contracting. This paragraph misses the key point of contracting mechanisms as "variable cost vehicles". These are used by nations and alliances, (and accordingly require careful management) to ensure that: a. Short term effectiveness is maintained by appropriate formulas. For illustration, the current NATO BOA for ISAF for fuel is imbalanced towards the political convenience of 100% variable costs, but at the expense of operational effectiveness and risk commanders' confidence in the manoeuvre. B. Long-term efficiency is maintained through establishment of 'break even' points which national planners should consider the establishment of 'in-house' defence capability.</p> <p>4. Paragraph 0611 Identification of Potential Contractor Support. The last sentence should be reworded to reflect the principle that risk assessments should be comprehensive and integrated for all elements of the force commander's capability set. Accordingly, there should be no distinction between risk assessment for military force elements, or contractor force elements and that the risk assessment should be integrated/conducted at the same time.</p> <p>5. Paragraph 0614 Command & Control (C2). The reality is that contractor C2 'follows the money', which means the national budget staffs, not the deployed military commander or his support chief, unless they have received appropriate delegations. Hence first sentence is incomplete and should be revised to reflect this.</p> <p>6. Paragraph 0615 b Costs. It is suggested that 'demobilisation costs' are added to the sentence as this is a key cost which has caught out NATO</p>

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	previously. 7. Chapter 6 General, Misses the opportunity highlighted in related NATO doctrine to guide the use of contractor integrators (such as NAMSA (for NATO), KBR (for UK) & LOGCAP (for US)) to provide expert input on the feasibility of potential capabilities, risks etc early in the operational planning process.
Note: The reservations listed on this page include only those that were recorded at time of promulgation and may not be complete. Refer to the NATO Standardization Database for the complete list of existing reservations.	

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PREFACE

0001. Doctrine is a framework of principles, practices, and procedures, the clear understanding and acceptance of which is a prerequisite for operations to be conducted by joint Allied forces. It evolves as the political and strategic situation changes and in the light of new technology, experience and the outcome of operational analysis. North Atlantic Treaty Organization (NATO) policy and doctrine forms the fundamental principles by which NATO military forces guide their actions in support of objectives. It is authoritative, but requires judgment in application.
0002. Although NATO logistic doctrine is primarily intended for NATO forces, it could be applied to any operation within the framework of a multinational force. NATO doctrine could also be utilised, adapted as necessary, and agreed by participating nations, for operations led by a coalition of NATO and non-NATO nations, within the guidance provided by the Council. Interoperability between NATO nations is based upon NATO standardisation agreements, other policy documents and publications.
0003. The purpose of Allied Joint Publication (AJP)-4.9 *Allied Joint Doctrine for Modes of Multinational Logistic Support* is to provide guidance to those involved in support planning for operations and exercises. The successful planning, execution and support of military operations requires a clearly understood and widely accepted doctrine, and this is especially important when operations are to be conducted by Allied, multinational or coalition forces. AJP-4.9 is closely linked to Allied Joint Publication (AJP)-4 *Allied Joint Doctrine for Logistics* which is the keystone logistic publication. Allied Joint Publication (AJP)-01 *Allied Joint Doctrine* is the capstone doctrine document and provides the philosophy and principles for the planning, execution and support of Allied joint operations.
0004. AJP-4.9 is at the second level in the joint doctrine hierarchy and supports, in particular, the principles and policies contained in MC 319/2, NATO Principles and Policies for Logistics and the generic guidance contained in AJP-4 *Allied Joint Doctrine for Logistics*. The publication has drawn upon the experience gained from NATO's involvement in operations in the Balkans and Afghanistan and the planning for contingency operations and exercises involving the combined joint task force (CJTF) and NATO Response Force (NRF).
0005. AJP-4.9 follows a logical sequence which takes the reader from the overarching concept of multinational logistic support, through the various multinational structures that can deliver logistic support to a consideration of those logistic support areas that are best suited to multinational provision. It contains the following key elements:

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- a. Chapter 1 describes the Alliance's approach to multinational logistic support and provides general guidelines for various types of multinational logistic provision.
- b. Chapter 2 introduces the concept of logistic lead nation (LLN) and describes the roles and responsibilities of a LLN within a multinational operation.
- c. Chapter 3 introduces the concept of logistic role specialist nation (LRSN) and describes the roles and responsibilities of a LRSN within a multinational operation.
- d. Chapter 4 introduces the concept of multinational integrated logistic units (MILUs) and describes how they are established and what the roles and responsibilities of a MILU are within a multinational operation.
- e. Chapter 5 introduces the concept of multinational logistic units (MLUs) and describes how they are established and what the roles and responsibilities of a MLU/multinational medical units (MMUs) are, within a multinational operation.
- f. Chapter 6 covers the role of contractors providing logistic support to operations and the various planning factors that have to be considered when using this type of support.
- g. Chapter 7 covers the principal logistic areas of logistic support that are appropriate for multinational provision on operations.
- h. Annex A provides a template for a memorandum of understanding (MOU) used to establish and sustain a MILU.
- i. The list of reference documents covers multinational logistics-related Military Committee (MC) policy documents and Allied joint operations doctrine publications.
- j. The Lexicon contains those abbreviations and terms and definitions most commonly used in multinational logistics. It is not exhaustive and AAP-6 *NATO Glossary of Terms and Definitions* and AAP-15 *NATO Glossary of Abbreviations* should be used for authoritative guidance.

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0006. AJP-4.9 is a living document and will be amended regularly. Under the auspices of the Bilateral Strategic Command Logistic Coordination Board (Bi-SC LCB), the Bi-SC LCB Doctrine Committee (Bi-SC LCB DC), will review and update AJP-4.9 as deemed appropriate, therefore, change proposals are welcome at any time. They can be sent to the Allied Command Transformation (ACT) Co-chairman of the Bi-SC LCB DC¹.

¹ Proposals for change should be sent to: NATO, HQ SACT, Logistics Branch, 7857 Blandy Road, Suite 100, Norfolk, Virginia 23551-2490. Fax Number: +001 757 747 3715.

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CHAPTER 1

CONTEXT

Section I – Introduction

0101. **Background.** The shift to more expeditionary operations has significant implications for NATO logistics policy and posture. The deployment of forces to locations with little or no Host Nation Support (HNS), at much greater distances than previously necessary, operating along extended and perhaps very limited lines of communications (LOC), places an emphasis on deployable logistic capabilities that were less important for territorially-based defence. Traditionally nations were responsible for the logistics support of their deployed forces however, to optimise the operational logistic footprint and reduce the cost of sustaining the operation, NATO encourages multinational solutions in the delivery of logistic support. Multinational logistics has therefore been identified as a tool, which, depending on the specific situation, can enhance efficiency and contribute to the improvement of the flexibility of the force, the conservation of scarce local resources and the use of specific national expertise. The extensive use of multinational logistics will not only enhance efficiency but also NATO credibility. Although national logistic support structures will normally be deployed at the start of operations multinational logistic solutions should be pursued at the outset of the logistic planning process. Multinational logistics is not an aim in itself. During the force planning and the force generation process the applicability, necessity and benefits of multinational logistics must be considered.
0102. **Purpose.** The purpose of this document is to describe the key modes of multinational logistics: Logistic lead nation (LLN), logistic role specialist nation (LRSN), multinational integrated logistic/medical unit (MILU/MIMU), multinational logistic/medical unit (MLU/MMU), and the use of contractor support to operations (CSO), which are outlined in AJP-4 *Allied Joint Doctrine for Logistics*.
0103. **Application.** This publication is applicable to the full spectrum of NATO military operations and exercises including those conducted in cooperation with other actors in the framework of a comprehensive approach². It is also applicable for non-NATO nations participating in NATO-led operations, within the guidance provided by the Council.
0104. **Scope.** This publication deals primarily with the key modes of multinational logistics and does not specifically address the issue of framework nation³ because that

² PO(2011)0045-AS1, 7 Mar 2011

³ Framework nation is covered in AJP-3 *Allied Doctrine for Joint Operations*.

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concept has wider implications for organizational and command structures that are not directly pertinent to the delivery of logistic support.

Section II – Modes of Multinational Logistic Support.

0105. **Logistic Support Options.** The logistic support options available to a joint force commander (JFC) range from a totally integrated multinational logistic force to purely national support. In order to supplement purely national logistic support, ease the individual national burden and to achieve greater economy of scale there are range of multinational logistic support options that may be implemented
0106. **Types of Multinational Logistic Support.** There are four types of multinational logistics, listed below:
- a. Pre-planned mutual support including HNS, CSO, mutual support agreements (MSAs) and cooperation between national support elements (NSEs) that are arranged bi- or multilaterally by NATO and/or nations.
 - b. One nation, acting as an LLN or LRSN, formally undertakes to provide support or services to all or part of the multinational force. Nations may use their NSEs to carry out the role of LLN or LRSN⁴. The tasking authority will be the JFC but the support or services provided remains under national command.
 - c. One or more nations formally undertake to serve all or part of the multinational force under the operational control (OPCON) of the JFC. This includes MILUs and MIMUs.
 - d. One or more nations undertake to serve all or part of the multinational force by forming an MLU or MMU. The tasking authority will be the JFC but the support or services provided remains under national command.
0107. **Benefits, Limitations and Constraints.** Nations contributing to the force will consider whether multinational arrangements will provide benefit or whether they will conflict with their national interest. The benefits and constraints of multinational support must therefore be clearly understood:
- a. **Benefits:**
 - (1) **Resource Husbandry.** Sourcing support from other nations can reduce the strain on an individual nation's organic military support

⁴ MC 319/2 *NATO Principles and Policies for Logistics*, paragraph 41.

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system, particularly in terms of manpower and equipment. This allows greater potential to meet other commitments.

- (2) **Reduced Deployment Package.** Where deployment resources are at a premium, strategic lift space can be allocated to other assets, potentially advancing the force's readiness in theatre.
- (3) **Specific National Expertise.** Where a nation has a specific logistic capability or expertise which is not readily available in the existing force, provision of that capability or expertise can enhance operational success.
- (4) **Optimised Logistic Footprint.** The use of multinational logistics can optimise the overall deployment of logistic resources.
- (5) **Increased Interoperability.** Established interoperability is a prerequisite for effective multinational logistics which requires standardised practices, procedures, techniques and a common language. This will enhance the ability of Alliance forces and, when appropriate, forces of partner and other nations to train, exercise and operate effectively together in the execution of assigned missions and tasks.
- (6) **Reduced Costs.** The use of multinational logistics can reduce the overall cost and can therefore benefit all contributing nations.

b. Limitations and Constraints:

- (1) **Availability and Capability.** The provision of support services from a nation may not be of an acceptable standard or with sufficient guarantee of availability to meet the receiving nation's requirements. Lack of trust or the failure of a providing nation to meet required standards will reduce the benefits multinational solutions brings to the force and may increase operational risk. To mitigate these risks the JFC must liaise closely with the providing nation.
- (2) **National Constraints.** Adequate access to support by a receiving nation will depend on the priorities of the providing nation. Political pressure, legal constraints or the need to support own forces, may prevent access to key elements of support that had been previously agreed. Close liaison between the JFC, his/her logistic staff and contributing nations is essential, as will the capability to generate sufficient contingent capacity to replace any shortfall.

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Section III – Roles & Responsibilities.

