

FM 3-16 (FM 100-8)

The Army in Multinational Operations

May 2010

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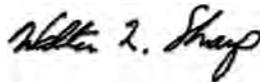
Headquarters, Department of the Army

Foreword

Multinational operations have become the standard for engagement worldwide. From the Army's beginnings in the revolution through most of the 20th century and into the 21st century, we've seen the complexity of operations magnified by the increasing numbers of nations committing resources for the cause of stability and peace in the world. Commanders at all levels must be skilled at dealing with these multinational partners.

Standardization of multinational doctrine serves as the touchstone for our engagement strategy. Although we have made great strides in achieving some levels of standardization in doctrine in organizations like the Combined Forces Command, the United Nations, North Atlantic Treaty Organization (NATO), and the American, British, Canadian, Australian, and New Zealand Armies Program (ABCA)--many of our newer partners do not belong to these organizations. This manual provides the multinational doctrine you need to be successful no matter how young or enduring the alliance.

Each coalition brings its own challenges. Those challenges entail not only new missions, conditions, and environment, but also include a new make-up of partners. Commanders must deal with cultural issues, different languages, interoperability challenges, national caveats on the use of respective forces, and a typically underdeveloped command and control structure. In this era of persistent conflict and uncertainty the Army must be prepared to operate with a multitude of multinational partners. This manual is designed to assist you as you face and overcome those challenges.



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The Army in Multinational Operations

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***This publication supersedes FM 100-8, 24 November 1997.**

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Preface

This manual provides a guide for Army commanders and staffs operating in a multinational environment. It applies across the full spectrum of military operations. It provides general information on important topics necessary for conducting multinational operations. However, it also lists questions that multinational partners need to address to improve their mission effectiveness and efficiency. Every multinational operation differs. The purpose, character, capabilities, composition, and scope of a multinational operation are functions of changing missions. These missions are magnified by the complexities of two or more armies operating together. Each member nation brings its own view and methods of operations.

This manual blends key points of Joint Publication (JP) 3-16 into its approach to ensure consideration by Army elements of a joint force. It addresses the Army's roles and functions within a multinational operation. The focus is on responsibilities for conducting operations as part of a multinational force. It also addresses multinational leadership and provides examples of possible command relationships. Finally, it addresses planning considerations of the multinational commanders and their staffs. Information contained herein will help other national forces and other services plan and conduct multinational operations with U.S. Army forces.

Commanders must recognize those areas within multinational control and those areas under national control. This is a key issue that crosses all functions. Recognizing this issue will enable commanders and their staffs to focus on important issues. It will enable them to function more effectively and efficiently. Multinational partners conduct multinational operations to prevent, contain, or resolve conflicts that may pose threats to common national interests. This manual provides a handy reference of fundamental issues and interfaces that must be addressed to promote a successful multinational operation.

While North Atlantic Treaty Organization (NATO) and the American, British, Canadian, Australian Armies Program (ABCA) have achieved some levels of standardization in certain areas, no comprehensive common doctrine exists between the armies. This manual does not fill this gap. It will, however, assist the multinational commander in understanding and developing solutions to create an effective fighting force. This manual incorporates selected information from NATO standardization agreements (STANAGs) and ABCA standards. However, it does not reproduce these documents. This manual does not repeat staff planning procedures or the military decisionmaking process. It does include some of the differences in doctrine, tactics, techniques, and procedures of selected nations with which the United States has operated on numerous occasions.

This manual takes into account the full continuum of operations and varying political objectives, force compositions, operating areas, and other factors. It also considers some general similarities in multinational operations. Because of varying compositions and varying political objectives, consensus is extremely difficult to obtain. Harmonization of the multinational force is critical to ensure unity of effort.

The primary audience for this manual is commanders of ARFORs, Army Service component commanders, and other senior leaders and their staffs. This manual will also assist Army branch schools teach multinational Army operations. This publication applies to the Active Army, the Army National Guard (ARNG)/Army National Guard of the United States (ARNGUS), and the United States Army Reserve (USAR) unless otherwise stated.

The proponent for this publication is Headquarters, United States Army Training and Doctrine Command (TRADOC). The preparing agency is the Combined Arms Doctrine Directorate, U.S. Army Combined Arms Center. Send written comments and recommendations on Department of the Army (DA) Form 2028 (Recommended Changes to Publications and Blank Forms) directly to: Commander, U.S. Army Combined Arms Center and Fort Leavenworth, ATTN: ATZL-CD (FM 3-16), 300 McPherson Avenue, Fort Leavenworth, KS 66027-2337; by e-mail to: leav-cadd-web-cadd@conus.army.mil; or submit an electronic DA Form 2028. Follow the DA Form 2028 format or submit an electronic DA Form 2028.

