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**A GUIDE TO MULTINATIONAL  
LOGISTICS WITHIN THE  
COMPREHENSIVE APPROACH**

**Final MNE 5 product**

# Report Documentation Page

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**PREFACE**

Lessons learned from numerous recent humanitarian relief operations emphasized the need for a multinational operational level logistics guide which describes how the military synchronizes planning and execution of logistics within a civilian led comprehensive approach. In Multinational Experiment 5 (MNE 5) the Logistics Focus Area sought to develop such a guide, which would clearly describe the environment, and possible supporting processes, organizations and tools in which military logisticians may find themselves while participating in future operations.

The MNE 5 Logistics Focus Area objectives were accomplished through the work of a Multinational Logistics Working Group (MLWG). Lead by USJFCOM, the MLWG consisted of representatives from the following countries and agencies: Australia, Canada, Finland, Germany, NATO (ACT), Poland, Sweden, the United Kingdom, and other agencies from within the armed services of the United States. Logisticians participated in a number of individual experiments at both the strategic and operational levels to examine how the various governmental and non-governmental agencies interacted and how logistics personnel could integrate themselves into the various forums established. It was established that activities at the strategic level were at such a high level that there was insufficient data with which to conduct logistics planning and coordination. Further activity was therefore concentrated at the operational level.

During all of these experiments, the participating logisticians were able to interact with personnel from/representing non-military government agencies, international agencies and non-governmental organizations. Their input, in addition to the observations of the military logisticians, has been used in the formulation of this guide.

This guide provides the general concepts used to depict the Comprehensive Approach, outlines the difficulties of working in such a diverse environment and presents one methodology for meeting the challenges. It is not the intent of this guide to be an all-inclusive standard operating procedure. Instead, the intent is to provide an overview of what a military logistician may encounter in a mission area and provide recommendations concerning how logistics could be coordinated within a wider Comprehensive Approach.

**EXECUTIVE SUMMARY**

Throughout 2007 and into 2008, a number of countries, lead by the United States Joint Forces Command, conducted Multinational Experiment 5 (MNE5) to examine how a coalition, consisting of a number of nations could plan and manage operations within the context of a Comprehensive Approach (CA). The CA includes a multidimensional strategy involving national “whole of government” approaches coupled with cooperative collaboration with International Organizations (IO)/Intergovernmental Organizations (IGO), Non-Governmental Organizations (NGO), and the private sector. Within this context military logisticians can not focus singularly on support to military forces, but must also consider a range of competing support requirements<sup>1</sup> and thus how best to coordinate their efforts with the supporting capabilities found within other government based agencies and non-government organizations. In most circumstances, no single agency, government, or organization will be able to accomplish its goals<sup>2</sup> without the support of the others. The objective of the Multinational Logistics Working Group, as a part of MNE 5, was to determine how best military logistics could interact with and contribute to the wider logistics effort undertaken by various organizations and agencies involved in a given operation.

The CA model for MNE5 was based on the Cooperative Implementation Planning (CIP) and the Cooperative Implementation Management and Evaluation (CIME) concepts. CIP and CIME, at the operational level, envisage a core forum, the Interagency Implementation Forum (IIF), supported by a number of focus groups, each represented at the IIF. Initially, the role of the IIF is to produce a framework plan on which the various individual agencies would base their action plans. It is within the IIF that priorities would be determined and that the progress of the mission would be evaluated and, if necessary, adjustments made to the framework plan. The experiment found that the IIF concept was sound. However, detailed experimentation beyond the initial framework planning was halted, as a military led experiment, when the MNE 5 Executive Board determined that further development of the Comprehensive Approach should be championed under civilian leadership.

It was assumed that military logistics planning and execution, in support of military operations, would continue to be coordinated by the J4 of the military coalition headquarters. The J4 would also take the lead in interacting with the civilian partners. With regard to how this would happen, the Multinational Logistics Working Group representatives participating in the experiments determined, from the outset, that:

- a. There was a requirement for logistics input into the framework planning process.
- b. There were numerous agencies all vying for the same scarce host nation resources,

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<sup>1</sup> Within MNE 5 Humanitarian Assistance and Nation building emerged as key challenges. Such issues will be situation dependent and will inevitably vary.

<sup>2</sup> Goals (Mission) will be both organisational as well as collective.

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- c. There were no mechanisms with which to coordinate activities or deconflict host nation resource usage, and Situational Awareness between coalition military logisticians was poor and communication networks between military and civilian agencies did not exist.