0108. **Collective Responsibility.** NATO principles and policies for logistics set out in MC 319/2 *NATO Principles and Policies for Logistics* establish the principle of the collective responsibility of nations and NATO authorities for logistic support of NATO's multinational operations. The Logistics Committee (LC) (former Senior NATO Logisticians' Conference) provides further explanation in EAPC(SNLC)D(2007)0003-REV 1 *Clarification of the Principle of Collective Responsibility for Logistics* and defines collective responsibility for logistics as "The set of NATO's and nations' individual and largely complementary obligations to cooperatively organise and deliver the overall logistics support of NATO operations, taking into account one another's requirements and constraints". This collective responsibility encourages nations and NATO to cooperatively share the provision and use of logistic capabilities and resources. Standardisation, cooperation and multi-nationality in logistics are the basis for flexible and efficient use of logistic support thereby contributing to the operational success. The nature of this collective responsibility is set out in the following paragraphs.
0109. **Nations.** Each nation bears ultimate responsibility for ensuring the provision of logistic support for its forces allocated to NATO during peace, crisis and conflict. Nations will have specific requirements to ensure robust logistics support in accordance with their national legislation. National commanders are accountable to their national authorities for the support of national forces committed to a NATO-led operation, whether these requirements are met by national or multinational means. This accountability cannot be shared between NATO and nations, or between nations. This may be discharged in a number of ways, including agreements with other nations or with NATO. Circumstances may arise where a JFC may need to mediate and coordinate such agreements to ensure effective logistic support of the force. Nations retain control over their own resources, until such time as they are released to NATO by agreed mechanisms for the transfer of authority (TOA).
0110. **Joint Force Commander.** The JFC is responsible for establishing the logistic requirements needed to support and sustain the force. The JFC is also responsible for coordinating logistic planning and support within his/her area of responsibility. This will include, in close cooperation with nations, the implementation of an appropriate mix of the different methods of multinational logistic support. In non-Article 5 operations the same responsibilities should also be granted, within a NATO-led operation, to a non-NATO commander of a multinational force, at the appropriate level. Such a force commanders' responsibilities will also apply for non-NATO nations' troop contingents.

Section IV – Authority.

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0111. **Operational Control.** The JFC assumes OPCON over logistic units that are assigned to the JFC, such as MILUs, MIMUs and other specific logistic support units identified and provided by nations to JFC through the force generation process. The assets belonging to the national support chain, which include those units performing LLN and LRSN missions, normally remain under national command unless there is a specific disposition in the TOA message or special arrangements related to funding.
0112. **Redistribution.** JFCs at agreed levels have the authority to redistribute specified logistic resources committed by nations for the support of the forces under their command and situated within the JFC's operational boundary in accordance with pre-agreed terms and conditions. Redistribution is not a routine procedure but only a temporary expedient to overcome unanticipated deficiencies in support of an operational mission. Redistribution should not jeopardise the survivability of the providing force nor be used to solve stockpile shortages. Terms and conditions for the transfer of authority over logistic resources are set out in MC 319/2 and are subject to concurrence of the nation tasked to redistribute its logistic resources.
0113. **Common Funded Resources.** The JFC assumes control of common funded resources as directed and of multinational assets upon TOA.
0114. **Host-Nation Support.** The JFC has the authority to establish requirements for HNS⁵ to initiate and participate in bilateral and multilateral negotiations and, where appropriate, to conclude HNS arrangements on behalf of sending nations (SNs) subject to their prior concurrence. If needed, nations can establish their own HNS arrangements in addition to those arranged by the JFC. These arrangements should be coordinated with JFC. Specific arrangements will govern this process for forces of NATO nations outside the integrated military structure and for forces of non-NATO nations.
0115. **Access to Required Logistic Information.** MC 319/2 authorises a JFC to require reports on, and inspect in peace, crisis and conflict, the quantity of specified logistic assets designated to support the forces that will be under his/her command. For non-NATO nations this will include the certification of logistic units prior to their deployment and inspection of specified logistic assets as required. Medical assets may only be inspected in theatre.

Section V – Cooperation and Coordination.

0116. **Strategic Concept.** NATO's strategic concept requires a high degree of cooperation, owing to the number of multinational formations that exist or are emerging, and the degree of multinational integration necessary at lower levels of command. Cooperation among nations and NATO authorities is essential and

⁵ HNS is covered in detail in AJP-4.5 *Allied Joint Doctrine for Host Nation Support*.

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should be considered the most efficient means to meet logistic resource requirements. The same holds true for non-Article 5 operations, with cooperation extended to non-NATO nations, on a case by case basis, within the guidance provided by the Council and other actors in the framework of a comprehensive approach. Specific arrangements under the auspices of the JFC govern this process subject to concurrence of NATO nations.

0117. **Logistic Cooperation.** Logistic cooperation between the civilian and the military sectors and within and between nations must make the best use of limited resources. Duplication of common logistic functions must be minimised. Equitable cooperative arrangements and mutual assistance among nations in the provision and the use of logistic resources should ease the individual burden. Adoption of the most appropriate mode of multinational logistics, or combination of modes, must be considered if a cooperative approach is to be successful in providing beneficial and cost effective logistic support for multinational forces.
0118. **Coordination of Logistic Support.** The coordination of logistic support between NATO and national authorities is essential and must be carried out at all appropriate levels. When the need arises, there must also be coordination with non-NATO nations, on a case by case basis, within the guidance provided by the Council and other actors in the framework of a comprehensive approach. In order to coordinate national and multinational logistics and to execute their logistic authority and responsibilities, JFCs must have appropriate logistic command and control capabilities within their staffs.
0119. **Joint Logistic Support Group.** The joint logistic support group⁶ provides JFCs with the means to execute their logistic coordination responsibilities within the Joint Operations Area (JOA). The role and composition of the JLSG in any operation is therefore critical to the success of logistic coordination in a multinational formation. At component level organizations such as multinational logistic centres (MNLCS) can be established if required. Duplication of work between the JLSG and MNLCS should be avoided.

⁶ The JLSG will be covered in detail in the next version of AJP-4.6. *Allied Joint Doctrine for the Joint Logistic Support Group (draft title)*.

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CHAPTER 2

LOGISTIC LEAD NATION

0201. **Introduction.** A nation may accept responsibility for procuring and providing a broad spectrum of logistic support for all or part of a formation and/or headquarters. Any nation assuming such logistic responsibilities will be referred to as the logistic lead nation (LLN) for those responsibilities. This may also form part of the C2 arrangements for a multinational formation.
0202. **Definition.** One nation assumes overall responsibility for organizing and coordinating 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. This LLN can also provide capabilities as logistic role specialist nation (LRSN)⁷ at the same time⁸. This responsibility may also include procurement of goods and services. Compensation and/or reimbursement will then be subject to agreements between the parties involved. In most cases a LLN will take responsibility for a full logistic function e.g. transport, Class I, medical support⁹.
0203. **Concept.** At the operational level the LLN is normally responsible to the JFC for coordinating the related logistic functions of the other participating nations within the functional and regional area of responsibility assigned to it for those tasks for which it has been designated as LLN. However, there might be circumstances where the distribution of forces necessitates the creation of subordinate multinational commands supported by different LRSN. In such cases the LLN will be responsible to the appropriate multinational command. The LLN concept is based upon a set of bi-lateral or multilateral arrangements in which the LLN takes most of the burden: finances, contracts, property issues and even legal liability. These must include command and control (C2) arrangements and detailed procedures covering the issues of compensation or reimbursement for goods and services provided. Typically the LLN will provide the C2 element and a significant part of the structure and the coordinating function but can rely on other nations to provide assets as necessary to complete the organization and deliver the required service. SHAPE should have tactical control (TACON) of LLN functions.
0204. **Roles and Responsibilities.** The roles and responsibilities of a LLN in a NATO-led operation will change as the operation develops. The LLN's principal responsibilities are set out below:

⁷ LRSN is covered in Chapter 3.

⁸ MC 319/2 *NATO Principles and Policies for Logistics*.

⁹ Belgium (BEL) and Germany (DEU) do not consider Medical Support to be a logistic function..

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a. **Preparation and Planning Phase:**

- (1) Negotiating with SHAPE, the JFC and SNs to determine the precise span of responsibilities to be assumed.
- (2) Reviewing the statement of requirements (SOR) and proposing amendments as appropriate. The SOR must only identify the capability required; it is the task of the LLN to specify the organization and resources needed to deliver that capability.
- (3) Conducting, in conjunction with SHAPE, an 'asset generation' process to establish the organization required for providing the service and coordinating the resourcing of the organization through appropriate arrangements on a bi-lateral or multilateral basis.
- (4) Preparing technical arrangements (TAs) and standard operating procedures (SOPs) as required. This includes C2, internal support and finance.
- (5) Contributing to the development of those elements of the operation plan (OPLAN) and support plan (SUPPLAN) related to the functions for which it has been designated as LLN.
- (6) Identifying, developing and consolidating all related infrastructure and contract requirements.

b. **Operations Phase.** On arrival in the joint operations area (JOA) the LLN, on behalf of the JFC, coordinates and de-conflicts the logistic effort of nations for those functions for which it has been allocated LLN responsibility. This may be conducted either from its NSE or by using the appropriate logistic staff. LLN activities should be closely coordinated with the JLSG or with J4, if a JLSG is not deployed. In accordance with instructions issued by the JFC the LLN will submit reports on its logistic support and coordination activity. It is also responsible for liaison as necessary with the NSEs of SNs. The LLN will be responsible for:

- (1) The manning and direction of any specialist functional cells related to the tasks for which it has been allocated responsibility within the Joint Force HQ J4 staff or JLSG if established.
- (2) It is likely to be the major provider of specialist assets and is responsible for arranging the provision of all necessary equipment and resources needed to support the task involved. It will also be

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responsible for managing and maintaining, or organizing the management of, all infrastructure and facilities associated with the task(s) for which it has been given responsibility.

- c. **Handover of Responsibility.** When a new nation or organisation assumes LLN responsibility from an existing service provider it may choose to accede, in every respect, to the arrangements already in place. If not, then new arrangements will have to be negotiated.
0205. **Funding.** A LLN will be responsible for providing advance funding to support the activities for which it is responsible. It will also negotiate and award contracts as necessary and carry out all relevant budget management activity including reimbursement or compensation. Common funding may be available to support LLN activity and should be agreed between the LLN and SHAPE. Where common funding is either not available, or not appropriate, the LLN will be responsible for negotiating with supported nations. Detailed financial arrangements will be agreed between the LLN and supported nations. However, as a general rule, supported nations will be charged on the same basis as the units of the providing nation.
0206. **Legal.** The legal basis for any arrangement between a LLN and a supported nation or a JFC will be established at the same time as the financial and logistic support arrangements are negotiated with the designated LLN. Arrangements must be established for nations rotating into the JOA to become supported nations if they so choose and in agreement with the LLN. This may be through the development of a separate TA with the LLN or by the extension of an existing multilateral TA.
0207. **Duration.** When a nation assumes the task of LLN the agreed duration of the task is to be set either through a formal memorandum of understanding (MOU), or similar agreement. This must be agreed between the LLN and ACO or the designated JFC or as part of the force generation process. The formal agreement establishing a LLN must also include clear provisions on the manner in which the nation concerned may terminate its role. In order to ensure the long-term sustainability of an operation SHAPE or the designated JFC must prepare plans to ensure that the LLN responsibility for agreed logistic support can be transferred to another nation or organization during the course of the operation. If another nation cannot be found to assume the LLN role plans should be prepared to enable logistic support to be conducted by individual SN.
0208. **C2 Relationship.** The JFC retains appropriate authority over those logistic functions and activities for which he/she is responsible; the overall delivery of logistic support and sustainment of the force he/she commands. The JFC will delegate parts of this authority to the LLN as appropriate and as agreed in the MOU or similar agreement. The LLN is responsible for tasking any units assigned to the function which the LLN has accepted but nations retain national C2 of units and assets provided to support the LLN.

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0209. **Level of Support.** The level of service provided should be no less than that which the LLN would expect to provide to its own forces and may be in accordance with existing NATO standardization agreements (STANAGs). The level of service that is required must be established in the logistic Annex to the OPLAN or SUPLAN or TA. The quality standards to be met should be based upon the conditions laid down in the relevant STANAGs such as STANAG 2034 *NATO Standard Procedures for Mutual Logistic Assistance* or the specific STANAGs pertaining to the particular commodities and services being provided.

