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**NOTICE**

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**LOGISTICS COMMITTEE EXECUTIVE GROUP (LCEG)  
MOVEMENT & TRANSPORTATION GROUP (M&TG)  
STANDING GROUP OF PARTNER LOGISTICS EXPERTS (SGPLE)**

**COMPENDIUM OF LOGISTIC LESSONS LEARNED FROM NATO ACCESSION**

**Note by the Staff Officer**

1. Please find attached at Annex 1 the final version of the compendium of Logistics Lessons Learned from NATO Accession prepared by Albania and Croatia and processed through the Standing Group of Partner Logistics Experts.
2. The compendium is circulated to the Logistics Committee Executive Group with Partners and the Movement and Transportation Group with Partners for notation. Membership Action Plan nations are especially invited to take account of this compendium and its recommendations in their preparatory work.

(Signed) R. DUFEK



## **COMPENDIUM OF LOGISTIC LESSONS LEARNED FROM NATO ACCESSION (LLLNA) REVISION 1**

The structure of LLLNA compendium is :

- Background
- Aim
- Scope
- General considerations
- Logistic lessons learned

### **BACKGROUND**

The accession to NATO in April 2009 of the Republic of Albania and the Republic of Croatia proved to be a significant challenge. Part of this was to adapt national logistic structure and capabilities in order to prepare for the obligations and responsibilities Alliance membership brings.

Based on the logistic lessons learned from accession of the Bulgaria, Estonia, Lithuania, Latvia, Romania, Slovakia and Slovenia in March 2004 the Standing Group of Partner Logistic Experts (SG PLE) developed a compendium of Logistic Lessons Learned from NATO accession (LLLNA).

### **AIM**

The aim of this memorandum is to review the LLLNA based on the lessons learned by the Republic of Albania and the Republic of Croatia from the time it was invited to join NATO until accession in April 2009.

### **SCOPE**

The review covers the period of 15 years. From the accession of the Republic of Albania into PfP Partnership for Peace program on 1994 and the Republic Croatia on 2000 until their full membership in NATO Alliance on the 01 of April 2009.

The compendium LLLNA identifies logistic and logistic related issues which should be taken into consideration in any future enlargement.

### **GENERAL CONSIDERATIONS**

The NATO accession has proved again to be unique for the critical application sequential and precisely coordinated process. A nation's effective accession into North Atlantic Treaty Organization (NATO) is intensive time and resource-consuming task and process entails a

large range of complex and difficult reforms in a variety of military fields, logistics being one of them.

The newest NATO members have been able to prepare themselves through the use of Partnership for Peace (PfP) programs for a considerably longer time than what was the case with other nations that joined NATO in 1999 and 2004.

The newest NATO members also have been able to use some experience and Lessons learned from those nations that joined NATO in 1999 and 2004.

### **LOGISTIC LESSONS LEARNED**

The most important areas for development of logistic system in the Armed Forces of the newest member countries and consequently areas from which we derived our logistic lessons learned are coming from:

- Legal framework
- National military organization
- Implementation of the Partnership Goals/Target Force Goals,
- Participation in NATO Committees, Working Groups and sending representatives in NATO Command Structure,
- Training and Education Process – new concepts,
- Acceptance and implementation of NATO STANAG's,
- Participation in NATO led operation.

### **Legal framework**

During the preparations for NATO membership countries have to make necessary legislative changes and adjustment to bring up relevant legislation which pertain the participation in NATO Alliance and in collective defence, allowed participation in NATO led operations, provide support for own and Allied and partner forces. These changes are focusing on:

- Elimination of constitutional or other legal impediments regarding the accession of the new countries to the North Atlantic Treaty Organization,
- Defining the right structures that have authority for sending troops in mission.
- Development of various national military bodies and concepts under supporting national legislation, capabilities and priorities, which should be compatible with the NATO HNS Concept.
- Facing the challenges of the inflexibility of the military procurement process for supporting troops in mission abroad.

The pre-accession period was used to develop, adjust and implement the necessary legislative arrangements.

### **National military organization**

Priority objective for the aspirant was the interoperability of armed forces capabilities with NATO member's capabilities.

Changes on the strategic defence concept required reform of national military organization. The aim was served by the conceptual, operational, technical and administrative measures taken in the process of restructuring the national military organization.

The Structures of Armed Forces has not been able to deal with the full spectrum of the new security threats and to meet established NATO standards.

Our Armed Forces has passed through reforming processes, reduction and restructuring. The number of personnel has been reduced.