Based on these findings, the following recommendations are made:

- a. Logistics, as a discipline, needs to be represented on the IIF. Ideally this logistician would be a civilian, independent from any other agency in theatre and would advise the IIF concerning logistics requirements and difficulties. This civilian logistics advisor should have direct access to military logistics advice.
- b. A logistics coordinating forum needs to be established to deconflict and prioritize the demands on host nation resources and to orchestrate the sharing of resources. The Logistics representative on the IIF would be the preferred candidate to chair this forum and would be in a position to bring unresolved matters to the IIF for adjudication or determination of priorities.
- c. There would be a requirement to establish one or more coordination centres which would coordinate day to day activities and various high tempo or complex logistics functions. Personnel from various agencies could jointly man these centres or one agency could provide the service with or without augmentation from other agencies.
- d. The key element of making cooperative logistics function within the context of CA is logistics information exchange. Much more work needs to be done to develop the capabilities to exchange information between the military logistics elements of contributing nations and also with civilian partners.

MNE 5 did not allow sufficient time to fully explore the various aspects of logistics information exchange between the military and civilian partners. MNE 6 will address the issue of improving logistics information exchange and thus Situational Awareness between military coalition partners. Challenges facing civilian agencies have been handed to the civilian MNE 5 Partners for further development. This guide deals only with the requirement for in-theatre coordination and presents one possible solution.

## **Introduction**

1. The complex nature of international crises, often involving states with governance, rule of law or physical infrastructures least able to handle the challenges posed, as well as the multitude of crisis management actors calls for a comprehensive international response. This Comprehensive Approach (CA) includes a multidimensional strategy involving national “whole of government” approaches coupled with cooperative collaboration with International Organizations (IO)/ Intergovernmental Organizations (IGO), Non-Governmental Organizations (NGO), and the private sector. For military logisticians, support to these complex activities has to consider the affect of these additional players in the theatre of operations.

2. Military logisticians can no longer focus singularly on support to military forces, but must also consider a range of competing support requirements<sup>3</sup> and thus how best to coordinate their efforts with the support capabilities found within other government based agencies and non-government organizations. In most circumstances, no single agency, government, or organization will be able to accomplish its own goals without the support of the others. Natural disasters, such as the tsunami off the coast of Indonesia in 2004, or hurricane Katrina along the southern coast of the U.S. may require the assets and capabilities of both military and civilian agencies. Neither civilian agencies nor military forces alone have the capability to deal adequately with natural disasters of such magnitude. Further, crises involving intra or inter state conflict present an even more compelling case for a comprehensive, coordinated response. The resolution of conflict will no longer be defined simply by military victory, but, by success in stabilization and reconstruction. Coordinated civil-military efforts must begin in the pre-conflict analysis and planning stages and continue through the management and evaluation of operations, and “success” will need to be defined at the beginning and refined throughout the process.

3. In order to increase cooperation between civilian and military logistics organizations, respect and understanding for differences in organizational and operational cultures is crucial. This respect will help build better understanding between organizations. Familiarity and trust in personal relationships will be important, but the ultimate goal is to institutionalize this cooperation in order to achieve greater unity of effort.

4. The following basic principles must be considered in the planning and implementation of logistics support within the Comprehensive Approach:

- a. The operation will likely be civilian led and support to military operations may not necessarily be the first priority.

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<sup>3</sup> In MNE 5 Humanitarian Assistance and Nation Building emerged as key challenges. Such issues will be situation dependent and will inevitably vary.

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- b. A comprehensive approach is required that brings together the key stakeholders to work collaboratively with each other to address the breadth of the issues. These different organizations are unlikely to fall within a single chain of command and therefore such collaborative working is likely to be essentially voluntary based on cooperation and mutual benefit rather than command driven.
  - c. There will be a requirement for early and high-level involvement by both national and multinational civilian and military logistics communities. Independent logistics planning by individual support organizations may result in capability shortfalls and/or redundancies, which will in turn adversely affect the overall operation.
  - d. This process must include an active dialogue and information sharing with international organizations and non-governmental communities.
  - e. The needs and concerns of the host nation must be considered and reflected in this dialogue.
  - f. An agile and flexible planning process is essential to enable all support agencies to adapt to a rapidly changing environment and to coordinate activities with partners whose methodologies and priorities may differ radically. Respect for these differences, and understanding of the reasons that created them is essential to the success of a comprehensive approach to a support solution.
  - g. Specific effort is needed to develop hybrid support methods/processes to coordinate military logistics planning and execution in cooperation with civilian logistics activities.
5. Key to the way in which the various logistics players will interact in a theatre of operations is an understanding of how the military will interact with the various civilian communities during the various stages of the operation. During Multinational Experiment 5 (MNE 5), the Comprehensive Approach was the subject for Concept Development and Experimentation. Over the life of the experiment the Cooperative Implementation Planning (CIP) and the Cooperative Implementation Management and Evaluation (CIME) concepts were developed, complete with organizational structures and processes. This guide will utilize this concept as an example of what may be encountered during future operations, but, regardless of whether or not CIP/CIME concepts are employed, military logisticians can expect to encounter elements of these concepts in one form or another.
6. In addition to the work of MNE 5, there are a number of other forums, which have already addressed the Comprehensive Approach in one form or another. The Multinational Planning and Augmentation Team (MPAT), made up of Pacific Rim nations, developed a comprehensive SOP on multinational logistics complete with