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CHAPTER 3

LOGISTIC ROLE SPECIALIST NATION

0301. **Introduction.** A nation may have particular logistic strengths and capabilities that enable it to offer to provide a service or supply a particular commodity for the whole or part of a force. Under the provisions of MC 319/2 *NATO Principles and Policies for Logistics* a single nation may procure resources and provide specified support to the entire force, or a portion of the force, with supported nations compensating the LRSN for the support provided. Using the role of contracting as an example the LRSN function can range in scope from awarding a basic ordering agreement (BOA) for the provision of a logistic function during the course of an entire operation to the arrangement of a single one-time contract.
0302. **Definition.** One nation assumes the responsibility for providing or procuring a specific logistic capability and/or service for all or part of the multinational force within a defined geographical area for a defined period. Compensation and/or reimbursement will then be subject to agreement between the parties involved. In most cases a LRSN will take responsibility for a specific part of a logistic function e.g. Class I limited to combat rations or bottled water, Class III limited to quality control or diesel.
0303. **Concept.** A LRSN is responsible to the JFC for providing a specific logistic capability or commodity within a logistic function to all or part of the force. The LRSN will provide the organization and assets required to deliver that service or commodity. Units carrying out LRSN functions, while formally belonging to their national logistic organization, should be considered as part of the multinational formation and as such should be at least under Tactical Control (TACON) of the JFC who is also the tasking authority. When deployed outside its national area, the security and support of LRSN units and facilities is to be provided by the JFC. The support provided by a LRSN is coordinated by the JFC and financial arrangements for reimbursement and/or compensation will be developed through the appropriate MSA or STANAGs. The working relationship between supported nations and the LRSN is that of customers to provider and can be based either on formal arrangements or on cross-servicing agreements such as STANAG 2034 *NATO Standard Procedures for Mutual Logistic Assistance*. National laws concerning the transfer of military resources and services must be considered before a nation is designated as a LRSN, or volunteers for that role.
0304. **Roles and Responsibilities.** SNs receiving, or seeking to receive, support from a LRSN should provide a forecast of their requirements covering a six month period. The requirements should be reviewed and updated every six months. The principle responsibilities of a LRSN are set out below:

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a. **Preparation and Planning Phase:**

- (1) In close cooperation with the JFC establishing the exact capability to be provided. This will usually be set out in a statement of requirements (SOR) in terms of capability rather than organizational requirements.
- (2) Reviewing the SOR and deciding on the organization and resources needed to deliver the capability.
- (3) Contributing to the development of those elements of the OPLAN and SUPPLAN related to the functions for which it has been designated as LRSN.
- (4) Writing SOPs as required to enable the supported nations/formations to receive the service or commodity provided by the LRSN.
- (5) Establishing the infrastructure requirements and participating in the design of facilities as necessary.
- (6) Developing the procedures and methods for recovering costs from supported nations.

b. **Operations Phase.** On arrival in the JOA the LRSN, on behalf of the JFC, coordinates and provides for customers' requirements, reporting on its coordinating activity as required to the JFC and providing liaison as necessary with NSEs. The LRSN is responsible for:

- (1) Manning and directing any specialist functional cells in the Force HQ J4 staff or JLSG if deployed, related to the task for which it has been allocated responsibility.
- (2) Ensuring the provision of all necessary resources needed to support the task involved.

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- (3) Managing and maintaining all infrastructure and facilities associated with the task(s) for which it has been given responsibility.
 - (4) Negotiating and awarding contracts as appropriate to deliver the service or commodity required.
 - (5) Coordinating all budget and resource accounting activity associated with the delivery of the function for which it is responsible.
- c. **Handover of Responsibility.** When a new nation or organization assumes LRSN responsibility from an existing service provider it may choose to accede, in every respect, to the arrangements already in place. If not, then new arrangements will have to be negotiated.
0305. **Funding.** A LRSN will provide initial funding to establish the service required and will also negotiate and award contracts as necessary and carry out all relevant budget management activity including reimbursement or compensation. If some part of funding is to be shared between nations it is the LRSN's responsibility to negotiate this with the receiving nations, although reimbursement should normally be based on STANAG 2034. Detailed financial arrangements for reimbursement/compensation will be agreed between the LRSN and supported nations but as a general rule supported nations will be charged on the same basis for services or commodities as units of the LRSN. Common funding may be available to support LRSN activity and should be agreed between the LRSN and SHAPE which will include the agreed amount within its annual budget where appropriate. Where common funding is either not available or not appropriate, the LRSN will be responsible for negotiating with supported nations.
0306. **Legal.** The legal basis for any arrangement between a LRSN and a supported nation or a NATO commander will be established at the same time as the financial and logistic support arrangements are negotiated with the designated LRSN. Arrangements must be established for nations rotating into the JOA to become supported nations if they so choose. This may be through the development of a separate TA with the LRSN or by the extension of an existing multilateral TA.
0307. **Duration.** When a nation assumes the task of LRSN the agreed duration of the task is to be set either through a formal MOU, or similar agreement. This must be agreed between the LRSN and SHAPE or the designated JFC or as part of the force generation process. The formal agreement establishing a LRSN must include clear provisions on the manner in which the nation concerned may terminate its role. In order to ensure the long-term sustainability of an operation, SHAPE or the designated JFC must prepare plans to ensure that the LRSN responsibility for agreed logistic support can be transferred to another nation or organization during the course of the operation. If another nation or organization cannot be found to

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assume the LRSN role, plans should be prepared to enable logistic support to be conducted by individual SN.

0308. **Command and Control.** The JFC retains appropriate authority over those logistic functions and activities for which he is responsible; the overall delivery of logistic support and sustainment of the force he/she commands. The JFC will delegate parts of this authority to the LRSN as appropriate and as agreed in the MOU or similar agreement. Where a nation has accepted LRSN responsibilities the units delivering the service or commodity concerned should be placed under TACON of the JFC. Operational tasking of LRSN assets to deliver the level of support set out in the SUPPLAN remains a LRSN responsibility.
0309. **Level of Support.** The level of service provided should be no less than that which the LRSN would expect to provide to its own forces and may be in accordance with existing STANAGs. The level of service that is required must be established in the logistics Annex to the OPLAN or SUPPLAN or TA. The quality standards to be met should be based upon the conditions laid down in the relevant STANAGs such as STANAG 2034 or the specific STANAGs pertaining to the particular commodity or service being provided.

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CHAPTER 4

MULTINATIONAL INTEGRATED LOGISTIC UNIT

0401. **Introduction.** Logistic support to NATO forces must be as effective and efficient as possible. Therefore, nations must provide JFCs with the logistic command and control (C2) authority, visibility and capabilities required to execute their responsibilities throughout all phases of an operation. It includes the coordination, prioritisation and de-confliction of logistics and OPCON over MILUs and MIMUs. The purpose of this chapter is to set out NATO doctrine for the establishment and operation of MILUs. MIMUs are covered in AJP-4.10 *Allied Joint Doctrine for Medical Support*.
0402. **Integrated Logistics.** Integrated logistics refers to a process designed to synchronise the conduct of sustainment and logistic support to operations through the optimisation of all logistics capabilities available to the JFC. Integrated Logistics aims to generate, support and maximise the mission effectiveness of the joint force enabling operational reach, optimising the national logistic footprint, facilitating the scheme of manoeuvre and maintaining desired levels of combat power.
0403. **Definition.** A MILU is formed when two or more Nations agree, under OPCON of a force commander at joint force or component level, to provide logistic support to a multinational force.
0404. **Concept.** MILUs are designed to provide specific logistic support where national forces cannot be provided, or could be better utilised to support the commander's overall logistic support plan. They are an important mechanism or enabler by which some countries may contribute more effectively to the overall operational effort. The MILU concept is particularly important as a force regeneration tool, particularly in low intensity operations or operations with a prolonged duration where logistic force contributions would be difficult to generate without cooperation. Most commonly, and for practical reasons, the minimum size of a MILU should be at company level. However, specialist units such as fire fighting units and explosive ordnance disposal teams may well be smaller. This support option might be particularly attractive when a single nation 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. MILUs should be utilised to reduce the logistic footprint and, where possible, capitalise on economies of scale. One nation should be responsible for setting up the unit by providing the C2 structure, communication and information systems (CIS) and combat service support (CSS) framework. Specific C2 and operational

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arrangements are subject to negotiation between the nations involved. The MILU commander needs to have clear authority, normally OPCON, over MILU sub-units. A generic memorandum of understanding (MOU) template is at Annex A.

0405. **Planning and Organisation.** The planning and provision of services and support will not differ substantially from those that the MILU force components have been trained to provide to their own national forces although the C2 function required within a MILU will be more complicated than the requirements applicable to a national force. The organisation and structure of MILUs must therefore consider the requirements for additional liaison officers and more diverse communication equipment, depending on the service provided and customer diversity.
0406. **Funding.** The funding of national contributions to a MILU is the responsibility of contributing nations in accordance with established NATO procedures. It normally falls under the provision of 'shared multinational costs'. Multinational cost sharing for operations and maintenance and investment arrangements between nations forming a MILU are to be negotiated between the nations concerned, reimbursement of goods and services is normally based on NATO standardization agreement (STANAG) 2034 *NATO Standard Procedures for Mutual Logistic Assistance*. Common funding eligibility to support MILU activity will only be provided in accordance with the guidelines described in AJP-4 *Allied Joint Doctrine for Logistics*, Chapter 4, Section IX (Budgets & Finance).
0407. **Legal.** Support arrangements are mutually agreed upon statements of principles and procedures that are applicable to the specific logistic support of an operation or exercise. Documents must conform to recognized NATO procedures and practices and generally should not contradict the domestic law of the involved nations. There are also international legal considerations for some nations and therefore the appropriate legal advice is critical during all phases of logistic support negotiations. Status of Forces Agreements (SOFAs) govern relationships involving the presence and activities of forces in an overseas territory. The NATO and Partnership for Peace (PfP) SOFAs and supplementary arrangements resolve many issues pertinent to logistic support in an overseas territory. Nations which do not have an existing SOFA in effect may require a supplementary agreement which recognises an existing SOFA or the creation of a mission specific SOFA as a foundation document. The hierarchy of agreements and arrangements provided in this publication; SOFA, MOU, TA and SOR is most commonly used although other structures may be used as necessary and appropriate.
0408. **Duration.** The duration of the MILU should be agreed to in the force generation process. The agreement should be formalised in a MOU between the nations concerned and ACO. It must be recognised that some MILUs will be required for specific tasks with a predicted likely duration such as port opening forces and

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others such as infrastructure engineering units will be needed for an indefinite period of time.

0409. **Command and Control.** The MILU commander will be OPCON to the JFC allowing the MILU to operate at either the joint force or component command level for providing logistic support. When assigned to the JLSG the MILU will receive tasking from the JLSG commander. If assigned to a component command the MILU will receive tasking from the MNLC or other component organization designated by the component commander. In order to fulfil the unit commander's mission the MILU commander is to have OPCON over subordinate units.
0410. **Level of Support.** The level of service provided should be no less than that which nations forming a MILU would expect to provide to their own forces and may be in accordance with existing STANAGs. The level of service that is required must be established in the logistics Annex to the OPLAN, SUPPLAN or TA. The quality standards to be met should be based upon the conditions laid down in the relevant STANAGs such as 2034 or the specific STANAGs pertaining to the particular support being provided.

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CHAPTER 5

MULTINATIONAL LOGISTIC UNIT

0501. **Introduction.** The evolving nature of NATO operational deployments and the need to make the best use of limited national logistic resources, together with the increased participation of partner nations in NATO operations, has led to the development of the concept of MLU. To take advantage of economies of scale, support may be provided by MLUs and/or MMUs. This is an attractive support option when a single nation is capable of providing the nucleus of the unit and/or the command structure, which is augmented by other nations to provide common support. The purpose of this chapter is to set out NATO doctrine for the establishment and operation of MLUs. MMUs are covered in Allied Joint Publication (AJP)-4.10 *Allied Joint Doctrine for Medical Support*.