Introduction

Whenever commonality of interest exists, nations will enter into political, economic, and/or military partnerships. These partnerships will occur in regional and worldwide patterns as nations seek opportunities to promote their mutual national interests or seek mutual security against real or perceived threats. Cultural, psychological, economic, technological, and political factors all influence the formation and conduct of multinational operations.

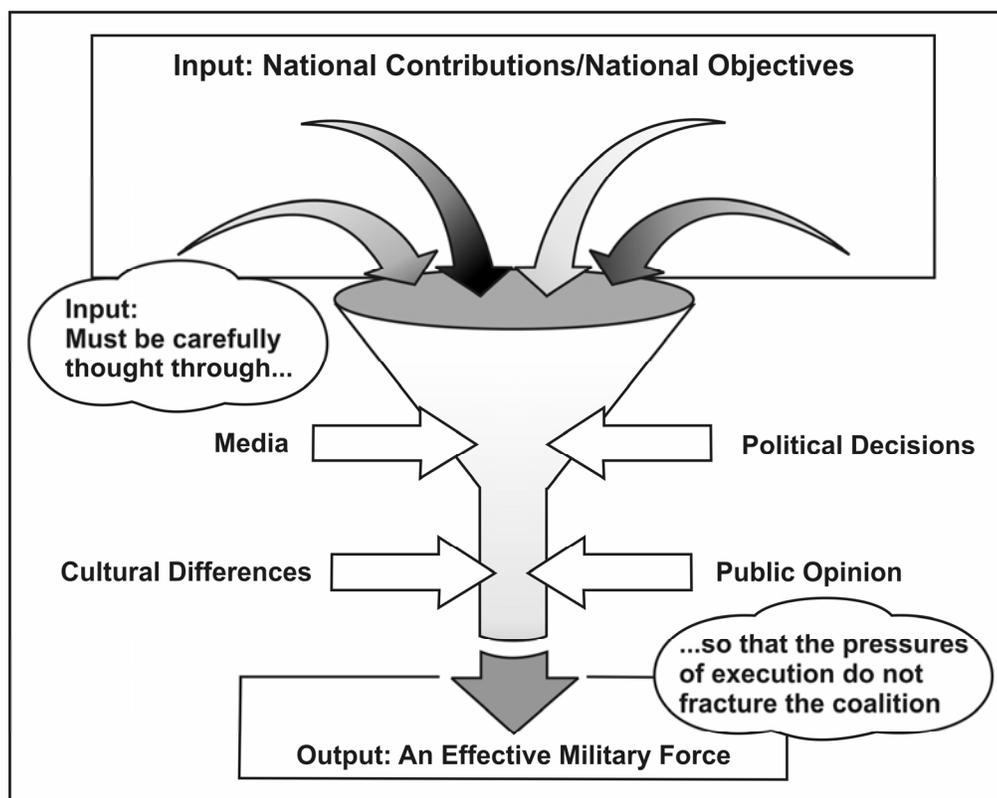
America's interests are global, but its focus is regional. Existing alliances and past coalitions reflect that focus. Alliance participants establish formal, standard agreements for operational objectives. Alliance nations strive to field compatible military systems, structure common procedures, and develop contingency plans to meet potential threats. As forces of these nations plan and train together, they develop mutual trust and respect. The U.S. is a member of the following alliances and agreements:

- United Nations.
- NATO.
- ABCA Armies Standardization Program.
- Defense and cooperation treaties with the Republic of Korea and Japan.
- Inter-American Treaty of Reciprocal Assistance.

There are three basic possible responses to a multinational crisis: United Nations (UN), regional organizations (alliances or treaties), and coalitions. There are two types of responses associated with the UN. Those are UN mandated and UN authorized operations. UN authorized operations may involve either regional organizations and/or coalitions. While alliances form the basis for responding to a variety of regional threats, coalitions, such as Operations Desert Shield/Desert Storm, Operation Enduring Freedom, and Operation Iraqi Freedom have emerged to meet national strategic requirements. Coalitions, which are created for limited purposes and for a limited length of time, do not afford military planners the same political resolve and commonality of aim as alliances. Thus, planners must closely study the political goals of each participant as a precursor to detailed planning. Political considerations weigh more heavily with coalitions than with alliance operations.