detailed checklists.<sup>4</sup> NATO documents outline how logistics will be conducted within Alliance operations. The Multinational Interoperability Council (MIC) has a Logistics Annex in its Coalition Building Guide (CBG) that translates NATO doctrine for use in coalitions.<sup>5</sup> These documents are all unclassified and readily available for use by logisticians in determining how multinational military logistics may be conducted. The CIP/CIME concept, in dealing with the Comprehensive Approach, does not discuss a military structure or organization in detail; therefore, this guide will use the MIC CBG terminology to describe military structures and procedures.

### **Aim**

7. The aim of this guide is to provide logisticians with an overview of the Comprehensive Approach structure and procedures that may be encountered within an operational theatre, utilizing the CIP/CIME construct as an example.

### **Challenges for Logisticians within the Comprehensive Approach**

8. Although it is crucial to coordinate or integrate our activities with civilian support agencies/organizations, it is imperative that the military support structure be as effective as possible to enable this to happen. To be effective, there needs to be agreement among the participating military forces regarding how military logistics should be carried out before coordination/integration with our civilian counterparts can be considered. Individually, nations face significant challenges in deploying and sustaining their expeditionary forces. Historically, the participation of military logistics planners has been limited in the early phases of coalition and or multinational contingency planning due to security concerns or national policy. The ad hoc planning of many coalition operations does not generate the familiarity and trust conducive to effective and efficient management and execution of multinational logistics. Arrangements for cooperative logistics often occur later during execution phases of an operation, which lends itself to redundant and perhaps unnecessary duplication of capabilities by all nations in an operational area potentially creating a larger than needed logistics footprint and multinational competition for scarce in-theater resources.

9. Our primary responsibility, as military logisticians, will continue to be support to military operations. Even within the Comprehensive Approach, military logistics will continue to be coordinated through the Coalition Joint Task Force Headquarters, specifically by the CJ4. However, the military must now deal with the possibility of having to support civilian agencies as well. The military and civilian agencies activities will have to be coordinated to ensure that host nation and commercial assets are not being overwhelmed, are being utilized by the organization with the highest priority, and are not subjected to bidding wars for their services to the detriment of the mission and those participating. There is a need to develop the means of knowing what each agency is

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<sup>4</sup> The link to the SOP is as follows: [MPAT SOP](#)

<sup>5</sup> The link to the CBG is as follows: [MIC CBG](#)

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doing, what the resource requirements are and to communicate this information between the various agencies, either in face-to-face meetings or by electronic means. Sharing and exchanging timely, accurate and relevant logistics information using an intuitive logistics common operational picture and electronic collaborative working environment technologies will result in better situational awareness, understanding and decision-making by all of the parties involved.

10. Prior to the concept of a comprehensive approach to the planning and execution of operations, the importance of the activities of IOs and NGOs within the area of responsibility was taken into account at all levels of logistics planning and it was recognized that close contact needed to be established and maintained from the outset of the planning process. IOs/NGOs most often operated independently from the CJTF; however, coordination with their activities was necessary (albeit at a minimum level) in order to assure, as a minimum, appropriate security and to harmonize competing demands for local resources. Establishment of effective working relations with IOs/NGOs provided for the exchange of relevant logistics information and cooperation on issues of common interest. IO/NGOs often represented both challenges and opportunities. For example, their labor pool for humanitarian aid distribution may have relieved coalition forces from similar tasks. The coalition may have provided trucks and transport, while IO/NGOs provided food, water and the people to serve the local distressed civilian population. However, when rebels or insurgents act aggressively and present a threat, IO/NGOs require protection creating an unplanned requirement on limited coalition resources.

11. The Comprehensive Approach achieves a greater degree of coordination among all support agencies, and, where possible, a level of integration of organizations and activities, but, the following challenges still need be overcome.

- a. Government and non-government agency and organization approaches are not compatible enough to ensure unity of effort in planning and management.
- b. Many organizations lack sufficient internal methods to evaluate how their plans are progressing, thereby making it even more difficult to implement shared multi-organization solutions.
- c. Information sharing among nations, organizations, and agencies is currently insufficient to fully support a Comprehensive Approach.
- d. In theatres of operations, shared understanding of the operational environment among nations, organizations, and agencies is currently insufficient to support synergistic collaboration and interaction.