The reductions bring to the logistician these issues:

- Dysfunctions by reduction of the force
- Lack of trained logistic
- Imbalanced personnel structures
- Excess equipment
- Obsolete equipment
- Lack of sufficient financial resources

At national level there was a demand "not to bring too many labours from military structures to labour system of the state to become unemployed". State still has to pay for them and they are not earning/returning income to the state. We had to develop some programs within existing system to get rid of a lot of personnel.

To avoid imbalanced personnel structure we were forced to educate and train a lot of personnel which was not basically of logistic origin. Education and training programmes of the personnel had been conducted.

We also get retired a lot of people.

This process consumed a lot of time, money and resources. This caused that some programs for buying new equipment to replace old ones, in order to provide capabilities and to achieve interoperability, to be postponed or even abandoned.

New structures for supporting troops participated in NATO-led crisis response operations (and NSE as well as MILU elements) have been established within Logistic Command (NMCC was embedded within Logistic Operational Centre instead of being a separate organization or as another example establishment of separate CSS battalion). These units, if needed, could be and eventually will be reinforced with personnel from other logistics units.

## **Financial resources**

It was expected to commit sufficient budget resources to meet national commitments entailed by possible NATO membership.

Allocated financial resources to support the fulfilment of national commitments had to cover also the cost of the real-life logistic, maintenance of military equipment and infrastructure and logistic support for combat forces.

Realistic financial plans were developed to support national commitments, logistic was included. These plans have to be supported by developed and approving modernization programs.

The economic situation in country and world has made the necessary reallocation of recourses and prepare the new priority list. Some activities and programs had to be postponed and some had to be completely abandoned.

## **Implementation of the Partnership Goals**

Process for acceptance of PG has to take into consideration the availability of needed national resources (trained personnel, financial recourses, equipment etc.) to implement them. This will made easier implementation process and will save money, manpower and time.

At the beginning of the process, at the national level there was absence of adjustments priorities in implementation of the Partnership Goals.

The Partnership Goal Matrixes are created to clearly identify tasks and responsibilities for implementation. Based on that internal organization for implementation of the Partnership Goals was developed.

This internal organization has dedicated personnel responsible for the execution and is supported by working groups which are composed by members from all relevant services and units of Armed Forces.

On the other hand logistic structures recognized the importance and value of Partnership Goals and started the work for implementation.

The whole process of acquisition and procurement of needed equipment for implementation of Partnership Goals which includes medium and long term planning, provision of financial resources, acquisition process and introduction into operational use was successfully developed and introduced in use.

Normally, the financial constraints/restraints has been evident and some decisions were made under political considerations that are not all time directed by common sense and

technology/science but these should be recognized and possibly avoided or mitigated before having huge impact/influence on the system.

### **Participation in NATO Committees, WG and Command structures**

It was of vital importance to find out, to recognize, which of NATO Committee is for what, what are their purpose and according to this to decide and to select the important in which to participate

It was very important, useful and beneficial at the very beginning of the process to have/include personnel working on the NATO structures and participating on activities of NATO logistic committees and working groups within their area of expertise.

Partnership countries need to have personnel in part of NATO Partnership Staff Elements (PSE) structures before membership.

Selection and sending the proper logistic personnel on NATO Committees and Working Groups was another important measurement.

Participation in these activities has contributed not only for gain the experience and knowledge by our personnel but also as the basement for future cooperation between countries.

### **Training and exercises**

The downsizing of Armed Forces has been followed by specialised logistic personnel left the military system. To overcome this gap we developed new training process, using our own infrastructure, completely compatible and interoperable with NATO system.

Training personnel in logistic courses offered by NATO using their training infrastructure and resources considered to be adequate.

Also, lessons learn from participation in NATO lead operations, participation in multinational exercises, participation in MILU structures and bilateral cooperation programs with partner countries has been used as valuable sources to train our personnel.

Regional logistical exercises, such as "LOGEX" are strong tool in training of our personnel and increasing the cooperation. Enhance of regional cooperation through the exchanging the instructor and student between countries can be the future of cooperation.

During preparation of the bilateral cooperation programs we had avoided duplication that made us to save recourses and to use offered assistance in other fields.

Building up the career development system for logistic personnel will make the possible to avoid the previously made mistake by putting personnel in positions according to their training.

## **Using NATO logistic information systems**

Participation in NATO-lead operation had required of our logistic structures:

- To develop a national system compatible and interoperable with NATO systems and able to provide national data for LOGFAS
- Training the personnel in using LOGREP and ADAMS
- Creating the LOGBASE with information for supplies, transportation assets, forces, items, movements, geography and infrastructure
- Maintain the level of expertise by participation in national or multinational exercises
- Introduce the ACROSS to our logistic personnel as a tool for long-term defence planning and operational sustainment and supply planning.

