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## CHAIRMAN OF THE JOINT CHIEFS OF STAFF INSTRUCTION



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### MULTINATIONAL STRATEGY AND OPERATIONS GROUP

References: See Enclosure C.

1. Purpose. This instruction supports the activities of the Multinational Strategy and Operations Group (MSOG), a key senior operator/planner-led multinational forum for the United States and selected multinational partners that addresses contemporary strategic and operational interoperability risks and challenges. MSOG activities influence the development of operational practices that enable more effective and aligned coalition operations. This instruction formalizes Joint Staff participation in this group and assigns responsibilities for supporting the MSOG and action officer Multinational Working Groups (MWGs).
2. Superseded/Cancellation. Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 3165.01C, "Multinational Interoperability Council," 14 January 2013, is hereby superseded.
3. Applicability. This instruction applies to the Joint Staff.
4. Policy. Interoperability with multinational partners and in coalition operations is in the best interests of the U.S. Armed Forces. This policy is enunciated in various international agreements and policy documents. The level of interoperability to be achieved cannot be ascertained within a general statement of policy.
  - a. Chairman of the Joint Chiefs of Staff (CJCS) policy encourages the Joint Staff, Combatant Commands, Services, Defense Agencies, and other Department of Defense (DoD) activities to participate in multinational organizations with the objective of enhancing national security as expressed in the National Security Strategy and the supporting National Military Strategy.

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b. The degree of military interoperability achieved is subject to resource, technical, and policy considerations.

c. Enhancing the planning and execution of multinational military operations is a key objective.

d. Coalition and multinational interoperability is a continuing challenge that could be enhanced via multinational forums such as the MSOG.

5. Definitions. See Part III of the Glossary.

6. Responsibilities. See Enclosure A.

7. MSOG Description. See Enclosure B.

8. Summary of Changes. Key changes in this instruction include the following:

a. Changes the name of the Multinational Interoperability Council to the Multinational Strategy and Operations Group (MSOG).

b. Removes references to Standing and Directed Multinational Interoperability Working Groups.

c. Adds references to ad-hoc MWGs.

d. Changes references to the Director for Operations, Joint Staff to the Director for Strategy, Plans, and Policy, Joint Staff (DJ-5) and changes references to the J-3 Deputy Director for Regional Operations to the J-5 Deputy Director for Transregional Threats Coordination Cell (DDT2C2)/Multinational Operations Division (MOD).

9. Releasability. UNRESTRICTED. This directive is approved for public release; distribution is unlimited on the Non-Secure Internet Protocol Router Network (NIPRNET). DoD Components (including the Combatant Commands), other Federal Agencies, and the public may obtain copies of this directive through the Internet from the CJCS Directives Electronic Library at <<http://www.jcs.mil/library>>. Joint Staff activities may also obtain access via the Secure Internet Protocol Router Network (SIPRNET) directives Electronic Library Web sites.

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10. Effective Date. This INSTRUCTION is effective upon receipt.

For the Chairman of the Joint Chiefs of Staff:



GLEN D. VANHERCK, Maj Gen, USAF  
Vice Director, Joint Staff

Enclosures:

- A—Responsibilities and Support
- B—Multinational Strategy and Operations Group
- C—References
- GL—Glossary

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## ENCLOSURE A

### RESPONSIBILITIES AND SUPPORT

1. Guidance. The Joint Staff will support the MSOG (reference a) and provide subject-matter experts/staff officers to the ad-hoc MWGs, subject to resource considerations.

2. Office of the Under Secretary of Defense for Policy (OUSD(P)). OUSD(P) is responsible for authorizing the negotiation and conclusion of all categories of international agreements (unless otherwise specified).