0502. **Definition.** A MLU is formed when two or more nations agree, at joint force or tactical level, to provide logistic support to a multinational force.

The main differences between a Multinational Integrated Logistic Unit (MILU), described in Chapter 4, and a MLU are:

- a. **Command and Control.** A MLU normally remains under national command and control (C2) as opposed to a MILU which is OPCON to the JFC.
- b. **Level of Operation.** A MLU may be formed at the tactical or operational level as opposed to a MILU which is only formed at component or operational level.

0503. **Concept.** MLUs can fulfil the need of a flexible mode of multinational logistic support. This support option might be particularly attractive when a single nation is capable of providing the nucleus of the unit and/or the command structure around which the whole unit can be formed by augmentations and/or complementary units from other nations. MLUs should be utilised to reduce the logistic footprint and, where possible, capitalise on economies of scale. One nation should be in charge for setting up the unit by providing the C2 structure, CIS and CSS framework. Specific C2 and operational arrangements will be negotiated between participating nations. The MLU commander should have clear authority over sub-units, normally OPCON. MLUs are designed to provide specific logistic support where national forces cannot be provided, or could be better utilised to support the commander's overall logistic support plan. They are an important mechanism or enabler by which some countries may contribute more effectively to the overall operational effort. The MLU concept is particularly important as a force regeneration tool; particularly in low intensity operations or operations with a prolonged duration where logistic force contributions would be difficult to generate without cooperation. Most

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commonly, and for practical reasons, the minimum size of a MLU should be at company level. However, specialist units such as firefighting units and explosive ordnance disposal teams may well be smaller.

0504. **Roles and Responsibilities.** The planning and provision of services and support will not differ substantially from those that the MLU force components have been trained to provide to their own national forces. The C2 function required within a MLU will be more complicated than the requirements applicable to a national force. Therefore the organization and structure of MLUs is likely to include requirements for additional liaison officers and more diverse communication equipment, depending on the service provided and customer diversity.
0505. **Funding.** Funding of national contributions to a MLU is the responsibility of the contributing nations in accordance with established NATO procedures, normally 'shared costs'. Cost sharing for operations and maintenance and investment arrangements between nations forming a MLU are to be negotiated between the nations concerned. Reimbursement of goods and services is normally based on STANAG 2034 *NATO Standard Procedures for Mutual Logistic Assistance*. Common funding to support MLU activity should be agreed with the appropriate strategic command (SC) which will include the agreed amount within annual budgets where appropriate.
0506. **Legal.** Support arrangements are mutually agreed upon statements of principles and procedures that are applicable to the specific logistic support of an operation or exercise. Documents must conform to recognized NATO procedures and practices and generally should not contradict the domestic law of the nations involved. As there are also international legal considerations for some nations, legal advice is critical during all phases of logistic support negotiations. As is the custom in modern international relations, SOFAs govern the relationship concerning the presence and activities of a force in a foreign territory. NATO and PfP SOFAs and supplementary arrangements resolve many issues pertinent to logistic support in a foreign territory. Nations which do not have an existing SOFA with the country involved may require a supplemental agreement which recognizes an existing SOFA or the creation of a mission specific SOFA as a foundational document. The hierarchy of agreements and arrangements provided in this publication; SOFA, MOU, TA and SOR will normally be used, other structures may be used as necessary and appropriate.
0507. **Duration.** The duration of the MLU should be agreed in the force generation process. The agreement should be formalised in a MOU between the nations concerned and SHAPE. It must be recognised that some MLUs will be required for specific tasks with a predicted likely duration, such as port opening forces, and others such as infrastructure engineering units will be needed for an indefinite period of time.

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0508. **Command and Control Relationships.** C2 arrangements will be developed for each operation in coordination with nations participating in the MLU. The ability of commanders and logistic staff officers to adapt MLU arrangements for specific operations will be the key to success. Normally, nations participating in the MLU retain OPCON over their force elements except where pre-agreed arrangements are in place. When operating at the joint force or component command level, the JFC retains appropriate authority over the MLU for those logistic functions and activities for which he/she is responsible. When assigned to a CJTF the MLU will receive tasking from the JLSG commander or other joint force organization designated by the JFC. If assigned to a component command the MLU will receive tasking from the MNLC or other component organization designated by the component commander. In order to fulfil the mission as a unit commander, the MLU commander is to have OPCON over his/her subordinate units.
0509. **Quality and Level of Support.** In general terms, the level of service provided by a MLU should be no less than that which the nations contributing assets to the MLU would expect to provide to their own forces and are likely to be in accordance with existing STANAGs. This should be established in the logistics annex to the OPLAN, SUPPLAN or subject to separate TAs. The quality standards to be met should be as laid down in the relevant STANAGs such as STANAG 2034 or the specific STANAGs pertaining to the type of support being provided.

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CHAPTER 6

CONTRACTOR SUPPORT TO OPERATIONS

Section I – Principles

0601. **Introduction.** In addition to conventional military means, a range of providers increasingly undertake the provision of logistic support to operations. In some cases this has resulted in certain logistic capabilities being assumed by reserve forces, to which readiness constraints apply, in other cases in-place military resources are inadequate to support the specific needs of the formations they support. In order to meet this potential logistic capability shortfall CSO and HNS must be considered. HNS is addressed more fully in AJP-4.5 *Allied Joint Doctrine for Host Nation Support*
0602. **Contracting.** Contracting has become increasingly important to the support of all NATO operations. Contractors are now involved in a progressively wider range of roles and functions as nations downsize their military, outsource functions and bring into service highly technical weapon and equipment systems. In addition deployed forces now face many tasks for which they are not equipped such as assisting with rebuilding war damaged national infrastructure. Contracting is a significant tool that may be employed to gain access to additional resources and services. However it should not be used to replace military capability. It may also be employed to augment or complement military support capability through ad hoc or permanent contracts. In the latter sense contracting is not only a logistic function, but also a logistic course of action. Properly prepared and funded CSO offers a useful force-multiplier tool with the potential to enhance logistic support to operations, release scarce military logistics resources for higher priority tasks elsewhere, overcome known logistic shortfalls, and provide long-term endurance. Contractors are well suited to long term support commitments, and can contribute to reducing the costs associated with normal military logistic support and the employment of logistic units. The need to minimise the physical risk to contractor personnel means that the use of CSO is best suited to supporting established operations rather than the initial entry stage. This however should not be taken as a firm principle as certain activities cannot be undertaken without contractor support and therefore the feasibility of using contractor resources to support any operation should always be considered.
0603. **Concept.** NATO's concept is that CSO should enable competent commercial entities to provide a portion of deployed support, so that such support is assured for the commander and optimises the most efficient and effective use of resources. CSO provides an additional option for meeting operational support requirements.

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0604. **Requirement.** Contractors employed on deployed operations become an integral part of the overall deployed logistic support capability. Contractors are employed to augment military capability not to replace it since this could result in unacceptable military risk. The use of contractors should not prevent consideration of using HNS or multinational arrangements between SNs. NATO, in consultation with nations, should identify support requirements that could be met by civilian contractors, put into place contractual arrangements and share the provision and use of contractor capabilities and resources through prior agreed arrangements in order to support the force effectively and efficiently.
0605. **Planned and Ad Hoc Contractor Support.** Planned contractor support to operations involves a deliberate approach to determining which support requirements of an operation can be met effectively and efficiently by contracting with a commercial provider. Ad hoc contracting by contrast can either be a response to unforeseen requirements that arise during the course of an operation or the outsourcing of NATO requirements to contractors for capabilities not met through force generation. 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.
0606. **Application of Contractor Support to Operations.** Contractor support is applicable to a limited number of combat support functions and a wide range of CSS functions, which may include:
- a. **Technical Services.** These are performed by qualified experts to support technical systems or processes. These could include contractor logistic support (CLS), set up and maintenance of weapons systems, operation and maintenance of communications, health care, technical CIS services and automatic data processing (ADP) support, in-theatre technical training, and expert advice, such as that provided by national functional experts and technical staff of NATO agencies.
 - b. **Support Services.** These provide deployment and sustainment support such as strategic transport, strategic aeromedevac, air-to-air refuelling, operation of sea/air ports of disembarkation, air traffic control, fire fighting, base camp construction and maintenance, fuel storage and distribution, infrastructure engineering, certain aspects of support to health services, ground transportation, maintenance and repair, recovery, environmental services (sanitation, refuse, salvage), provision of food and water, and local labour.
0607. **Types of Contracting.** Contracting may take a number of forms, the most common of which are:

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- a. **Technical Support Contract.** This provides for industry specialists to accompany the force for the purpose of providing technical advice or support.
- b. **System Support Contract.** This provides CLS as part of a contract to deliver, implement, and maintain weapons systems and equipment for part or all of their life cycle.
- c. **Lease Contract.** This provides a capability for the exclusive use of the customer, for predefined purposes, typically at fixed cost arrangements often with an option to buy.
- d. **Partnering Arrangement with a Prime Contractor.** This is normally negotiated on a long-term basis. The prime contractor will subcontract individual elements of support as required.
- e. **Dormant Contract.** This requires a contractor to deliver specified goods and/or services, but its execution is postponed until the specified goods and/or services are actually required.
- f. **Assured Access Contract.** This legally binds a contractor to provide a required capability to NATO as a priority when needed.
- g. **Preferred Use Contract.** This declares, by letter of intent, the willingness of a contractor to provide a required capability after tender when needed.
- h. **Ready Invitations for Bid.** These are prepared and kept current but are only issued to potential contractors if and when the requirement occurs.
- i. **Basic Ordering Agreement.** These are used by NATO agencies to provide a 'call-off' capability in which multiple users can draw on a single contractual arrangement with a particular supplier.
- j. **Spot Market Acquisition.** This involves contracts for goods and services which are readily available on the market and do not require arrangements to be put in place in advance.

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Section II – Planning

0608. **Introduction.** The use of CSO should be considered from the outset of the operations planning process for a specific mission and included in the periodic mission OPLAN review process. This ensures that requirements for contractor support are identified early and that the contribution of CSO can be fully optimised. Both planned and ad hoc contracting can release military manpower for other tasks, however, the planned approach has the greater potential to make the best use of both military and civilian support capabilities. A planned approach permits the identification of where and when the use of contractors is desirable and facilitates the early integration of contractor capabilities into the operation. The planned approach can also lead to the early identification of multinational solutions that can result in greater cost savings than using an ad hoc approach. Nations must inform the JFC of their plans for deploying contractors and it remains a national responsibility to ensure that all their contractor planning considerations are covered in the NATO plans or in their own national plans. The deployment of contractors, whether using their own resources or not, must be included in the overall NATO deployment plan.
0609. **Contractor/Contractor Integrator Involvement in the Operations Planning Process.** Where contractors have already been selected in advance of an operation to provide support they should contribute to the operations planning process to ensure that their capabilities are properly integrated into the relevant annexes of the OPLAN. Alternatively a contractor integrator¹⁰ could be utilised to advise on and scope courses of action for contracted solutions during the operations planning process. Contract integration applies at the strategic, operational and tactical levels and the contractor integrator should be involved across all three levels of planning. A contractor integrator may also assist the theatre head of contracts in the joint logistics support group in providing management oversight and improving visibility of NATO commercial logistic support solutions in theatre. .
0610. **Planning Considerations, Risk Assessment and Risk Management Plan.** During the operations planning process there are a number of considerations that influence decisions on whether to employ contractor support. Planning and preparation is necessary to ensure that requirements for contractor support are identified early and that their contributions to operations are fully optimised. Contractor support may involve risks to reliability, quality, operational effectiveness and security, and escalating cost, and these must be actively managed. The planning must therefore include a risk assessment that leads to development of a JFC risk management plan to mitigate the impact of a contract failing to deliver the

¹⁰ In this context a contractor integrator is a profit or non-profit agency or organization employed by NATO and/or nations to plan and coordinate integrated contractor support operations within a defined scope/project.