Multinational military operations are not new. Most major military operations in the twentieth century have been both joint and multinational: World War I, the Allied intervention in Russia 1918-1920, World War II, the Korean Conflict, the Vietnam Conflict, and various UN-sponsored operations. Since human nature has not changed, regional conflicts over territory, religion, politics, and economics will continue to occur. The precise role of land forces in these operations will vary according to each political and military situation. U.S. Army participation is likely for three reasons:

- Only land forces can hold terrain and control populations.
- Army structure contains unique capabilities other services do not have.
- Soldiers on the ground are a clear demonstration of political resolve.



Introductory Figure 1. Coalition building

The strategic principle of collective security caused the U.S. to join several alliances and form coalitions. This requires the Army to conduct multinational military operations with forces from other nations. These operations will generally include a variety of governmental organizations, nongovernmental organization (NGO), other services, and international agencies. Another reason the U.S. conducts such operations is that rarely can one nation go it alone. Participating national contingents and NGOs bring certain unique core competencies. This blending of capabilities and political legitimacy makes certain operations possible that the U.S. could not or would not conduct unilaterally.

Much of the information in this manual is based on the *ABCA Coalitions Operations Handbook*. The handbook was written to support a requirement identified in the 1996 ABCA Exercise Cascade Peak in Fort Lewis, Washington. It was designed to assist the ABCA nations serving in coalitions with other countries. In 1998, the handbook was evaluated during ABCA Exercise Rainbow Serpent in Brisbane, Australia. At that time, the Australian joint deployable headquarters served as the headquarters. In 1999, they deployed to East Timor to lead the ABCA armies and other coalition nations. This was a highly successful mission. The handbook was revised based on that mission and the ABCA Exercise Focus 2000 in Sandhurst, United Kingdom.

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Chapter 1

Fundamentals

Multinational operations describe military actions conducted by forces of two or more nations. These operations are undertaken within the structure of a coalition or alliance. Army forces conduct full spectrum operations across the spectrum of conflict.

Army forces are the decisive component of land warfare in multinational operations. The Army's role in multinational operations may be to serve as a joint multinational command headquarters; a multinational land component command headquarters; and a troop-contributing nation as part of a multinational command.

Many Soldiers will serve with foreign military partners or with civilian partners. Having a clear understanding of this environment is necessary. This chapter discusses the environment that units will face when conducting multinational operations.

Multinational military operations are not new. American commanders throughout our history have operated with multinational forces. An example is General George Washington and his partnership with our French allies. In the twentieth century, Generals John Pershing, Douglas MacArthur, Dwight Eisenhower, Mathew Ridgway, William Westmoreland, Creighton Abrams, and Norman Schwarzkopf have all operated in difficult multinational environments.

MULTINATIONAL FORCES

1-1. Although the U.S. will act unilaterally when it is in its national interests, wherever possible it will pursue its national interests through multinational operations. Multinational operations are conducted within the structure of an alliance or a coalition.

ALLIANCES

1-2. An alliance is the relationship that results from formal agreements (for example, treaties) between two or more nations for broad, long-term objectives, that further the common interests of the members. One of those broad, long-term objectives is standardization. This helps to achieve the most effective military capabilities. Standardization normally includes materiel (equipment) and nonmateriel (doctrine) matters. Alliances will normally have standing headquarters and organizations. For the U.S. Army, operations taking place within the NATO or the Combined Forces Command, Korea are alliance operations.

COALITIONS

1-3. A coalition is an ad hoc arrangement between two or more nations for a common action. A coalition action is a multinational action outside the bounds of an established alliance. It usually exists for a single occasion or for longer cooperation in a narrow sector of common interest.

1-4. Coalitions are created for a limited purpose and for a set time. They do not afford military planners the same political resolve and commonality of aim as alliances. Thus, planners must closely study the political goals of each participant as a precursor to planning. Normally, political considerations weigh more heavily with coalitions than with alliances.

1-5. The most difficult issues for the commander of any multinational force will be sovereignty issues. Often the coalition commander is a “commander” in title only. The coalition commander will accomplish the mission through coordination, communication, and consensus or leadership rather than by traditional command relationships. Commanders must acknowledge sensitivities. Often they and their subordinates must operate as “diplomats” rather than as “warriors.” Such is the nature of coalition operations.