3. Joint Staff

a. Director for Strategy, Plans, and Policy, Joint Staff (DJ-5). The DJ-5 is the U.S. MSOG Principal and Chair.

b. J-5 Directorate. The MSOG Principals generally meet on a biannual basis (twice a year). The J-5 directorate is responsible for funding and hosting the November MSOG Principals meeting in Washington, D.C. The MSOG's other biannual Principals meeting is funded and hosted on a rotational basis by the other MSOG member nations.

c. J-5 DDT2C2/MOD. The J-5 DDT2C2/MOD provides day-to-day support and direction for ensuring all MSOG actions are pursued and completed across the Joint Staff. J-5 DDT2C2/MOD duties include the following:

(1) Provides a representative to the MSOG Steering Group (SG).

(2) Provides day-to-day oversight and staff support for the MSOG Secretariat (MSOG Sec).

(3) Coordinates the MSOG's activities with Combatant Commands, the Office of the Secretary of Defense, and other Joint Staff directorates, as appropriate, and actively solicits their support of and participation in the MSOG and ad-hoc MWGs.

(4) Serves as Lead Agent for Joint Publication (JP) 3-16, "Multinational Operations" (reference b).

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d. J-2 Directorate. J-2 will support the MSOG and ad-hoc MWGs, as required, by providing guidance and policy advice on coalition and multinational intelligence issues impacting contemporary strategic and operational interoperability challenges and risks. This enables more effective and aligned coalition operations and representation on or support to an appropriate ad-hoc MWG, when requested.

e. J-3 Directorate. J-3 will support the MSOG and ad-hoc MWGs, as required, by providing guidance and advice on contemporary strategic and operational interoperability challenges and risks to influence the development of operational practices to enable more effective and aligned coalition operations; providing guidance and advice on evolving doctrine trends at the military strategic/operational level; strategic and operational guidance concerning the North Atlantic Treaty Organization (NATO), multinational, and other treaty organizations; providing advice to the MSOG on issues and procedures related to the disclosure of unclassified and classified military information in accordance with National Disclosure Policy to MSOG member nations; and providing representation on an appropriate ad-hoc MWG, when requested.

f. J-4 Directorate. J-4 will support the MSOG and ad-hoc MWGs, as required, by providing guidance and policy advice on addressing coalition and multinational logistics issues that affect contemporary strategic and operational interoperability challenges and risks to influence the development of operational practices to enable more effective and aligned coalition operations. J-4 will also provide representation on or support to an appropriate ad-hoc MWG, when requested.

g. J-6 Directorate. J-6 will support the MSOG and ad-hoc MWGs, as required, by providing guidance and policy advice on coalition and multinational communication interoperability issues affecting contemporary strategic and operational interoperability challenges and risks to influence the development of operational practices to enable more effective and aligned coalition operations. It will also provide representation on an appropriate ad-hoc MWG, when requested.

h. J-7 Directorate. J-7 will support the MSOG and ad-hoc MWGs, as required, by providing guidance and policy advice on the development of future concepts for coalition operations by identifying opportunities for multinational collaboration in advanced developmental concepts; providing guidance and policy advice on multinational policy and doctrine for potential coalition

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operations; providing advice on emerging multinational policy and doctrine trends at the military strategic/operational level; providing policy guidance concerning NATO, multinational, and other treaty organizations; and providing representation on an appropriate ad-hoc MWG, when requested.

i. Combatant Commands. Combatant Commanders will encourage support of MSOG activities and initiatives by promoting the MSOG and its products as positive instruments to foster improved military interoperability between lead nations, coalition partners, and other friendly nations; identifying opportunities for, and impediments to, improving contemporary strategic and operational interoperability challenges and risks of the Armed Forces of the United States with those of partner nations, coalition partners, and other friendly nations; and promoting, leveraging, supporting, and participating in ad-hoc MWG meetings if/when they are held in the proximity of their command.