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contracted support. Additionally, the use of contractor support may have an impact on interoperability, C2 arrangements, and the legal status of the force.

0611. **Identification of Potential Contractor Support.** The operations planning process determines the force structure and the capabilities required to accomplish a particular mission. Particular areas where contractor support could be employed, and the roles and functions that contractors might perform, must be identified early in the operations planning process. The identification of the requirement for contractor support should be incorporated either into the combined joint statement of requirement (CJSOR), to be satisfied by a national contribution, or into the theatre capability statement of requirements (TCSOR), when relevant to a theatre level enabling capability and where eligible for common funding. A risk assessment should be conducted periodically to determine the appropriate source of a capability, whether from military or civilian sources, including from contractors.
0612. **Responsibilities.** Nations and NATO should cooperatively identify support requirements that could be met by civilian contractors; put into place contractual arrangements; and share the provision and use of contractor capabilities and resources, through prior agreed arrangements, to support the force effectively and efficiently. Nations have the ultimate responsibility for ensuring, individually or by contractual or cooperative arrangements, the provision of support to their forces assigned to NATO during operations. Nations retain control over their own resources, until such time as they are released to NATO by agreed mechanisms for the transfer of authority (TOA). The NATO commander assumes control of commonly provided resources as directed and is responsible for establishing the support requirements for all phases of an operation, coordinating support planning, and coordinating the provision of support within his/her area of responsibility. This applies equally to contractor support requirements.
0613. **Preparation, Protection and Sustainment.** The NATO commander establishes the requirement for the training, deployment, force protection, protective clothing and health and safety of all contractor personnel and civilians accompanying the force. NATO is responsible for ensuring this requirement is met for all civilians serving on a personal services contract (e.g. NATO civilians). The appropriate contractor is responsible for ensuring this requirement is met for all civilians serving on a commercial services contract. Contractors may be self-sufficient but they are non-combatants and the NATO commander will therefore have to consider the need to provide security for them and identify the requirement for equipping and training them for defence against chemical, biological, radiological and nuclear threats. In areas where local medical care is not available, the force may need to provide medical support as well. The benefits of using contractors must therefore be considered carefully against the resources required to ensure their health and safety.

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0614. **Command and Control.** If CSO is funded by NATO for its own support, the NATO commander has full control over the activities of the contractors in accordance with applicable regulations and the terms and conditions laid down in the contract. If contractor support is funded by SN and the contracted support is for national or multinational purposes only, the NATO commander only has authority over the contracted support in accordance with the terms set out in the contract or via other arrangements agreed between the NATO commander and the nations. If nations provide CSO as part of a service to the JFC against a CJSOR or TCSOR, the JFC should have the same control over the contracted support as he/she would over military forces. The exercise of this control would be governed by arrangements between the NATO commander and the nations. Further division of roles and responsibilities are outlined in the *Bi-Strategic Commands Procurement Directive, Number 60-70*.

Section III – FUNDING FOR CONTRACTOR SUPPORT

0615. **Costs.** There are three groups of costs associated with the use of contractor support which are met from a number of sources; NATO common funding, multinational funding, including joint and trust funding and national funding. These groups are shown below:

- a. set-up and management costs for NATO and the nations.
- b. costs associated with the employment of contractors, such as training and deployment.
- c. payment for contractors' services.

0616. **NATO Common Funding.** Common funding should be used when there are valid operational and cost-effective reasons for doing so. However it is not appropriate to use common funded outsourcing to offset shortfalls in the CJSOR when nations fail to provide the required means. NATO common funds from both the military budget and the NATO Security Investment Programme (NSIP) may be used for contractor support to a deployed NATO HQ and other NATO elements. In addition it may also be used for contractors engaged by NATO or by nations to deliver selected theatre level enabling capabilities where the appropriate eligibility criteria for common funding are met. A long-term requirement for contractor support for a deployed NATO HQ should be identified in a capability package (CP) and, once approved, funded through the NSIP. An operational requirement for contractor support should be identified as early in the planning process as possible, and once approved, could be funded either through the NSIP or the military budget, as appropriate. Funding for contractor support is subject to the same eligibility criteria as all other requirements for funding. These criteria are covered in AJP-4.

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0617. **Multinational and National Funding.** Nations use national funds for their own contractor support and therefore all contracting options are available to them, subject only to national financial regulations and resource limitations. Where nations mutually cooperate to deliver a contracted support capability, then multinational funding is most likely.

Section IV – MANAGING RISK.

0618. **Use of Contractor Support.** The use of CSO as an integral element of logistic support on operations involves varying degrees of risk. Major risks include:

- a. **Reliability and Quality.** Contractors are usually reliable and produce services to the required quality. In order to ensure the necessary standards it is essential that contracts accurately specify exactly what is required and that there is a careful assessment of contractor's bids to ensure they are both realistic and achievable. It is also important that NATO/nations put in place an effective management structure to monitor the delivery of contractor support with the appropriate authority to intervene where necessary. Planners and commanders however should be prepared to provide a military fallback capability if contractors are unable to fulfil their obligations. This may be most likely if the operational situation deteriorates and the risk to contractors is too great.
- b. **Operational Security.** The risk to security applies at two levels. At the operational level contractors will have knowledge of military plans and intentions and at the tactical level they will have visibility of military capabilities and activities. Operational risk is regularly considered by NATO nations and accepted particularly in the case of strategic deployment, where commercial providers will always play a significant role. Tactical risk is likely to be low where contractor staff are of the same nationality as SN but will be higher in the case of host-country or third-country nationals. The active management of contractor support through security vetting and monitoring must be considered in the planning process.
- c. **Loss of National Military Capability.** It is important that nations retain the military capability to respond to the full spectrum of military threats. Contractor support must not be seen as a replacement or substitute for military capability. It should be seen as an important capability that can be used to supplement and support national military capability. NATO's Defence Planning Process should be used to monitor any decline in military capability.

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0619. **Legal Requirements.** The use of contractors in support of operations must be in accordance with the requirements identified in C-M(2007)0004 *NATO Policy on Contractor Support to Operations*, including that contractors will not be employed in combat functions and the legal status of contractors (jurisdiction, fiscal status etc.) may depend on the operation as well as applicable status agreements. The status of contractors may equally be defined in correlation with or independent of the status granted to NATO international civilians and to members of civilian components¹¹.
0620. **Persons Accompanying the Armed Forces without Actually Being Members Thereof.** In an international armed conflict, contractors should be treated as civilians accompanying the force. Their status will then be governed by the Law of Armed Conflict (also known as International Humanitarian Law). Article 4A(3) of the Third Geneva Convention relative to the treatment of prisoners of war (12 August 1949) determines that they become prisoners of war once they have fallen into the power of the enemy; it refers, for that purpose, to such examples as “civilian members of military aircraft crews, war correspondents, supply contractors, members of labour units or of services responsible for the welfare of the armed forces, provided that they have received authorization, from the armed forces which they accompany, who shall provide them for that purpose with an identity card ...”. The reference to categories such as “supply contractors, members of labour units or of services responsible for the welfare of the armed forces” reinforces the purpose of the Third Geneva Convention to accord prisoner of war status to such persons accompanying the force only as do not take a direct part in hostilities. It reflects the consideration that contractors who directly support combat or who perform services which by their nature support the war effort might perform activities inconsistent with their status as civilians and hence expose them to loss of protection against direct engagement. Moreover, contractors who take a direct part in hostilities risk prosecution if their activities amount to criminal acts.

¹¹ With regard to NATO Status of Forces Agreement (SOFA) and the Paris Protocol regarding the status of International Military Headquarters (and their PiP equivalent), the definitions of NATO International Civilians and members of civilian component do not include contractors. However, these agreements apply within the territory of the parties to the agreements, and more supplementary agreements do define and grant some privileges to contractors, just as NATO standing HNS agreements under AJP 4.5 seek to embed contractors along with civilians in the definition of a “force”. Moreover, mission specific status agreements may provide definitions and status different from what is found in the NATO SOFA and in the Paris Protocol, as they serve a different purpose and are tailored to support a specific operation in a given operational environment.

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CHAPTER 7

IDENTIFICATION OF AREAS FOR MULTINATIONAL TASK SHARING

0701. **Introduction.** During the planning process for each operation the degree of multinational task sharing will be mission dependent, taking different factors into account such as the composition of the force, the level of standardisation and the expected duration of the operation. No prescriptive solutions can be nominated in advance. However, some supplies and services lend themselves to provision by multinational arrangements. Having identified the requirements, and after requests have been made for force contributions, nations can agree on national or multinational arrangements to meet their respective needs, taking existing arrangements into account. The SUPPLAN for the force can then reflect those supplies and services, which will be provided on a multinational basis.
0702. **Multinational Task Sharing Possibilities.** The following paragraphs cover the most suitable commodities and support functions that might be carried out by multinational task sharing:
0703. **Classes of Supply:**
- a. **Class I – Rations and Water.** For land and air forces based ashore Class I fresh food and water, bulk and bottled, are suitable for multinational provision. Common quality and quantity standards particularly for the purity of bulk water and consumption rates are to be determined between participating nations. The preferred option for the provision of fresh food and bottled water is by LLN although provision by a LRSN is also possible. Pooling of resources might only be appropriate for water purification and distribution assets. Combat rations are tailored to meet national tastes and requirements and are manufactured by a nation to meet specific contingencies, however the provision of combat rations by a LRSN/LLN could be used as a temporary measure until the supply chain for fresh rations is established. At sea, maritime forces will normally be supported nationally by organic tankers/stores ships. However, depending upon the type of operation there may be scope for multinational cooperation, which should be identified during the planning stage.
 - b. **Class II – Spares.** Levels of standardisation should be considered in the force packaging of a NATO force; however, the degree of equipment commonality is likely to be very low. Class II items will therefore generally remain nationally provided although spare parts used in common equipment

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could be most suitably provided by a LRSN based on special bilateral or multilateral arrangements.

- c. **Class III – Petroleum, Oils and Lubricants.** A high degree of standardisation has already been achieved for petroleum, oils and lubricants (POL) and bulk POL lends itself to multinational provision, storage and distribution. Whenever possible NATO will apply the Single Fuel Policy¹² for all land forces and land based air forces¹³. Maximum use is to be made of existing NATO infrastructure and the NATO pipeline system (NPS) for the deployment and sustainment of forces, when it is practical and cost effective to do so. Specialized fuel products and lubricants can be provided multinationally, but the quantities involved may not warrant the extra coordination effort. The options of LLN and LRSN are equally suited for the provision of POL.
- d. **Class IV – Construction and Barrier/Fortification Materiel.** Class IV items are very suitable for multinational provision.
- e. **Class V – Ammunition.** Although ammunition can be interchangeable between national contingents, technical specifications and safety/security aspects make it more likely that ammunition will remain nationally provided. Exceptionally a LRSN under either bi-national or multinational arrangements may be suitable.

0704. Support Functions:

- a. **Transport.** Transportation services can be organised multinationally including specialized assets such as transport suitable for moving bulk fuel, water and refrigerated items. Buses and tank transporter vehicles may also be appropriate for multinational provision. The multinational coordination of transportation, in cooperation with the Host Nation (HN) is essential to optimise the logistic flow of materiel to the multinational force. LLN is considered to be the best suited multinational task sharing option. Additionally, pooling of scarce resources is highly desirable.
- b. **Material Handling Equipment.** Material handling equipment (MHE) is normally provided as an integrated element of a national transportation or supply unit although it can be utilised on a multinational basis. This applies particularly to specialized MHE that is used for handling cargo at airports and seaports of debarkation (APOD/SPOD). This equipment is usually scarce making pooling the preferred option.