12. Civilian agencies, including NGOs, may be capable of supporting themselves with minimal assistance from the military. IOs, such as the various departments within

the United Nations, work closely with the NGOs and in many cases will provide for many of their logistics requirements such as transport and the supplies necessary to carry out their humanitarian assistance directly to the people affected. In most cases NGOs will be dependant on military forces for in-theatre security, and in some cases infrastructure building/repair (roads, bridges etc) to enable them to access people in need.

13. Governmental agencies, civilian coalition personnel (including the coalition civilian police component) may need complete logistics support. These agencies do not normally have a deployable logistics capability and will have to rely on the military or contractors to provide it. Military logisticians may have to plan for the provision of this support or to assist with the necessary contracting.

14. A continuing challenge, as always, will be to have logistics planning inserted early enough into the overall planning process, to ensure that military logistics takes a multinational approach built on trust and best practices. In addition, senior military leaders/ logisticians must ensure that there are mechanisms put in place to allow for the necessary logistics interaction and coordination with our civilian counterparts, from the beginning of planning to the conclusion of the mission.

#### **CIP/CIME Overview**

15. To overcome these and other challenges, the Cooperative Implementation Planning (CIP) and the Cooperative Implementation Management and Evaluation (CIME) concepts were developed and experiments conducted to test the structures and processes. The CIP processes, between civil and military organizations will be based on direction from the multinational strategic level, and will feed and be fed by the CIME processes. CIP processes will also provide the direction to enable lower level activity planning; in the military lexicon this will be the lower end of Effects Based Planning. Military Logisticians will be involved in both of these processes and must understand how they work in order to function within the Comprehensive Approach.

16. The objectives for the CIP and CIME processes are:

- a. To support the development of the overall strategy through the provision of specialist advice in response to requests for information.
- b. To develop a country-level, multi-national and inter-agency 'framework' plan as the embodiment of the chosen strategic option. This identifies the conditions that are to be achieved the priority for achieving them and the lead agencies responsible for delivering them.
- c. To enable the coherent development of organisation-specific activity or program plans that can contribute to the achievement of outcomes in the shared Framework Plan.

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- d. To oversee the further development of this framework plan into coherent activity plans. To manage the implementation of the campaign and subordinate activity plans.
  - e. To evaluate changes in the conflict environment over time, review progress against the framework plan and adjust the plan as required.
  - f. To provide a reporting mechanism to the strategic level and national capitals.
  - g. To act as coordination mechanism between implementation partners, to include relevant international organizations, non-governmental organizations and host nation governments and civil society.
17. Within the CIP/CIME context, the following assertions have been developed based on lessons learned and research.
- a. Collaboration will be based on cooperation rather than command.
  - b. Individuals must embrace the impact of different partner organization's cultures.
  - c. CIP and CIME must draw on local perceptions and priorities.
  - d. CIP and CIME require a collaborative analysis of the situation.
  - e. CIP and CIME must be based on the understanding developed over time by those routinely engaged in the region; these organisations and their representatives should be represented within the CIP process.
  - f. A forum should be provided to enable face-to-face discussion between empowered representatives of the participating organisations; these representatives must be collocated.
  - g. Before the CIP process starts, a stakeholder analysis should be conducted to identify who should be part of the planning process; membership should be reviewed as the situation develops.
  - h. The process and techniques adopted will be situation-specific but will usually be a combination of existing processes and techniques.
  - i. Multi-organisation planning and evaluation processes should be enabled by an informed and legitimate facilitation capability.
  - j. The forum will require a single leader supported by a deputy.

- k. Monitoring and evaluation of overall mission progress should be undertaken to learn lessons and improve policy and practice.
- l. The interagency implementation forum will remain in being throughout the duration of the intervention.

18. One of the characteristics of modern conflict and conflict transformation is the multitude of actors that are present. Due to the capabilities, expertise, access and understanding that they possess, some of these actors, state and non-state, will be fundamental to achieving our strategic objectives, others will not. The former will need, as far as possible, to be brought into the 'inner core' of participants with whom we will wish to conduct collaborative analysis, planning implementation and evaluation in order to develop a coherent plan and conduct mutually supporting activities. For some organisations, where such direct integration may be inappropriate, such as an existing UN Country Team, close liaison will be required instead. Those actors that are present but not fundamental to our aims will form a looser group with whom we will share information as appropriate.

19. Collaboration will take place on a number of different levels. Initially, at the strategic level, national, senior level IO and NGO representatives will meet to determine, in broad terms, what needs to be done, set objectives and to commit resources to the mission. In addition to this, they will agree upon an organizational structure for the mission and appointment of individuals, agencies or a lead nation to take overall charge for the detailed planning and implementation of the agreed upon objectives. The formed multinational coalition will likely include the various participating national agencies (military and non-military) but may not include some of the participating IOs and NGOs who may decide to collaborate on a cooperative basis but maintain their independence from the Coalition.