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## ENCLOSURE B

### MULTINATIONAL STRATEGY AND OPERATIONS GROUP

1. Background. The Multinational Strategy and Operations Group (MSOG) was formed in 1996 to provide an operator's perspective and oversight of coalition interoperability. Its purpose is to facilitate coalition building, sustainment, and information sharing through the closest practical cooperation among our lead nation capable allies and partners. Addressing coalition/multinational interoperability challenges and requirements from a lead nation's perspective on an ongoing basis provides commanders with a commonality of aim baseline for rationalization, standardization, and interoperability, but not to the same degree as an alliance (reference b).
2. Definition. The MSOG, led by member nations' senior operation/plans officers, is composed of countries that are most likely to form, lead, and/or participate in a coalition and/or multinational operation. MSOG member nations—Australia, Belgium, Canada, Denmark, France, Germany, Italy, the Netherlands, New Zealand, Norway, Spain, the United Kingdom, and the United States—candidly and objectively discuss interoperability issues and contemporary strategic and operational interoperability risks and challenges facing their nations individually and collectively in building, leading, and supporting coalition and multinational operations. A significant benefit of this forum is the invaluable level of trust and camaraderie cultivated between the Principals and the MSOG member nations' representatives, which further encourages and promotes national efforts in coalition and multinational operations.
3. Purpose. The MSOG's purpose is to provide a unique senior operator/planner-led multinational defense organization forum to understand and address contemporary strategic and operational risks and challenges in order to influence the development of operational practices and enable more effective and aligned coalition operations. The MSOG represents the collective interests of the member nations and sets the stage to more quickly combine mission partners and harmonize capabilities.
4. Scope
  - a. The MSOG provides a venue to exchange relevant information across national boundaries to support the Warfighter in coalition and multinational operations. The group's areas of interest have expanded beyond information

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interoperability to cover other strategic and operational interoperability issues, including interagency coordination and the comprehensive approach (also referred to as the whole-of-government approach). These activities are targeted to positively impact coalition operations across the lines of development (doctrine, organization, training, materiel, leadership, personnel, and facilities). The MSOG avoids duplication of effort and ensures delivery of coherent and cohesive products to influence the development of operational practices and enable more effective and aligned coalition operations.

b. The MSOG is designed to complement the Countering Violent Extremist Organization (C-VEO) Framework Chiefs of Defence (FW CHODs) organization, which consists of the same 13 nations as the MSOG. The FW CHODs meeting focuses on all military aspects of C-VEO. The MSOG addresses global force management and strategic coordination issues related to global challenges and risks. It also supports the FW CHODs by delivering strategic assessments and recommendations to FW CHODs-directed issues. The FW CHODs and MSOG meetings are synchronized so that FW CHOD outputs are fed into the MSOG for product deliverable input back to the FW CHODs.

5. Authority. The MSOG Principals and other national representatives to the MSOG and ad-hoc MWGs express their nation's coordinated national positions on multinational interoperability issues and contemporary strategic and operational risks and challenges to more effectively align coalition operations to the extent practical, in accordance with their national laws, and recognizing that the MSOG is a non-binding, informal, deliberative multinational forum. Formal approval and implementation of measures agreed to and endorsed by the MSOG will be the responsibility of the member nations and their national staffs.

6. Organization. The MSOG is led by Principals who are senior flag/general officers from the operations/plans branch of their nations' national defense staffs. The Principals meet twice a year, or more frequently if needed, for senior operator/plans discussions and to provide oversight and leadership in managing, responding to, and approving the MSOG's work.

a. Multinational Working Groups (MWGs). Most of the MSOG's work is performed by MWGs, which are all ad-hoc organizations. MWGs explore coalition and multinational operations and interoperability issues, identify solutions, and prepare prioritized recommendations for the MSOG Steering Group (SG) and the MSOG Principals.

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(1) Ad-hoc MWGs consist of O-5 and O-6 action officer-level participants from each member nation's national staff. MSOG Principals direct the formation of ad-hoc MWGs to address a specific or a group of specific tasks. They are time-limited MWGs with an expected duration of 12 months, and their continuation will be reviewed annually.

(2) MWGs take a task-oriented approach to resolving issues impeding coalition and multinational operations and may work independently or in collaboration with other MWGs and organizations as appropriate. Additionally, MWGs, through analysis of national positions across the lines of development, inform and enhance the effectiveness and efficiency of coalition building and operations. The MSOG SG approves and the MSOG Principals endorse the MWG's work plans.