MULTINATIONAL OPERATIONS

1-6. Multinational operations may be driven by–

- Common agreement among the participating alliance or coalition partners.
- Terms of an alliance.
- A mandate or authorization provided by the UN.

Whichever way, their multinational character merits particular attention because national interests and organizational influence may compete with doctrine and efficiency. Gaining consensus can be painstakingly difficult. Solutions are often national in character. Commanders may expect contributing nations to adhere to national policies and priorities, which at times complicates the multinational effort.

1-7. In UN-sponsored multinational operations, a force is employed under a single commander. The secretary general appoints the force commander with the consent of the UN Security Council. The force commander reports either to a special representative of the secretary general or directly to the secretary general. The force commander has wide discretionary powers over day-to-day operations. However, he or she refers all policy matters to the special representative or secretary general for resolution.

MUTUAL CONFIDENCE

1-8. Successful multinational operations are built by the commander’s focus. The commander focuses on the political objective, assigned mission, patience, sensitivity to the needs of other force members, a willingness to compromise or come to a consensus when necessary, and mutual confidence. This mutual confidence stems from a combination of tangible actions and entities and intangible human factors. Tangible considerations, such as liaison and language, are discussed throughout this manual. The intangible considerations that must guide the actions of all participants, but especially the senior commander, are–

- Rapport.
- Respect.
- Knowledge of partners.
- Team building.
- Patience.

These factors cannot guarantee success for multinational operations, but ignoring them will usually guarantee failure.

RAPPORT

1-9. Commanders and staffs should establish rapport with their counterparts from other countries. This is a personal, direct relationship that only they can develop. Good rapport between multinational force members results in successful teamwork and overall unity of effort.

1-10. The first concern when establishing rapport is an understanding of the characteristics, personalities, capabilities, ambitions, sensitivities, history, and cultural habits of the various multinational partners. Additionally, commanders and staffs should understand each nation’s legal and policy constraints. Once this understanding exists, the keys to developing and maintaining rapport are respect, trust, patience, and the ability to compromise. The multinational force commander must be visible to members of the multinational force. Personal visits to all units provide the opportunity to assess capabilities, readiness, and morale as well as to build rapport.

1-11. Commanders can more easily establish rapport within the partnership when the nations combining forces share similar cultural backgrounds. Conversely, the partnership can be fractured when members come from diverse cultural backgrounds and do not respect each other's cultural sensitivities.

Historical Example

During the New Guinea campaign in World War II, General Douglas MacArthur dispatched Lieutenant General Robert Eichelberger to the area to improve the poor situation. Prior to Eichelberger's arrival in Papua, an adversarial relationship had developed between U.S. and Australian commanders. Australian leaders had questioned the fighting capability of U.S. forces and similar charges were made by the American side regarding the Australians.

One of Eichelberger's first acts upon assuming command in Papua was to send a communiqué to Lieutenant General Edmund Herring, the Australian appointed by MacArthur to be the field commander of the Papua operation. In this message, Eichelberger informed Herring that he was anxious to cooperate with the Australians. Herring, who had been terse in his previous correspondence with Eichelberger, mellowed considerably subsequent to this event.

Upon Herring's return to Port Moresby to command all operations on New Guinea, he appointed Eichelberger field commander of a corps composed of both Australian and American units. This was the first time in the war that the Australians placed their troops under the tactical command of an American officer. The quality Eichelberger possessed that made him particularly suited to the multinational environment was his ability to demonstrate to his allies his belief that personal and national prestige cannot be allowed to interfere with harmony within the partnership. This ability, coupled with his skill in promoting a spirit of teamwork with allied forces, enabled him to command effectively in the multinational arena.

RESPECT

1-12. Respect must exist among multinational partners. All nations should perceive they are making a significant contribution toward accomplishing the mission, regardless of the rank of their senior member or the size of the national force. Respect for the partners' culture, religions, customs, and values combined with understanding and consideration of their ideas, will solidify the partnership. Lack of respect may lead to friction, jeopardizing mission accomplishment. All members of the multinational force must understand their partners' national views and work to minimize friction.

1-13. In assigning missions to multinational forces, commanders must consider that national honor and prestige may be as important as combat capability. All partners must be included in the planning process. Their opinions must be sought in mission assignment. Understanding, considering, and accepting ideas from multinational force partners leads to a solidified multinational force. Without genuine respect of others, rapport and mutual confidence cannot exist.