¹² EAPC(NPC)D(2005)002 dated 27 September 2005: *The NATO Single Fuel Policy* and EAPC(NPC-NFLWG)D(2009)0002 dated 28 May 2009: *Implementation of the NATO Single Fuel Policy*.

¹³ Not all nations use the Single Fuel Policy.

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- c. **Maintenance.** The wide range of national equipment normally requires the use of national spare parts, tools and specific-to-equipment training. This limits the options for multinational repair cooperation. In general therefore maintenance and repair remains a national responsibility. The repair of common equipment however could be organised by a LLN or a LRSN based on special bilateral or multilateral arrangements. Multinational recovery assets could be pooled along lines of communications (LOC) and at port of disembarkation (PODs).
 - d. **Laundry.** Laundry and bath services are normally a national responsibility but may be provided multinationally. The necessary assets are usually scarce making pooling the most appropriate option.
 - e. **Postal.** Due to different national regulations postal services should remain a national responsibility although the delivery to and from a JOA could be coordinated to optimise the use of transport assets.
0705. **Mortuary Affairs.** Mortuary affairs constitute a broad area of activities aimed at providing the necessary care and disposition of missing and deceased personnel deployed on operations. It includes search, recovery, identification, care, evacuation of deceased personnel from the area of operations, next of kin notification, final disposition of remains, and public release of information. Such activities may include non-contracted civilians, especially in the case of mass fatalities, and enemy personnel. NATO policy directs that the overall responsibility for mortuary affairs lies with J1 and that it is normally a national responsibility. However, JFCs and logistic authorities may assume a coordinating role in the area of logistic supporting operations in order to maximize effectiveness and efficiency in the use of assets and resources available within the JOA. Nations and NATO authorities are also encouraged to seek bilateral and/or multinational solutions in order to ensure mortuary affairs support.
0706. **Environmental Protection.** Environmental protection involves measures taken by a force to prevent or reduce pollution, or any other ill effects to the surroundings in which an organization operates. This includes air, water, land, natural resources, flora, fauna, humans and their interrelation. World-wide, concerns for environmental protection have grown in importance. During the preparation for and execution of all NATO activities, commanders and unit-commanders from SNs and the relevant authorities from cooperating HNs have to take responsibility for environmental protection. During NATO-led operations there could be conflict between operational imperatives and environmental protection principles and mission success will rely heavily upon how the JFC deals with these two sometimes opposing concerns. Nations and NATO authorities are encouraged to seek bilateral and/or multinational solutions in order to manage environmental protection concerns.

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0707. **Medical Support.** Medical treatment facilities must be able to treat casualties of the multinational force on an emergency basis. Support at roles 1 and 2 light manoeuvre will normally be provided on a national basis, preferable options for role 2 enhanced and role 3 are LLN, LRSN or a MIMU. Medical evacuation in the JOA, ground and air, can be provided on a national or multinational basis but strategic medical evacuation from the JOA to home nations will be in principle a national responsibility although pooling of medical evacuation assets is a possible option. The handling of data, including in-JOA patient tracking must be predetermined, preferably interoperable and fulfil the regulations for medical confidentiality. The provision of medical equipment drugs and blood products on a multinational basis must be in line with the relevant STANAGs and conform to national regulations where appropriate. Nations are responsible for initiating bilateral agreements for medical care, where they are unable to provide the appropriate level of care from within national resources.
0708. **Troop Welfare.** Troop welfare is primarily a national activity. However certain services could be provided multinationally within the force. Camp services, including accommodation at PODs, could be arranged most suitably by a LLN.
0709. **Variations of the Modes of Multinational Logistic Support.** There are two possible variations in the mode of multinational logistic support provision:
- a. **Time Sharing.** A nation might not be able or prepared to provide multinational logistic support in a sustained manner. If appropriate, time-sharing of the same provision between different nations may be possible. For force planning purposes, nations need to indicate the readiness category and duration of such provision.
 - b. **Logistic Sorties.** A nation might not be able or prepared to transfer authority over logistic assets to a NATO commander but might be prepared to provide a certain amount or percentage of national services provided in the JOA to other forces. The provision of such logistic sorties may be called upon by the staff of the JFC to whom the nation has decided to grant this provision. The nation retains full authority over the assets and assures the appropriate delivery of these logistic sorties in coordination with the receiver.

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ANNEX A

MEMORANDUM OF UNDERSTANDING TEMPLATE FOR FORMATION AND SUSTAINMENT OF A MULTINATIONAL INTEGRATED LOGISTIC UNIT

**MEMORANDUM OF UNDERSTANDING (MOU) BETWEEN/AMONG
THE MINISTRY OF DEFENCE [country 1],
THE CHIEF OF DEFENCE [country 2],
THE MINISTER OF NATIONAL DEFENCE [country 3],
THE SUPREME COMMANDER OF THE ARMED FORCES [country 4],
REGARDING THEIR FORMATION AND SUSTAINMENT OF A
MULTINATIONAL INTEGRATED LOGISTIC UNIT (MILU)**

Date [date of the MOU]

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INTRODUCTION

The Chief of Defence [country 1], the Ministry of Defence [country 2], the Chief of Defence [country 3], and the [country 4], hereinafter referred to as the Participants, having considered United Nations Security Council Resolution (SCR) no. [number of SCR], dated [date of the SCR], have decided to form and sustain a Multinational Integrated Logistic Unit (MILU¹⁴), hereinafter referred to as the [MILU name], in order to participate in the [NATO command], as a part of the [formation or JOA it provides support to] regarding [name of operation/OPLAN].

In consideration of the needs of the Participants to coordinate mutual cooperation between their forces as a part of [name of the multinational force], the following understanding have been reached:

SECTION ONE

1. Definitions.

1.1 Definitions used in this MOU are at **Appendix 5**.

SECTION TWO

2. Reference(s).

[As applicable],

2.1 The NATO/troop-contributing nations (TCNs) MOU between [NATO] and Participants to this MOU concerning troop contribution to [force name]

2.2 [NATO command] OPLAN [name of the OPLAN]

2.3 [Other command] OPLAN [name of the OPLAN]

2.4 Parliament Decision no.[number of the Parliament Decision]

2.5 Governmental Decision dated [date of the Governmental Decision]

2.6 Parliament Decision [date and/or name of the Parliament Decision]

2.7 Governmental Decision no. [number of the Governmental Decision]

¹⁴ As defined in Appendix 5.

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- 2.8 Status of Forces Agreement (SOFA) between [NATO] and [country 1], [country 2], [country 3] and [country 4] respectively, signed on [date of the SOFA].
- 2.9 The agreement between [NATO] and the [country 1] regarding the transit and temporary stationing of [force name] signed [date] and the MOU between [country 1] and [NATO] concerning the provision of logistic support for the transit through and the temporary stationing of [force name] on the territory of [name of the country].

SECTION THREE

3. Purpose and Scope.

- 3.1 The purpose of this MOU is to establish procedures and arrangements between the Participants for the planning and execution of OPLAN [name of the OPLAN] with respect to the establishment, sustainment, and transport to and from the mission area of the [name of the force JOA/component].
- 3.2 This MOU, is not a legally binding document and is not to supersede national legislation of the Participants or international law. In case of a conflict, international law and national legislation shall prevail. If conflicts arise, the Participants concerned shall be notified.
- 3.3 Detailed responsibilities are listed [as required] in the annexes to this MOU. Tables of organization for national and multinational contributions are decided by nations, and are attached as appendices to the applicable annexes to this MOU. Technical arrangements (TAs) may be developed as required.

SECTION FOUR

4. Mission.

The mission of this MILU is to provide [tpt/fuel/etc] in order to support the [NATO command], as a part of the [formation or JOA it provides support to] regarding [name of operation/OPLAN].

5. Command, Control and Coordination.

- 5.1 Command and control arrangements for national contributions, as determined during the [parent formation or JOA] force generation process are detailed at **Appendix 3**.

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- 5.2 Each Participant (Nation) is responsible for proper coordination between its national support element (NSE) and the MILU.

6. Organisation.

- 6.1 The Participants undertake to make the following assets available for MILU operations: *[according to the specific organization]*

- 6.1.1 one MILU headquarters staff (all Participants)
- 6.1.2 one MILU headquarters company (HQ Coy) (Lead nation)
- 6.1.3 one [SUB-UNIT NAME] (Lead nation)
- 6.1.4 one [SUB-UNIT NAME] (National contribution)
- 6.1.5 one [SUB-UNIT NAME] (National contribution)
- 6.1.6 one [SUB-UNIT NAME] (National contribution)
- 6.1.7 one [SUB-UNIT NAME] (Lead nation)

- 6.2 The Participants to the MILU may attach or rotate sub-units from countries that have not signed this MOU to their national contribution. These attached sub-units are to be regarded as sub-units of that Participant in relation to the provisions of this MOU.

- 6.3 Each Participant undertakes to contribute personnel to a MILU coordination group (MCG) that shall coordinate national efforts, as described in **Appendix 3**.

- 6.4 The detailed organization is described in **Appendix 2**. The commanding officer (CO) of the MILU may adjust the organization of the HQ staff with due consideration to the national balance. Suggested changes shall be forwarded in writing to all Participants and shall come into effect if no Participant has stated objections within *[number of]* days.

SECTION FIVE

7. Responsibilities.

- 7.1 Each Participant bears the ultimate responsibility for ensuring the provision of logistic support, including medical support, for its contributions to the MILU.

- 7.2 Each Participant retains the ownership of its own equipment and assets.

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7.3 Detailed responsibilities are listed in the annexes to this MOU.

SECTION SIX

8. Mutual Logistic Assistance and Financial Arrangements.

- 8.1 Each Participant has the financial responsibility for its own contributions and any other troops attached to its contributions.
- 8.2 Mutual logistic assistance between Participants will be provided in accordance with STANAG 2034 *NATO Standard Procedures for Mutual Logistic Assistance*.
- 8.3 Detailed financial arrangements, accounting and auditing procedures, including arrangements for reimbursement that differ from STANAG 2034 are specified in Appendix 1 to this MOU.

SECTION SEVEN

9. Liability to Pay Damages.

[This section is a complement to SOFA and other arrangements]

- 9.1 The Participants shall waive all claims against each other for damage to property or items¹⁵ owned or used by, and injury to personnel belonging to, their contingents in the [operation name]. Between the Participants, this waiver shall also apply during transportation to and from the JOA.
- 9.2 Each Participant shall be responsible for third-party claims for damages arising out of acts and omissions of their contingents. In cases where the Participants, under applicable law, are jointly and severally liable for damage to a third party the Participants involved shall promptly enter into consultations¹⁶.
- 9.3 In situations where the damage has been caused by the MILU, but where the Participant or Participants responsible cannot be identified, the claim shall be processed by the MILU. The Participants shall settle such claims on a case-by-case basis.

¹⁵ See STANAG 2034 *NATO Standard Procedures for Mutual Logistic Assistance*

¹⁶ STANAG 2034 does not refer to the need to enter into consultations but leaves the responsibility to the demanding party, i.e. the requesting body.

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- 9.4 The MILU will have adequate administrative procedures to process third-party claims in accordance with MILU SOPs.

SECTION EIGHT

10. Jurisdiction and Disciplinary Measures.

- 10.1 During deployment to and while stationed in the mission area, criminal and disciplinary jurisdiction shall be exercised in accordance with bi- and multilateral agreements in force.

SECTION NINE

11. Disclosure of Information (if not already laid down in the SOFA).

- 11.1 Requests for information regarding a specific Participant shall be referred to that specific Participant.
- 11.2 Classified information regarding one Participant shall not be released by the other Participants to any third party.