20. At the Operational Level, it is likely that a number of key actors will create a 'core group' that will be larger than is easily manageable, however it is suggested that many of these will naturally form functional groupings amongst themselves (Focus Groups). These are likely to be multinational groupings of like-minded agencies that will work together on sectoral issues (Development, Security, Governance etc). Representatives from these functional groupings will be brought together with a small central support team to form an Interagency Implementation Forum (IIF) through which the required dialogue can take place and the resultant framework plan can be constructed. Although it may not be possible initially, the IIF is envisaged as an in-country grouping. A Special Representative, appointed by the Strategic Forum, to lead the Coalition effort in the mission area, will likely chair the IIF.

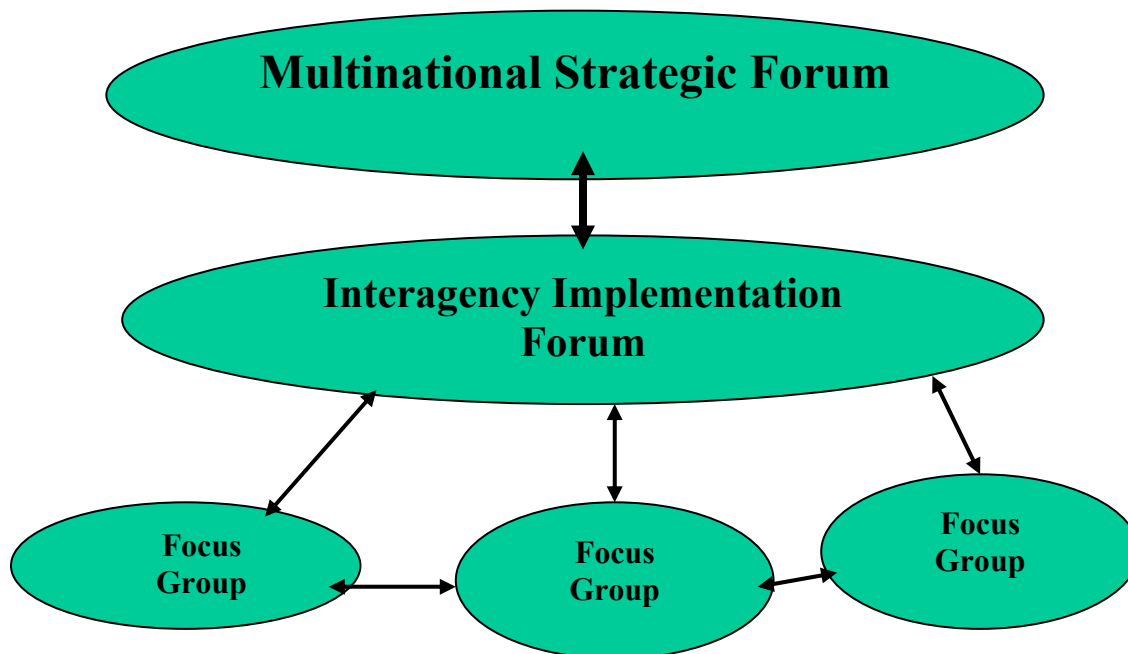
21. Whilst the precise makeup of each forum will depend on the situation and the scale of the intervention, the intention is that it remains 'light', with the central support team being comparable in size to the number of representatives from the functional groups. It should not develop into a substantial headquarters with large numbers of staff;

the majority of personnel and detailed work to develop and execute the activity plans will remain within the functional groups where the requisite expertise will remain.

