



ANNEX 3-30 COMMAND AND CONTROL

MULTINATIONAL AND INTERAGENCY CONSIDERATIONS

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Most operations today are not US-only. Many operations involve military forces of allies, and many operations also involve [intergovernmental organizations](#) (IGOs), [nongovernmental organizations](#) (NGOs), and regional organizations. Managing the myriad interrelationships is necessary, but often challenging. In many instances, direct command over these various entities is not possible, and [unity of effort](#) rather than [unity of command](#) becomes the goal.

MULTINATIONAL OPERATIONS

Multinational operations are operations conducted by forces of two or more nations, and are usually undertaken within the structure of a coalition or alliance.

- ★ An [alliance](#) is “the relationship that results from a formal agreement [e.g., a treaty] between two or more nations for broad, long-term objectives that further the common interests of the members.”
- ★ A [coalition](#) is “an arrangement between two or more nations for common action.” Coalitions are formed by different nations with different objectives, usually for a single occasion or for longer cooperation in a narrow sector of common interest.

In a multinational force, the joint commanders become combined commanders; thus, a [joint force commander](#) becomes a combined force commander, a [joint force air component commander](#) becomes a combined force air component commander, etc. Similarly, an [air operations center](#) (AOC) (properly a joint air operations center [JAOC] in joint context) becomes a combined air operations center (CAOC) with representation that, as with a JAOC, reflects the composition of the force.

An important point is that commanders may not have the same defined degree of control over forces (e.g., [operational control](#) [OPCON], [tactical control](#) [TACON], etc.) as in a US-only force; degrees of control may have to be negotiated.

Sometimes, existing non-US controls may be used, as may be encountered in North Atlantic Treaty Organization (NATO) operations by the use of NATO operational command (OPCOM), OPCON, tactical command (TACOM), and TACON; commanders and staff should be aware of the different nuances. Finally, each nation may retain its own [chain of command](#) over its forces and separate [rules of engagement](#); thereby further complicating unity of command. Thus, the challenge in multinational operations

is the effective integration and synchronization of available capabilities toward the achievement of common objectives through unity of effort despite disparate (and occasionally incompatible) command and control (C2) structures, capabilities, equipment, and procedures.

Per Joint Publication (JP) 3-16, Multinational Operations, commanders in multinational operations should consider the following:

- ★ **Respect.** In assigning missions, the commander should consider that national honor and prestige may be as important to a contributing nation as combat capability. All partners must be included in the planning process, and their opinions must be sought in mission assignment.
- ★ **Rapport.** US commanders and staffs should establish rapport with their counterparts from partner countries, as well as the multinational force commander. This requires personal, direct relationships that only they can develop.
- ★ **Knowledge of partners.** US commanders and their staffs should have an understanding of each member of the multinational force. Much time and effort is spent in learning about the enemy; a similar effort is required to understand the doctrine, capabilities, strategic goals, culture, religion, customs, history, and values of each partner.
- ★ **Patience.** Effective partnerships take time and attention to develop. Diligent pursuit of a trusting, mutually beneficial relationship with multinational partners requires untiring, even-handed patience. This is more difficult to accomplish within coalitions than within alliances; however, it is just as necessary.
- ★ **Mission focus.** When dealing with other nations, US forces should temper the need for respect, rapport, knowledge, and patience with the requirement to ensure that the necessary tasks are accomplished by those with the capabilities and authorities to accomplish those tasks. This is especially critical in the security line of operations, where failure could prove to have catastrophic results.
- ★ **Trust and confidence.** Commanders should engage other leaders of the multinational force to build personal relationships and develop trust and confidence. Developing these relationships is a conscious collaborative act rather than something that just happens. Commanders build trust through words and actions.

See JP 3-16 for more complete discussion on multinational operations.

INTERAGENCY COORDINATION

Interagency coordination is “the coordination that occurs between elements of the Department of Defense [DOD], and engaged US Government agencies and departments for the purpose of achieving an objective” Attaining national objectives requires the efficient and effective use of the diplomatic, informational, economic, and

military [instruments of national power](#) supported by and coordinated with those of our allies and various IGOs, NGOs, and regional organizations.

“A large number of civilian agencies and organizations—many with indispensable practical competencies and significant legal responsibilities—interact with the Armed Forces of the United States and its multinational counterparts. Joint and multinational operations must be strategically integrated and operationally and tactically coordinated with the activities of participating USG agencies, IGOs, NGOs, [host nation](#) (HN) agencies, and the private sector to achieve common objectives. Within the context of DOD involvement, **interagency coordination** is the coordination that occurs between elements of DOD and engaged USG agencies for the purpose of achieving an objective. Interagency coordination forges the vital link between the US military and the other instruments of national power. Similarly, within the context of DOD involvement, **interorganizational coordination** is the interaction that occurs among elements of the DOD; engaged USG agencies; state, territorial, local, and tribal agencies; foreign military forces and government agencies; IGOs; NGOs; and the private sector. Successful interorganizational coordination enables the USG to build international and domestic support, conserve resources, and conduct coherent operations that more effectively and efficiently achieve common objectives.” ([JP 3-08, Interorganizational Coordination During Joint Operations](#))

As with multinational operations, C2 is not as straightforward as within a US-only joint force, and unity of effort is the goal.

“Achieving unity of effort requires the application of a comprehensive approach that includes coordination, consensus building, cooperation, collaboration, compromise, consultation, and deconfliction among all the stakeholders toward an objective. An inclusive approach of working closely with stakeholders is often more appropriate than a military C2 focused approach. Taking an authoritative, military approach may be counterproductive to effective interorganizational relationships, impede unified action, and compromise mission accomplishment. Gaining unity of effort is never settled and permanent; it takes constant effort to sustain interorganizational relationships.” ([JP 3-08](#))

See JP 3-08 for complete discussion, including planning, organization, and execution considerations.