SECTION TEN

12. Settlements of Disputes.

Any dispute regarding the interpretation or application of this MOU will only be resolved by consultations between the Participants and will not be referred to an international tribunal or any third party for settlement.

SECTION ELEVEN

13. Effective Date, Duration and Termination.

- 13.1 This MOU will enter into effect on the date of the last signature.
- 13.2 The MOU will remain in effect as long as the MILU is active and until all mutual financial obligations are fully settled.
- 13.3 This MOU may be terminated at any time by mutual consent of the Participants. Any Participant can withdraw or partially withdraw by giving [number] months written notice in advance to all the other Participants.

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- 13.4 If the MOU is terminated, or if any of the Participants withdraw from the MOU, the Participants will initiate negotiations in order to achieve consensus on burden sharing of expenses related to the termination of, or the withdrawal of the Participant from the MOU.
- 13.5 The Participants shall enter into consultations in case the overall operational conditions change due to alterations in the mandate or to other circumstances.

SECTION TWELVE

14. Modifications.

This MOU, including all or any of the Annexes, may be modified at any time by the Participants with mutual written consent.

SECTION THIRTEEN

15. Signatures.

This MOU is signed in [number] copies in the English language only.

Signed on [date]

Signed on [date]

For the CHIEF OF DEFENCE

For the MINISTRY OF DEFENCE

Signed on [date]

Signed on [date]

For the SUPREME COMMANDER
OF THE ARMED FORCES

For the MINISTER OF NATIONAL
DEFENCE

**This publication was withdrawn without direct replacement,
as directed by NATO Standardization Office in February 2019.**

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Appendices:

1. Financial Arrangements
2. Sustainment of the MILU
3. Command and Control, and Coordination
4. MILU Logistic Support and Sustainment
5. Definitions

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APPENDIX 1 TO ANNEX A FINANCIAL ARRANGEMENTS

1. General Principles.

- 1.1 Each Participant is responsible for all expenditures related to its contributions and other troops attached to its contributions. Each Participant shall also cover the expenditures incurred by its contributions when executing the tasks for which its contributions are designated.
- 1.2 Reimbursement for mutual logistic assistance between Participants will take place in accordance with STANAG 2034.
- 1.3 Expenditures which cannot be related to a specific Participant in accordance with the principles outlined in paragraphs 2.1 and 2.2 **below**, shall be shared proportionally to the individual Participant's contribution of personnel [*to be agreed as a part of negotiation for a specific MOU¹⁷*] to the MILU at the time of occurrence. The basis for cost-sharing percentages shall be updated monthly by the MILU unless other temporary intervals are decided by the MCG. A participant's alterations to its contingent may not exceed $\pm 5\%$ without notifying other Participants prior to change.
- 1.4 Operation and maintenance costs for equipment and consumables in multinational units [*applicable multinational sub-units within the MILU*] shall be borne in accordance with paragraph 2.3. The CO MILU shall send a proposed budget for the MILU to the MCG for approval on a yearly basis.
- 1.5 The expenditures for coordinated transport, originating in the participating countries and terminating in the mission area, and vice-versa, shall be borne proportionally to the loads by the Participants using this transport.
- 1.6 Any matters that cannot be resolved by the MILU will be handed over to the MCG for decision.
- 1.7 Specifics of modes of multinational logistics support services are covered in the main part of this doctrine.

2. Cost-sharing of Operation and Maintenance Costs.

¹⁷ This is only one of the possible cost-sharing formulas that can be used.

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- 2.1 Operation and maintenance costs for equipment shall include, but are not necessarily limited to, services, rents, replacement of spare parts and maintenance of material in general for multinational units. Spare parts or material for stocks shall not be subject to cost sharing unless otherwise decided. Expenditures related to personal equipment, weapons and ammunition and explosives however, will not in any case count as operation and maintenance costs.
- 2.2 Consumable items have in general limited economic value. Normally these items are consumed in a short time after purchasing and when consumed lose their identity. Consumable items are office material, detergent, nails, wire, hand tools up to a value of *[agreed amount in agreed currency]*, medical supplies etc.
- 2.3 To be charged as an operation and maintenance cost for equipment or a consumable item, the item must be actually consumed or installed.

3. Invoices and Payment.

Invoices and payments will be made in accordance with STANAG 2034.

4. Accounting and Auditing.

- 4.1 Accounting and auditing of respective contingent is a national responsibility. Accounting and auditing of the MILU is a MCG responsibility.
- 4.2 If required, a deposit for the MILU liquidity will be placed by the Participants as follows:

Participant *[agreed amount in agreed currency]*,
Participant *[agreed amount in agreed currency]*,
Participant *[agreed amount in agreed currency]*,
Participant *[agreed amount in agreed currency]*,

This deposit shall be returned to the Participants in case of termination

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APPENDIX 2 TO ANNEX A

SUSTAINMENT OF THE MILU

1. Organisation.

The Participants undertake to assign personnel and sub-units to the MILU as indicated in Appendix 1 biannually [*to be agreed as a part of negotiation for a specific MOU*] to this Annex. Personnel and sub-unit rotations among nations will occur biannually [*periodicity to be agreed as a part of negotiation for a specific MOU*], as indicated in **Enclosure 2** to this Appendix if required.

2. Planning and Authority.

Prior to deployment or rotation, the CO MILU is granted the authority to assemble the following key personnel:

Deputy commanding officer MILU
Chief of Staff (COS)/section head MILU staff
Senior national representatives (SNR)

Each representative shall keep his/her own nation informed about the outcome of the meetings.

3. Training and Exercise.

Each Participant is responsible for training and exercising its own rotating personnel and sub-units.

4. Deployment and Redeployment.

4.1 The MILU will normally deploy to its JOA through an APOD or SPOD, or it will deploy partly or as a whole by road/rail as deemed appropriate by the Participants.

4.2 Each nation is responsible for the deployment and redeployment of its own troops. The deployment and redeployment will be coordinated by the Allied movement coordination centre (AMCC) and the national movement coordination centre (NMCC) if established.

4.3 The Participants shall forward requests for onward movement from the point of entry (POE) to the AOO, including requests for terminal and transport support to the MILU, which in turn shall forward these requests in

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accordance with movement control procedures, to the next level movement coordination centre (MCC). The MILU shall forward to the Participants the reply to the request. Troops will then move from the POE to the mission area as directed.

5. Rotation.

- 5.1 Rotation of personnel and sub-units is a national responsibility.
- 5.2 Rotation of MILU key personnel will be decided upon by mutual agreement among the Participants. Rotation times will be according to paragraph 1 with a 14-day handover period. Rotation not according to paragraph 1 is to be decided bilaterally, coordinated by the CO MILU.

6. Logistic Sustainment.

Logistic sustainment is covered in **Appendix 4.**

Enclosures:

- 1. *Organisation of the MILU [As applicable]*
- 2. *Organisation of the MILU Staff (MILU HQ)*
- 3. *Organisation of the MILU HQ COMPANY*
- 4. *Organisation of the [SUB-UNIT NAME and responsibility – lead nation or MN]*
- 5. *Organisation of the [SUB-UNIT NAME and responsibility – lead nation or MN]*
- 6. *Organisation of the [SUB-UNIT NAME and responsibility – lead nation or MN]*
- 7. *Organisation of the [SUB-UNIT NAME and responsibility – lead nation or MN]*
- 8. *Organisation of the [SUB-UNIT NAME and responsibility – lead nation or MN]*
- 9. *Organisation of the [SUB-UNIT NAME and responsibility – lead nation or MN]*

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APPENDIX 3 TO ANNEX A

COMMAND AND CONTROL, AND COORDINATION

1. Command and Control (C2).

- 1.1 C2 arrangements are shown at **Enclosure 1** [*to be agreed as a part of negotiation for a specific MOU*]. Sub-units in and personnel assigned to the MILU, listed in the Enclosures to Appendix 2, shall be assigned under operational control (OPCON) of the commander of the MILU.
- 1.2 Internal procedures in MILU will follow the agreed standing operating procedures of the unit (SOP MILU).
- 1.3 The working language in the unit is English (or another language appropriate to the internal use).

2. National Coordination.

- 2.1 Coordination arrangements are shown at **Enclosure 2** [*to be agreed as a part of negotiation for a specific MOU*]. A point of contact (POC) shall be appointed at the national headquarters of the Participants.
- 2.2 The national POCs shall constitute the MCG that shall coordinate national efforts to maintain the MILU and be able to deal with unsolved issues at short notice. Issues that cannot be solved at this level are to be presented to and solved at national strategic level or government level.
- 2.3 The CO MILU is part of the force chain of command. In matters of national concern he refers to the SNR of the respective national contingent in the MILU. If the issue cannot be resolved at this level, the issue shall be presented to the MCG.
- 2.4 National POCs are listed in the **Enclosure 3** to this Appendix.

3. National Reservations.

The Participants have the following reservations to the use of their contributions.

[As applicable]

3.1.1 Participant [*country 1*]

3.1.2 Participant [*country 2*]

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3.1.3 Participant [*country 3*]

3.1.4 Participant [*country 4*]

No reservations.

3.1.5 Participant [*country 5*]

No reservations.

Enclosures:

- 1 Command and Control Arrangements
- 2 Coordination Arrangements
- 3 National Points of Contacts

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APPENDIX 4 TO ANNEX A

MILU LOGISTIC SUPPORT AND SUSTAINMENT

1. General.

- 1.1 Nations and NATO have a collective responsibility for logistics.
- 1.2 Each nation bears ultimate responsibility for ensuring the provision of logistic support and sustainment for its forces.
- 1.3 The CO MILU is responsible for coordinating logistic support to the MILU including medical support. The CO MILU will coordinate all logistic support and supply for all common user items (CUIs) of Class I, III and IV. Civilian contractors or other modes of multinational logistic support will normally be used to supply CUI and common services. Non-CUIs (NCUIs) are supplied by the respective nations. National regulations for handling and transportation of ammunition and explosives must be complied with.
- 1.4 The MILU will develop SOPs in accordance with NATO principles and doctrine, force plans and procedures. The SOPs should at a minimum cover the following subjects [*As applicable*]:
 - 1.4.1 Procurement and contracting
 - 1.4.2 Budgeting
 - 1.4.3 Cost- and burden-sharing
 - 1.4.4 Organization and tasks
 - 1.4.5 Logistic support to the unit
 - 1.4.6 Security and guarding
 - 1.4.7 Jurisdiction and legal rights/responsibilities
 - 1.4.8 Cooperation with civilian authorities
 - 1.4.9 Command and control
 - 1.4.10 Local labour
 - 1.4.11 Recovery of wheeled vehicles

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1.4.12 Medical services and medical evacuation (MEDEVAC)

1.4.13 Postal services coordination

1.4.14 Liability to pay damages

2. Logistics Concept.

2.1 Stock levels of all classes of supply must be in accordance with OPLAN [name].

2.2 The MILU will continuously assess the required unit capability and advise the Participants accordingly.

3. Supplies.

3.1 Class I.

3.1.1 Fresh rations and potable water is a CUI. Supply of Class I will be provided through contracting [*to be agreed as a part of negotiation for a specific MOU*].

3.1.2 Combat rations are NCUIs and a national responsibility. Reserves of Class I supplies shall mainly be covered by combat rations.

3.1.3 Bulk [non potable] water is a CUI. The MILU is responsible for making local arrangements [*to be agreed as a part of negotiation for a specific MOU*].

3.2 Class II.

Class II is generally an NCUI and therefore, a national responsibility.

3.3 Class III.

3.3.1 Oils/lubricants are generally NCUIs and a national responsibility.

3.3.2 Bulk fuel is a CUI. It includes jet fuel, diesel (winter diesel) and petrol. Other types of fuel must be handled as Class III oils/lubricants. Supply of Class III will be provided through contracting with the fuel LRSN [*to be agreed as a part of negotiation for a specific MOU*] with the LRSN.