PARTNERS

1-14. Commanders must know their multinational partners as well as they know their adversary. Much time and effort are expended in learning about the enemy. It is even important that partners understand each other. Each partner in an operation has a unique cultural identity. Although nations with similar cultures face fewer obstacles to interoperability than nations with divergent cultural outlooks, differences will still exist. Commanders and staffs must learn the capabilities of partner nations or organizations. These capabilities differ based on national and organizational interests and objectives, political guidance, limitations on the national force, doctrine, organization, rules of engagement (ROE), law of war, equipment, religions, customs, history, and a myriad of other factors.

TEAM BUILDING

1-15. Team building is essential to multinational operations. Differing national agendas can be disruptive. On a more personal level, the natural competitiveness among Soldiers and nations can become a serious problem. Such competitiveness can be a motivating factor if properly managed. Left unchecked, it can destroy force cohesion. Multinational force commanders at all levels must reinforce the fact that all forces are on the same team. Establishing an atmosphere of cooperation and trust at the highest levels is essential. When such an atmosphere is established, subordinate commands are influenced positively.

1-16. Commanders must ensure equitable treatment and exposure of all units, regardless of national background. Failure to do so may be perceived as prejudice and result in political repercussions. All members must have fair representation on the planning staff to preclude allegations that any nation was excluded from the decisionmaking process. All participants must perceive missions as appropriate, achievable, and equitable in burden and risk sharing. Unit capabilities are an obvious factor in assigning missions. However, national honor and prestige may be as important to the partnership as battlefield capability. Partners should be included in the planning process. Their opinions must be sought concerning the type of mission assignment for their units. However, the political impact of high casualties must always be balanced against national honor and prestige. Commanders must consider national caveats based on legal and policy constraints when assigning missions and tasks to members. If these are not considered, multinational commanders may be faced with nations refusing to perform assigned tasks. The term “*national red card*” using a soccer simile has been coined for this type of action. Prior understanding and proper missions will avoid “*national red cards*”.

Historical Example

In Somalia, certain Somali factions targeted the Nigerian national contingent for repeated attack. The Nigerian sector did not have any unique features warranting attack, and the Nigerians did not provoke attacks. What planners had not considered was that Nigeria had earlier granted the former President of Somalia, Siyad Barre, political asylum in Nigeria. Some Somalis took revenge on Barre by targeting the Nigerian soldiers for attack.

PATIENCE

1-17. Developing effective partnerships takes time and attention. Diligent pursuit of a trusting, mutually beneficial relationship with multinational force partners requires untiring, even-handed patience.

1-18. Desert Storm proved that a successful coalition among nations having widely disparate social and cultural norms is achievable. American commanders ensured that their Soldiers received education regarding social norms prevalent in the Middle East. They imposed measures to respect these norms. Arab coalition leaders, for their part, granted American and other Western coalition forces liberties that would not normally be permitted under Islamic law. Allowing female Soldiers to drive vehicles and perform other duties forbidden by Saudi Arabian law and permitting the conduct of non-Islamic religious services would not be considered major concessions by Western standards. But in Saudi Arabia, these allowances were extremely significant.

Chapter 2

Command and Control

In multinational operations, ensuring compatibility at the political, military, and cultural levels between partners to build consensus is key. A successful multinational operation must establish unity of effort, if not unity of command. The success of a multinational operation begins with the authority to direct the operations of all assigned or attached military forces.

Once nations have reached a commonality of interests and have decided to enter into a military partnership, a multinational force is created to pursue those common interests. The basic purpose of the multinational force command is to direct the military effort to reach a common objective. This chapter discusses different types of multinational command structures, command authorities, and the roles and responsibilities of the participants. It also discusses liaison, the multinational staff, and communications.

Each multinational operation is unique. Each national commander that is part of a multinational force is responsible not only to the commander of the multinational force, but to his or her national chain of command as well. Therefore troop-contributing nations maintain a direct line of communication to their national headquarters and thus to their own national governments. (See figure 2-1.)