### **Logistics Planning and Coordination**

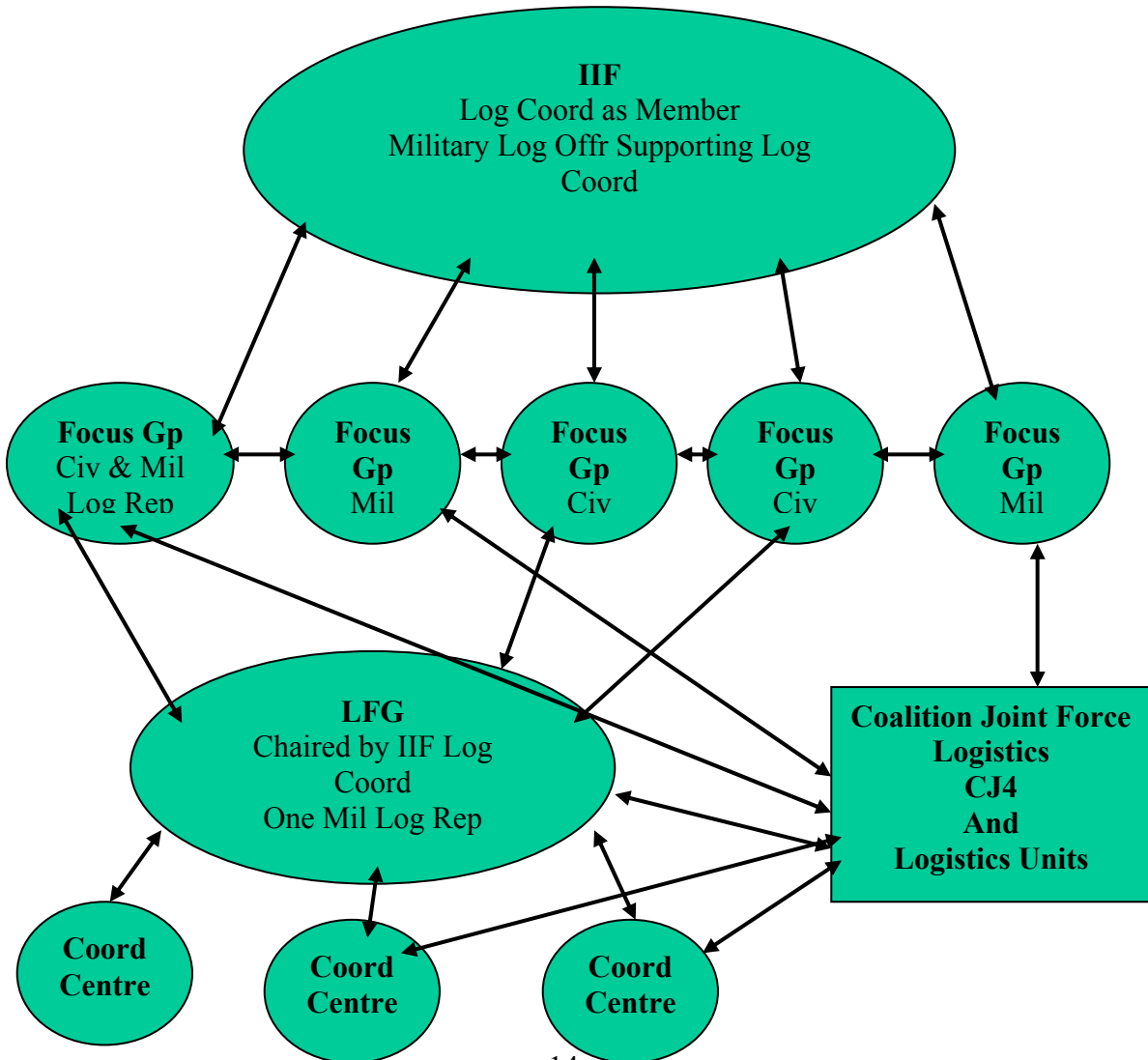
22. It should be noted at this time, that although the CIP/CIME concept shows an unbroken chain of direction between the Strategic Forum and the IIF, coalition military planners, will likely commence operational planning processes in semi-isolation based on their own analysis of the situation in order to prepare for the IIF and Focus Group deliberations. The basic military organizational approach will be determined (such as Lead Nation considerations) and at the same time, the coalition logisticians will commence their discussions on how multinational military logistics will be conducted. As planning continues within the IIF and the Focus Groups, military planning will continue in parallel taking into consideration both the direction from the appointed commander and the results of the CIP processes. Troop Contributing Nation meetings will be held to determine which nations are providing specific capabilities and deployment planning at the national and coalition levels will take place. Once the military requirements are known, and the Coalition military forces have determined how they will conduct cooperative logistics, this information can then be fed into the CIP processes at the various levels.

23. Figure 10.1 shows the basic CIP/CIME Structure. These groupings are likely to exist and will continue to meet throughout the life of the mission to provide advice/direction downward and information and recommendations upward. It is unlikely that there will be specific logistics representation at the Multinational Strategic Forum; however, there will most definitely be both civil and military logistics representatives within the IIF and Focus Groups.



**Figure 10.1 – Basic CIP/CIME Construct**

24. Within the IIF, the military will be represented by the Coalition Joint Task Force (CJTF) Commander or a senior member of his staff. The senior/lead logistician within the IFF will likely be a civilian Logistics Coordinator (Log Coord). He may be assisted by the military CJ4 or a senior member of CJ4 staff. The Focus Groups may have either civilian or military logistics representatives or, in some cases, both. In order to coordinate all of the logistics requirements of the various groups it is recommended that a Logistics Focus Group (LFG) be formed. It is envisaged that the LFG would consist of the various logisticians from the other Focus Groups and be chaired by the IIF Log Coord. Additional representation from the Host Nation, major commercial interests and independent actors would be encouraged. The LFG may see the need to establish specific Coordination Centres for high tempo or complex activities where a continuous degree of coordination is required (e.g. movements). Below at Figure 10.2 is the Logistics Structure.