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3.3.3 Gas is a CUI but a national responsibility. It includes cooking, heating, technical and medical gas.

3.4 Class IV.

Class IV is a CUI. Supply of Class IV will be provided through contracting [*to be agreed as a part of negotiation for a specific MOU*] and will define the need for stocks of Class IV supplies.

3.5 Class V.

Class V is a NCUI and a national responsibility.

4. **Transport.**

Nations, through their NSEs are responsible for transport of supplies to the POD. [*All subsequent text in this paragraph must to be agreed as a part of negotiation for a specific MOU*]. The MILU may provide transport between POD or contractors and final destination.

5. **Maintenance.**

Maintenance and repair are in general a national responsibility. Inside the MILU there will be resources to carry out 2nd-line maintenance and repair. The lead nation, however, is responsible for organizing repairs of equipment. 2nd- and 3rd-line maintenance resources for the MILU will be organized by the MILU.

6. **Recovery.**

Recovery (i.e. towing) of MILU equipment is coordinated by the MILU. Recovery of heavy tracked vehicles is a national or lead nation responsibility [*to be agreed as a part of negotiation for a specific MOU*].

7. **Services.**

7.1 Laundry is a common service and will be coordinated by the MILU.

7.2 Mail is a national responsibility. Delivery of Mail between POD/POE (civilian post offices) will be coordinated by the MILU.

7.3 Sanitation and salvage is common service and will be coordinated by the MILU.

7.4 Morale and welfare facilities are a national responsibility.

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7.5 Local labour is both a multinational and a national responsibility. It is multinational concerning employment for common services, and national for national needs.

8. **Mortuary Services.**

Mortuary services are a national responsibility.

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APPENDIX 5 TO ANNEX A DEFINITIONS

[This appendix contains the definitions that the signing parties have agreed upon. Definitions below are to be regarded as examples.]

1. General.

Terms, acronyms, definitions and abbreviations known and explained in other NATO/EAPC releasable publications such as the AAP-6, the AJP-4 series, the NATO Logistics Handbook etc., are not defined by routine in this Annex.

2. Definitions.

- 2.1 **MILU Coordination Group (MCG).** MCG is a group composed of the Participants' POCs at the respective national defence headquarters/ministry of defence. MCG shall coordinate national efforts to maintain the MILU and deal with problems related to this unit. The group shall also scrutinize the MILU organization and find methods to economize the running of the MILU.
- 2.2 **Senior National Representative (SNR).** The SNR is the official senior national person (officer), authorized by the respective nation to represent the national contingent and its personnel in the MILU against the CO MILU in national matters.

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LEXICON

The Lexicon contains acronyms/abbreviations and terms/definitions relevant to AJP-4.9(A) and is not meant to be exhaustive. Definitive and more comprehensive details are to be found in AAPs-6 and 15 respectively.

Part I - ACRONYMS AND ABBREVIATIONS

ACO	Allied Command Operations
ACT	Allied Command Transformation
ADP	automatic data processing
AJP	Allied joint publication
AMCC	Allied movement coordination centre
AOO	area of operations
APOD	airport of debarkation
BOA	basic ordering agreement
C2	command and control
CIS	communication and information systems
CJSOR	combined joint statement of requirements
CLS	contractor logistic support
CO	commanding officer
CSO*	contractor support to operations
CSS	combat service support
CUI*	common user item
HN	host nation
HNS	host-nation support
HQ	headquarters
IO	international organization
JFC	<i>joint force commander</i>
JLSG	joint logistic support group
JOA	joint operations area
LC	Logistics Committee
LLN	logistic lead nation
LOC	lines of communications
LRSN	logistic role specialist nation

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MC	Military Committee
MCC	movement coordination centre
MCG*	MILU coordination group
MHE	material handling equipment
MILU*	multinational integrated logistic unit
MIMU	multinational integrated medical unit
MLU	multinational logistic unit
MMU	multinational medical unit
MNLC	multinational logistic centre
MOU	memorandum of understanding
MSA	mutual support agreement
NCUI*	non-common user item
NGO	non-governmental organization
NPS	NATO pipeline system
NSE	national support element
NSIP	NATO Security Investment Programme
OPCON	operational control
OPLAN	operation plan
PfP	Partnership for Peace
POC	point of contact
POD	port of disembarkation
POE	point of entry/exit
POL	petroleum, oils and lubricants
SCR	United Nations Security Council Resolution
SHAPE	Supreme Headquarters Allied Powers Europe
SN	sending nation
SOFA	Status of Forces Agreement
SOP	standard operating procedures (AAP-6)
SOR	statement of requirements
SPOD	seaport of debarkation
STANAG	NATO standardization agreement
SUPPLAN	support plan
TA	technical arrangement
TACON	tactical control
TCN	troop-contributing nation
TCSOR	theatre capability statement of requirements
TOA	transfer of authority

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PART II – TERMS AND DEFINITIONS

Terms and Definitions either *modified* or introduced by AJP 4-9 (A) are annotated accordingly.

Allied joint operation

An operation carried out by forces of two or more NATO nations, in which elements of more than one service participate. (AAP-6).

combat service support

The support provided to combat forces, primarily in the fields of administration and logistics. (AAP-6).

combined joint operation

An operation carried out by forces of two or more nations, in which elements of at least two services participate. (AAP-6).

command¹

The authority vested in an individual of the armed forces for the direction, coordination, and control of military forces. (AAP-6)

command²

An order given by a commander; that is, the will of the commander expressed for the purpose of bringing about a particular action.(AAP-6)

command³

A unit, group of units, organization or area under the authority of a single individual. (AAP-6)

command⁴

To dominate an area or situation.(AAP-6)

command⁵

To exercise a command. (AAP-6).

doctrine

Fundamental principles by which the military forces guide their actions in support of objectives. It is authoritative but requires judgment in application. (AAP-6).

host nation

A nation which, by agreement:

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- a. receives forces and materiel of NATO or other nations operating on/from or transiting through its territory;
- b. allows materiel and/or NATO organizations to be located on its territory; and/or
- c. provides support for these purposes. (AAP-6).

host nation support

Civil and military assistance rendered in peace, crisis or war by a host nation to NATO and/or other forces and NATO organizations which are located on, operating on/from or in transit through the host nation's territory. (AAP-6).

joint operations area

A temporary area defined by the Supreme Allied Commander Europe, in which a designated joint commander plans and executes a specific mission at the operational level of war. A joint operations area and its defining parameters, such as time, scope of the mission and geographical area, are contingency- or mission-specific and are normally associated with combined joint task force operations. (AAP-6).

logistics

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, transport, distribution, maintenance, evacuation and disposition of materiel;
- b. transport of personnel;
- c. acquisition, construction, maintenance, operation and disposition of facilities;
- d. acquisition or furnishing of services; and
- e. medical and health service support. (AAP-6)

logistic lead nation

A nation assumes overall responsibility for organizing and coordinating 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.

(A *new* term and definition which is being staffed within the context of this publication for ratification and will be proposed for inclusion in AAP-6)

logistic role specialist nation

A nation that assumes the responsibility for providing or procuring a specific logistic capability and/or service for all or part of the multinational force within a defined geographical area for a defined period.

(A *new* term and definition which is being staffed within the context of this publication for ratification and will be proposed for inclusion in AAP-6)

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multinational logistic unit

Unit formed when two or more nations agree to provide logistic support to a multinational force. (A *new* term and definition which is being staffed within the context of this publication for ratification and will be proposed for inclusion in AAP-6)

multinational medical unit

Unit formed when two or more nations agree to provide medical support to a multinational force. (A *new* term and definition which is being staffed within the context of this publication for ratification and will be proposed for inclusion in AAP-6)

national military authority

The government agency, empowered to make decisions on military matters on behalf of its country.

Note: This authority may be delegated to a military or civilian group or individual at any level appropriate for dealing with NATO commanders or their subordinates.

Examples: ministry of defence; service ministry.(AAP-6)

operational control

The authority delegated to a commander to direct forces assigned so that the commander may accomplish specific missions or tasks which are usually limited by function, time, or location; to deploy units concerned, and to retain or assign tactical control of those units. It does not include authority to assign separate employment of components of the units concerned. Neither does it, of itself, include administrative or logistic control. (AAP-6)

operation plan

A plan for a single or series of connected operations to be carried out simultaneously or in succession. It is usually based upon stated assumptions and is the form of directive employed by higher authority to permit subordinate commanders to prepare supporting plans and orders. The designation 'plan' is usually used instead of 'order' in preparing for operations well in advance. An operation plan may be put into effect at a prescribed time, or on signal, and then becomes the operation order. (AAP-6)

support

The action of a force, or portion thereof, which aids, protects, complements, or sustains any other force. (AAP-6)

STANAG

NATO standardization agreement. (AAP-6)

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North Atlantic Council Documents

CM(2007)0004 NATO Policy on Contractor Support to Operations
PO(2005)0098 Revised Funding Policy for Non-Article 5 NATO-led Operations

Military Committee Documents

MC 319/2 NATO Principles and Policies for Logistics
MC 326/3 NATO Principles and Policies of Medical Support
MC 327/2 NATO Military Policy for non-Article 5 Crisis Response Operations
MC 334/2 NATO Principles and Policies for Host Nation Support
MC 336/3 NATO Principles and Policies for Movement and Transportation
MC 343/1 NATO Military Assistance to International Disaster Relief Operations
MC 400/2 MC Guidance for the Military Implementation of Alliance Strategy
MC 411/1 NATO Military Policy on Civil-Military Cooperation
MC 473 Directive for the NATO Petroleum Supply Chain
MC 533 NATO Principles and Policies for the Maintenance of Equipment
MC 536 MC Policy for Infrastructure Engineering for Logistics

Allied Publications

AAP-3 Directive for the Development and Production of NATO Standardisation
Agreements and Allied Publications
AAP-6 NATO Glossary of Terms and Definitions
AAP-15 NATO Glossary of Abbreviations
AAP-47 Allied Joint Doctrine Development (Supplement to AAP-3)
AJP-01 Allied Joint Doctrine
AJP-3 Allied Joint Doctrine for Operations
AJP-4 Allied Joint Logistic Doctrine
AJP-5 Allied Joint Doctrine for Operational Planning
AJP-9 NATO Civil-Military Cooperation (CIMIC) Doctrine
AJP-4.4 Allied Joint Movement and Transportation Doctrine
AJP-4.5 Allied Joint Doctrine for Host Nation Support
AJP-4.6 Multinational Joint Logistic Centre (MJLC) Doctrine
AJP-4.7 Allied Joint Petroleum Doctrine
AJP-4.10 Allied Joint Medical Support Doctrine
ALP-4.1 Multinational Maritime Force Logistics
ALP-4.2 Land Forces Logistic Doctrine
ALP-4.3 Air Forces Logistic Doctrine and Procedures

STANAG

REF-1

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STANAG 2034 NATO Standard Procedures for Mutual Logistic Assistance.

Other

EAPC(SNLC)D(2007)0003-REV 1 Clarification of the Principle of Collective
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EAPC(NPC)D(2005)002 The NATO Single Fuel Policy

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12 August 1949)

Agreement between the Parties to the North Atlantic Treaty regarding the Status of their
Forces (London, 19 June 1951) (NATO SOFA)

Agreement among the States Parties to the North Atlantic Treaty and the other States
Participating in the Partnership for Peace regarding the Status of their Forces (Brussels, 19
June 1995) (PfP SOFA)

Protocol on the Status of International Military Headquarters set up pursuant to the North
Atlantic Treaty (Paris, 28 August 1952) (PARIS PROTOCOL);

Further Additional Protocol to the Agreement among the States Parties to the North Atlantic
Treaty and the other States Participating in the Partnership for Peace regarding the Status of
their Forces (Brussels, 19 December 1997) (Further Additional Protocol)