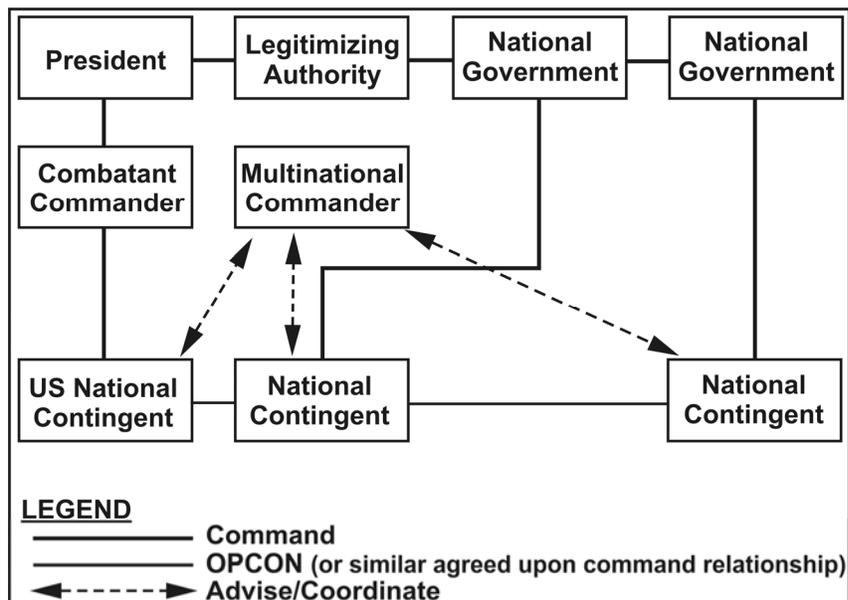


Figure 2-1. Generic multinational command structure

Experience shows that responsibility for reestablishing, training, and equipping security forces for the indigenous population creates command and control (C2) challenges for a multinational command. These challenges are further complicated by the fact that the indigenous civilian governments responsible for national C2 are often in the formative stage as well. Commanders must be flexible in dealing with these units. Commanders will need to ensure that they fully understand all the elements of the command authority for these security forces.

COMMAND STRUCTURE

2-1. All multinational operations, regardless of their structure or authority will have two chains of command. There will be the multinational chain of command constructed by the UN, alliance, or coalition and a national chain of command extending back to national capitals. Ultimate authority is vested in the national chain of command.

2-2. The UN, which is chartered by the world to serve as a focal point for maintaining peace and upholding human rights, many times provides the mandate or authorization for the conduct of multinational operations. The UN charter serves as the basis for the conduct these operations. Under the UN charter–

- Chapter V addresses the Security Council, which directs the implementation of peace operations.
- Chapter VI addresses peaceful means.
- Chapter VII addresses enforcement actions.
- Chapter VIII addresses regional means to maintain peace and security.

2-3. There are two types of operations associated with the UN:

- The first are UN commanded operations that are under the command of the UN and report to the secretary-general. The mandate for these operations is set out by the Security Council in a resolution. The secretary-general is responsible for managing and supervising the execution of the mandate.
- The second are operations that are conducted by a coalition of willing states that are authorized by the UN. The coalition remains under the command of a lead state or regional organization and reports to its national or alliance chain of command. These operations are authorized by a decision of the Security Council that allows the coalition to take all necessary measures to achieve its specified mission.

2-4. As a result of the two types of operations, there are two types of C2 structures. The first, shown in figure 2-2, is the UN led that is UN sponsored and mandated. The second, shown in figure 2-3, is the “lead nation led” (or “regional organization led”) that is UN sanctioned and authorized.