**Figure 10.2 – Logistics Structure**

24. **Interagency Implementation Forum.** The primary function of the IIF is to produce the coalition Framework Plan. The Framework Plan is an outcome focused plan that is jointly developed and owned by various Coalition and partner organisations. The IIF will need to maintain constant dialogue with the organisations within the functional groups through their representatives in the IIF to ensure that the expertise within the functional groups informs the IIF planning process. Organisations within the functional groups are likely to be conducting planning in parallel and this cross-flow of information will inform both the IIF and organisational planning processes. At this stage, the Log Coord's role is to provide advice concerning the logistics feasibility of being able to attain the supporting effects and ultimately the decisive conditions. The Mil Log Advisor's primary function is to support the Log Coord. The Mil Log Advisor is not a member of the IIF. The CJTF Comd or his representative is the sole representative of the CJTF on the IIF and will formally speak to the military logistics requirements and capabilities, with advice from his CJ4 or the Log Mil Advisor if they are not one and the same. As the mission moves into the implementation phase, the IIF will conduct evaluations of the various ongoing activities and make adjustments to the framework plan as necessary. Of note, this forum is also instrumental in establishing the priorities of effort within the mission area and as such may have to adjudicate between conflicting logistics requirements that may be brought to the IIF by the Log Coord.

25. **Focus Groups.** Early focus group meetings will likely aim to assist in the shaping and deconfliction of activity and program plans across various organisations. These early sessions may address fundamental questions that will aid organisations in determining what programs and activities they should pursue and what other organisations intend to do in the conflict region. Some relevant questions for these early sessions may include:

- What problems need to be solved within our common areas of expertise/interest?
- What needs to be done to positively influence the conflict situation?
- What are our organisation's comparative strengths and weaknesses?
- Who is best suited to take on what activities and programs?
- Can we identify some common criteria for prioritising activities and programs?

As activity and program plans are developed by individual organisations, the IIF may sponsor and facilitate focus group meetings that aim to help various organisations to share information, intentions and create synergies, as appropriate. In these meetings the IIF core staff can assist in the facilitation of dialogue to help organisations appreciate dependencies and potential conflicts across their goals and plans.

26. **Logistics Focus Group.** The LFG, like the other Focus Groups, is not a formal entity within the CIP/CIME process; however, as planning progresses and the mission moves into the implementation phase, it will become apparent that between the various Focus Groups, there will be calls for the same resources from different groups to meet a wide variety of requirements. The LFG, under the chairmanship of the IIF Log Coord, provides a mechanism for the various Log Reps, from each of the Focus Groups to come together on a regular basis to coordinate their activities and to work out resourcing conflicts. The CJ4 or his representative will be the only logistics representative of the CTF in the LFG. It is expected that the military Log Reps in the other Focus Groups will have worked out their military resourcing conflicts within the CJ4 before coming to the LFG; however, these Log Reps may attend the LFG to provide input on the work going on within each of their Focus Groups. It is also assumed that the CJ4 or his representative will have previously coordinated the activities of the various national military logistics requirements and will represent their interests at the LFG.

27. **Coordination Centres.** Where coordination of a specific logistics function (e.g. Movement Control) cannot be accomplished through the periodic or daily meetings of the LFG, they may establish a permanent Coord Centre to provide continuous monitoring and coordination. These services may be provided by the formation of a stand-alone Coord Centre made up of representatives from the various Coalition and non-Coalition partners or may make use of an existing capability such as the CJ4 Movement Control Centre, with augmentation from non-military sources to provide the service.

28. **Information Flow/Conflict Resolution.** The flow of information and the early resolution of resourcing conflicts are a key to making logistics work within the Comprehensive Approach. As the various forums meet, decision making is dependant on having timely, accurate and relevant information provided by the agencies/organizations involved in the mission area. There will be a constant flow of information between the IIF and the Focus Groups, between the individual Focus Groups (on a bilateral basis) and in the case of logistics, between the other Focus Groups and the LFG and its Coordination Centres. The LFG is the key to ensuring that all parties have a single source for reliable information concerning logistics and will be the agent to sort out apparent variances in the information provided by different parties. In the same way, it is important that resourcing conflicts be resolved at the lowest possible level within the priorities established for the mission. If a conflict cannot be resolved through bilateral negotiations or by one of the Coordination Centres, it should be referred to the LFG. In turn, if the LFG cannot resolve the issue then the Log Coord will take the matter to the IIF for a decision.