## **Language training**

Building up the relationship with NATO and participation in NATO activities and operations made the language training one of critical importance. The lack of logistic personnel with proper English skill led to a dependence on people who were not necessarily logistic experts. As a consequence some incorrect logistic decisions were made with a significant impact on resources allocation and financial cost.

The requirement for logistic trained personnel with good level of English skill led to the process of the building up in country the language training capabilities. The Schools and Centres of Foreign Languages were organized and developed, within armed forces at the national level. Also on prioritised unit the language courses were organized.

The aspiration to become the NATO member required from us to make some further effort:

- Adjusting and reorganizing the English language courses in the School of Foreign Languages,
- Establishing of Self-Access English Learning Centre,
- Sending personnel in language courses abroad,
- Cooperation with civilian education institutions in Croatia on English language courses was established and financially supported by defence system,
- Education and training requirements have been identified according to STANAG 6001 requirements.

All these measures proved themselves to be successful.

## **Acceptance and implementation of NATO Standardization Agreements**

It is of great value and importance to prepare procedure, define the responsible structure and start implementation of NATO Standardization Agreements (STANAG's) as early as possible. It is the fastest and easiest way to reach the compatibility.

Acceptance and implementation of NATO Standardization Agreements was facilitator of the implementation of Partnership Goals.

To save some money and time you don't have to accept all STANAG's immediately. It is important to select NATO logistic STANAG's which are related to logistic Partnership Goals.

Nations can convert NATO STANAGs into National Standard Operation Procedures (SOP).

It is very important to create the structure that will lead and control the process of acceptance, ratification and implementation of STANAG's. This, also will give opportunity to the large number of personnel on all levels of logistic C2 structure to get involved with particular subjects

### **Participation in NATO led operations**

Participation in NATO led operation's, predominantly ISAF, was facilitator of the development and adoption of new logistics concepts, new organizational structures, and new methodologies.

At the beginning we didn't have experience on supporting troops deployed far from home countries. The knowledge of our personnel gained from working on different NATO structures and participating on different NATO Committees and Working Groups made the basement of our effort to fulfil the requirement for supporting our forces deployed in Theatre.

The lessons identified from preparation of first rotation for deployment has been used during the preparations of second rotation. We solved the problems and gain more experience during passing from preparations of one rotation to other rotation and so on. We, at the some time, worked, learned and adapt ourselves to be more efficient.

Also, the turning to the professionalized forces will make that the experience gain from participation in the NATO-led operation not to be lost.

For small countries, as we are, multinational solutions (Lead Nation, Role Specialist Nation, bilateral and multilateral agreements, MILU units) are not alternatives, they are only options because we were not able to develop all logistical capabilities required to fulfil whole spectrum of logistical functions at all levels. For instance, we do not developing our own strategic lift capabilities.

### **Deployability - Sustainability**

Strategic air/sea lift capabilities will be one of the shortfalls of smaller countries with limited capabilities. These nations will depend on support given by partner nations or



through the bilateral or multinational agreements or by being part of different existing organization to overcome this shortfall.

Insufficiency of national strategic lift, primarily airlift, was augmented by suitable multinational agreements.

We decided to use as much as possible opportunities in order not to stay without this capability. We wanted to have wafter of solutions.

Several possibilities can be used to ensure the strategic airlift as following:

- Contracting the national carriers on a case by case basis,
- Contracting capabilities using NAMSA
- Bilateral arrangements with partner nations,
- Being part of NATO and other initiatives for providing the strategic air/sea lift as SALIS, NAMA, MCCE, and AMSCC.

Multinational (bi-/multilateral) arrangements or commercial agreements have to be available in peacetime to meet deployment requirements.

At the same time nations has to develop procedures and standards for deployment including the Reception, Staging, Onward Movement and Integration (RSOI) activities based on NATO doctrine.

**In Conclusion**, based on our logistical lessons learned from the period of accession to NATO Alliance, we could recommend to PfP and MAP member countries to:

- Get involved and fully and actively participate in the NATO Committees and Working Groups – it is the best (easiest, cheapest, fastest) way to learn and earn knowledge and experience
- Properly choose and give emphasizes in achieving Force Goals – this is the way of achieving interoperability with all members of Alliance
- Start to work on standardization and acceptance NATO Standardization Agreements (STANAG's) – this is the way of achieving compatibility with all members of Alliance
- Participation in NATO or regional exercises – this is another way of learning and earning of knowledge and experience
- Participate in NATO led operations and build up a Lesson Learn system as tool to gain the expertise.