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**FM 100-8**

**The Army  
In Multinational  
Operations**

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**HEADQUARTERS,  
DEPARTMENT OF THE ARMY**

# The Army In Multinational Operations

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## Preface

This manual is a guide for Army commanders and staffs operating in a multinational environment across the full range of military operations. This doctrine for multinational operations takes into account each type of operation and varying political objectives, force compositions, operating areas, and other factors. It also considers general similarities in most multinational operations. Because of the varying compositions and varying political objectives, consensus is extremely difficult to obtain for multinational operations. Harmonization of the multinational force is critical to ensure unity of effort.

FM 100-8 blends key points of Joint Pub 3-16 into its approach to ensure consideration by Army elements of a joint force. This manual addresses the Army's roles and functions within a multinational operation; multinational leadership; command relationships, to include examples of possible command relationships; and, finally, the key functional planning considerations of the multinational commander at the operational and tactical levels of war. The combat functions listed in FM 100-5 provide a guideline for this manual's content. FM 100-8 should be read in conjunction with—

- CJCSM 3500.04.
- Chapter 5 of FM 100-5.
- FM 100-23.

The primary audiences for FM 100-8 are Army forces (ARFOR), Army service component commanders (ASCCs), and other senior leaders and their staffs. The focus is on ARFOR and ASCC responsibilities for conducting operations as part of a multinational force. Information contained herein will help other national forces and other services plan and conduct multinational operations with US Army forces. This doctrine will also assist Army branch schools in teaching multinational army operations.

The proponent for this publication is HQ TRADOC. Send comments and recommended changes directly to Commander, US Army Combined Arms Center, ATTN: ATZL-SWW, Fort Leavenworth, KS 66027.

Unless this publication states otherwise, masculine nouns or pronouns do not refer exclusively to men.

# Introduction

Where commonality of interest exists, nations will enter into political, economic, and/or military partnerships. These partnerships will occur in both 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 alliances and coalitions.

America's interests are global, but its focus is regional, and existing alliances and past coalitions reflect that focus. Alliance participants establish formal, standard agreements for broad and past coalition 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. Present alliances and agreements include the North Atlantic Treaty Organization (NATO); the American, British, Canadian, and Australian (ABCA) Armies Standardization Program; defense and cooperation treaties with Korea and Japan; and the Inter-American Treaty of Reciprocal Assistance.

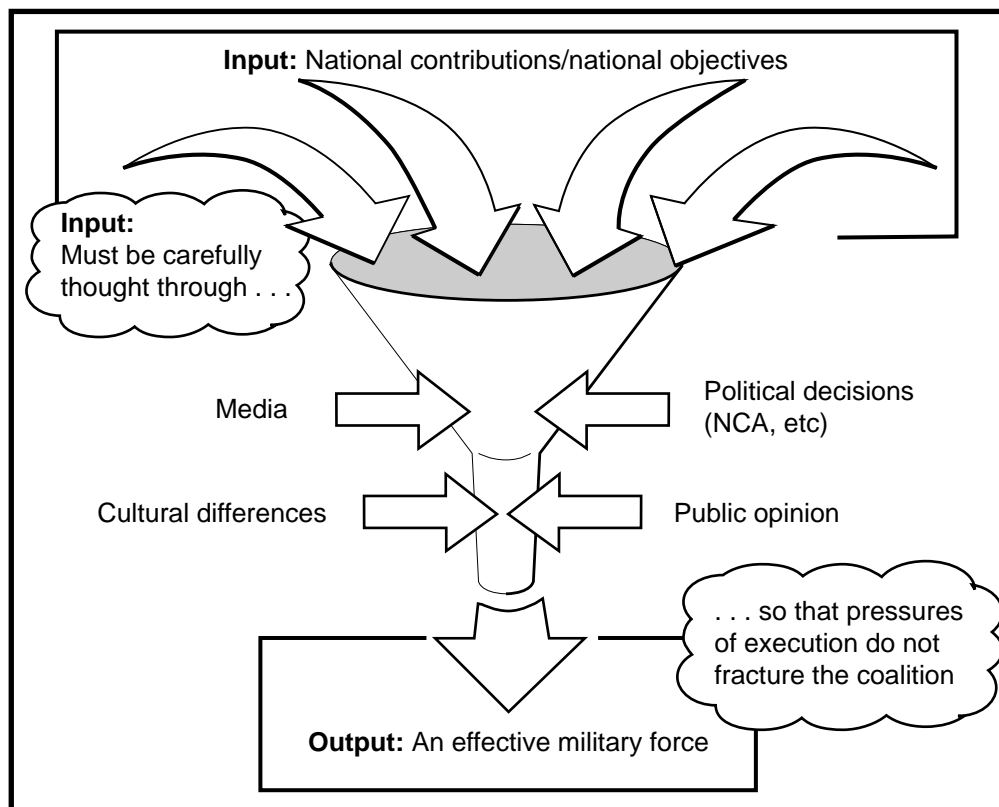


Figure I-1. Coalition Building

While alliances form the basis for responding to a variety of regional threats, new coalitions, such as Operation Desert Shield in August 1990, emerge to meet future 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, 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, such as those that prompted previous military operations, will continue to be widespread. The precise role of land forces in these operations will vary according to each political and military situation. US 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, and soldiers on the ground are a clear demonstration of political resolve.

The United States' strategic principal of collective security caused the United States 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 and nongovernmental agencies, other services, and international agencies. The other reason the United States conducts such operations is that rarely can one nation go it alone. Participating national contingents, nongovernmental organizations (NGOs), and private voluntary organizations (PVOs) bring certain unique core competencies. This blending of capabilities and political legitimacy makes certain operations possible that the US could not or would not conduct unilaterally.

## Chapter 1

# Fundamentals

*Politics can have a fundamental impact on military operations, particularly when the cooperation of many nations is required for success. The interaction of multiple Clausewitzian trinities of governments, peoples, and militaries creates a changeable and fragile partnership that can be fractured if the interests of individual nations are threatened.*

Wayne Danzik, *Coalition Forces in the Korean War*

*Even the soldiers of a Democracy cannot always understand the reasons back of strategic situations. Political and military reasons are worked out in cabinets and general staffs and soldiers obey orders.*

Newton D. Baker, Secretary of State under  
President Woodrow Wilson

Multinational operations include military forces from different nations. These operations are normally interagency operations. Conducting operations with foreign military partners, like operations with civilian partners, is uncommon to many soldiers, so a clear understanding of this different environment is necessary. This chapter provides the fundamental background that units will face when conducting multinational operations. US forces are increasingly more involved in United Nations (UN) operations and must plan accordingly.

The majority of US peace operations will be part of a UN peace operation. Their multinational character merits particular attention because national interests and organizational influence may compete with doctrine and efficiency. Consensus is painstakingly difficult, and solutions are often national in character. Commanders can expect contributing nations to adhere to national policies and priorities, which at times complicates the multinational effort.

UN-sponsored operations normally employ a force 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. While the force commander conducts day-to-day operations with fairly wide discretionary powers, he refers all policy matters to the special representative or secretary general for resolution. FM 100-23 is an excellent reference for UN operations.

## OPERATIONS

*Multinational operations* is the overarching collective term to describe military actions conducted by forces of two or more nations, typically within the structure of a coalition or alliance. If that operation takes place within the NATO or Combined Forces Command (CFC) in Korea, it is an *alliance*