29. **Logistics Coordinator.** The Log Coord is the primary source of logistics advice for the IIF. As chair of the LFG, he is also the lead for logistics coordination within the mission area. In this position, he will be directly responsible to the Special Representative and may in fact be recruited by him. The Log Coord should be independent of any agency or commercial interest operating in the mission area. Ideally the individual will have a broad spectrum of logistics experience. He should be familiar

with a number of different logistics disciplines and should also have experience with a number of different types of organizations such as the military, the United Nations, NGOs, etc. Of greater importance, the individual will need a background of working in a collegial environment and be capable of building consensus as part of the decision making process.

30. **Military Logistics Advisor.** The IIF Log Coord may or may not be supported by a Mil Log Advisor at the discretion of the CJF Comd. The Mil Log Advisor will be appointed with a knowledge/experience base so as to compliment that of the Log Coord. In some situations, the Mil Log Advisor may be CJ4. The choice of the right individual is critical and should be made in consultation with the Log Coord. The Mil Log Advisor is not a member of the IIF.

31. **Information Exchange.** The key element to the successful logistics support of the Comprehensive Approach is the availability of timely, accurate and relevant logistics information. To support all logistics activities and the deliberations of the LFG, the development of the required Information Exchange Architecture and Technology (IEAT) concepts and capabilities is currently ongoing. At present, coalition logisticians can expect to find a coalition military system in place that will facilitate information exchange, however, current military logistics system capabilities can not deliver a comprehensive coalition common operating picture to support Situational Awareness. Nonetheless, any military logistics system would, in all likelihood, be classified which would rule out its use by non-military agencies and organizations thereby making it unable to fully support the Comprehensive Approach environment. Therefore, the IEAT would have to include, in addition to a classified military system, a system which is unclassified and to which civilian agencies, both government and non-government, would have access. Such a system is undergoing development by Finland and is referred to as Shared Information Framework and Technology (SHIFT). SHIFT is internet based and, in addition to providing a means for posting information, will also have a capability for working in a collaborative environment on line. When fully developed, SHIFT may be the option that would best inform the Log Coord and the LFG. At present, IEAT development is general in nature and is not integrating specific logistics capabilities. NATO's LOGFAS and LOG FS development is, however, working to produce a capability to gather and display logistics information for the use of NATO formed headquarters as well as by the individual national headquarters. Within the Comprehensive Approach, such capability needs to reside in both the classified and unclassified realms. The integration of a military logistics system (such as LOGFAS / LOG FS) with its own unclassified databases, into SHIFT may be a potential solution to provide the LFG with the necessary capability to exchange logistics information to meet its stated purpose.

32. **Future Considerations.**

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Information Exchange, not only between Coalition Military Forces, but also with civilian counterparts, remains a significant impediment to overcome in conducting multinational and interagency logistics support. As stated above in the Information Exchange discussion, further development of a capability to integrate the military logistics picture (potentially LOGFAS/ LOG FS) within an IEAT such as SHIFT, to support the LFG, is critical to its ability to function and must be given a high priority. Current technological constraints, coupled with security issues, dictate that an air gap must exist between the classified military information system and SHIFT and that will require the development of separate databases. It is unreasonable to expect SHIFT databases and capabilities to be in existence at the time a crisis arises. In addition to developing the software and other technologies to support it, the accompanying concepts must include the capability to develop and maintain data bases which can be quickly adapted to any geographic area in which the coalition and its civilian partners may find themselves working.

Military multinational logistics operations continue to be hampered by complex legal arrangements making financial transactions between nations difficult. Most arrangements are established on a bilateral basis with other nations with the exception of the formal Alliance arrangements within NATO. The incorporation of other nations within a NATO operation or the formation of a non-NATO based Coalition requires individual arrangements to be developed, which is difficult and in many cases can take years to negotiate. Add to this mix, the civilian agencies and organizations involved in a Comprehensive Approach, and the financial management difficulties are multiplied considerably. This major impediment must be addressed.

**Appendix 1 – Abbreviations**

CA – Comprehensive Approach  
CBG – Coalition Building Guide  
CIME – Cooperative Implementation Management and Evaluation  
CIP - Cooperative Implementation Planning  
CJ4 – Coalition Joint 4  
CJTF – Coalition Joint Task Force  
IEAT – Information Exchange Architecture and Technology  
IGO – Intergovernmental Organization  
IIF – Interagency Implementation Forum  
IO – International Organization  
Log Coord – Logistics Coordinator  
LFG – Logistics Focus Group  
LOGFAS – Logistics Functional Area Services  
LogFS – Logistics Functional Services  
MIC – Multinational Interoperability Council  
MNE5 – Multinational Experiment 5  
MPAT - Multinational Planning and Augmentation Team  
NGO – Non-governmental Organization  
SHIFT - Shared Information Framework and Technology