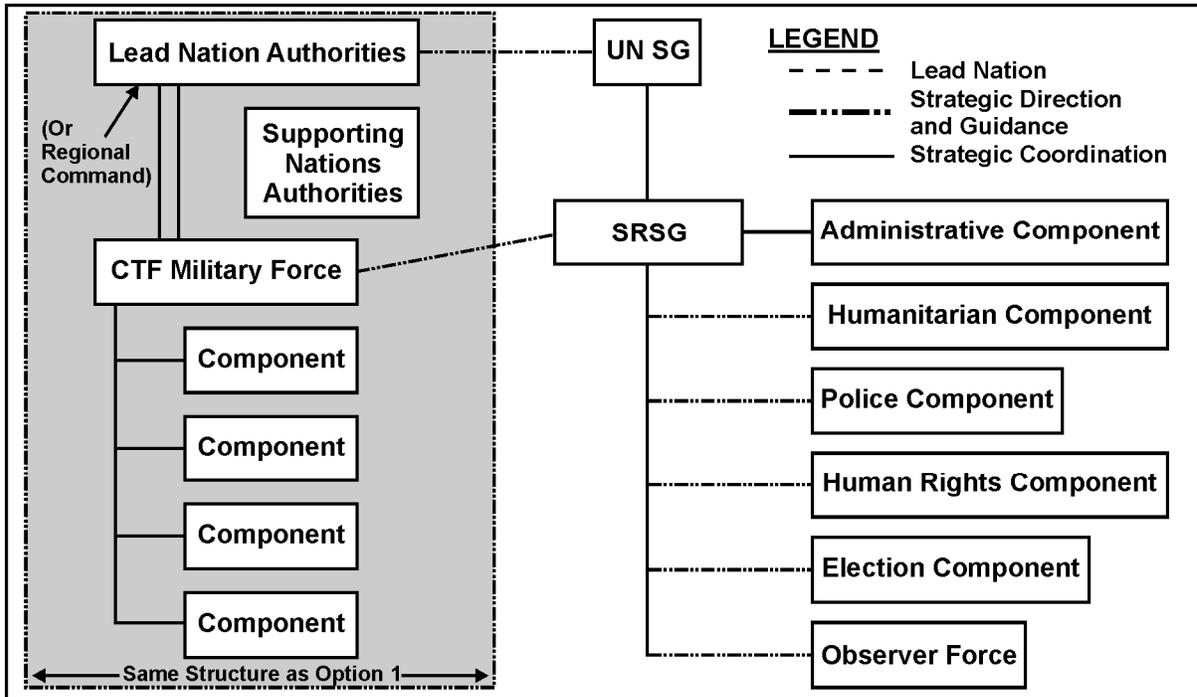


Figure 2-2. UN sanctioned and authorized-lead nation led

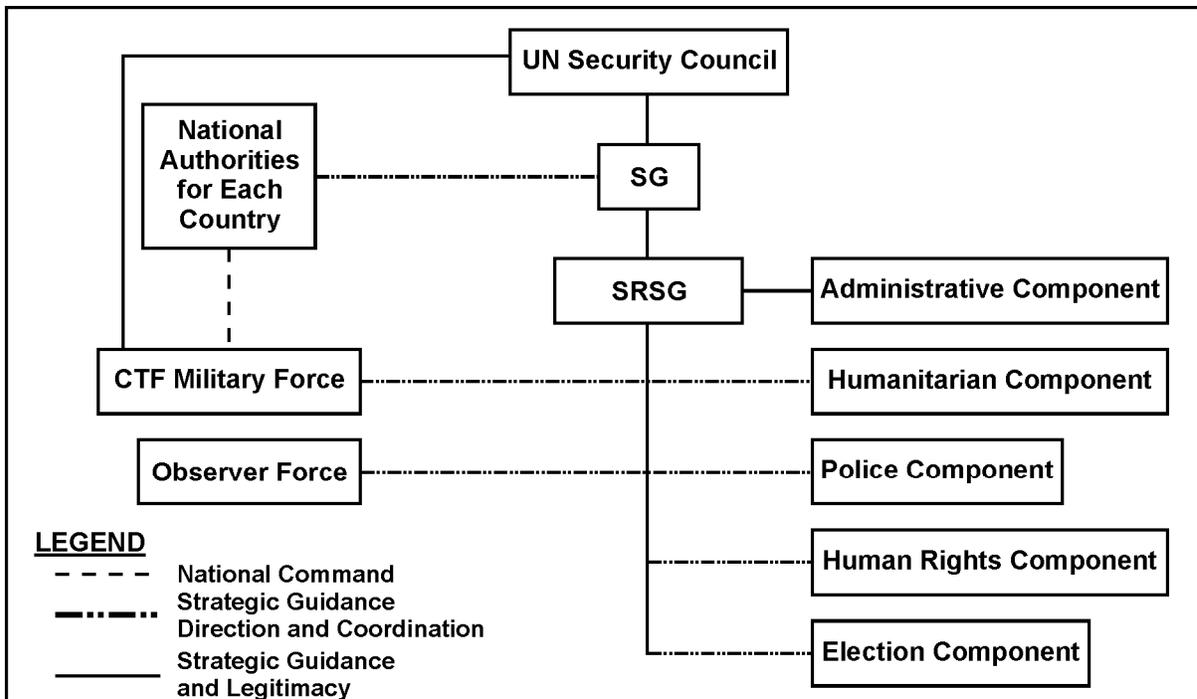


Figure 2-3. UN sponsored and mandated-UN led

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