(3) MWG representatives coordinate within their national defense staffs to represent their nation's position during MWG deliberations. Other staff members from various national agencies of member nations' defense staffs may support their country's representative and attend MWG meetings as needed.

b. MSOG Steering Group (SG). The MSOG SG consists of O-6 level representatives from each member nation. It provides regular oversight and management for the activities of the MWGs, executes tasks assigned by the MSOG Principals, and serves as the executive body representing the MSOG member nations and MSOG Principals when an MWG session is convened. The MSOG SG is responsible for analyzing the progress of the work being performed by the MWGs, setting the agenda and strategy for the MWG meetings in coordination with the MWG Chairman, directing the MWG, and making recommendations to the MSOG Principals as appropriate. The J-5 DDT2C2/Secretariat Chief is the U.S. SG representative and provides day-to-day oversight of and staff support for the MSOG Secretariat (Sec).

c. MSOG Secretariat (Sec). The MSOG Sec is responsible for executing the MSOG's outreach and engagement plan as directed by the MSOG Principals. It coordinates the day-to-day activities of the MSOG and MWGs and serves as the group's central point of contact. Additionally, the MSOG Sec provides administrative support to the biannual MSOG Principals' meetings and any MWG meetings. Twelve non-U.S. officers from other MSOG member nations are assigned full time to the MSOG Sec (references c, d, and e).

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(1) The MSOG Sec corresponds and communicates directly with MSOG SG and MWG members on current matters of interest and with the combined multinational organizations staffs:

- (a) American, British, Canadian, Australian, and New Zealand Armies' Program (ABCANZ).
- (b) Air and Space Interoperability Council (ASIC).
- (c) Australia, Canada, New Zealand, United Kingdom, United States (AUSCANNZUKUS) Maritime Information Warfare Organization.
- (d) Combined Communications-Electronics Board (CCEB).
- (e) Coalition Interoperability Assurance and Validation (CIAV).
- (f) Federated Mission Networking (FMN).
- (g) International Computer Network Defense (CND) Working Group (ICCWG).
- (h) Multinational Planning Augmentation Team (MPAT).
- (i) Multinational Capability Development Campaign (MCDC).
- (j) NATO.
- (k) Quintilateral Logistics Forum (QLF).
- (l) The Technical Cooperation Program (TTCP) on matters of mutual interest.

(2) The MSOG Sec maintains the official repository for all MSOG correspondence, records, and documents.

d. The Multinational Interoperability Council, or MIC (precursor to the MSOG), ABCANZ, ASIC, AUSCANNZUKUS, CCEB, CIAV, ICCWG, MCDC, and TTCP multinational organizations signed a statement of cooperation (SOC) agreement for a coordinated and cooperative approach to issues of mutual interest and concern to two or more of the multinational organizations. The

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multinational organizations encourage coordination of effort to enhance allied interoperability, with a goal of reducing unnecessary duplication of effort on issues of common interest to two or more of the organizations. Participation in joint activities is voluntary. The multinational organizations support the exchange of information on current or proposed tasks. They agree that the outcomes and recommendations from joint cooperative activities will be freely available for consideration and implementation by all organizations, if appropriate, whether or not they were active participants in the activity. The SOC is non-binding in law and remains in force with the mutual agreement of the MSOG and the other organizations.

(1) The CCEB and MIC signed a bilateral SOC agreement to coordinate and cooperate on issues of mutual interest and concern to the two multinational organizations. The SOC is non-binding in law and remains in force with the mutual agreement of the CCEB and MSOG organizations.

(2) The MPAT and MIC signed a bilateral SOC agreement to coordinate and cooperate on issues of mutual interest and concern to the two multinational organizations. The SOC is non-binding in law and remains in force with the mutual agreement of the MPAT and MSOG organizations.

7. Membership. MSOG member nations are nations that are most likely to form, lead, or participate in a coalition operation. Membership is not meant to be exclusionary. However, a smaller group favors practicality to attain goals and accomplish tasks. The criteria for membership are as follows:

a. Demonstrated competence and capability to lead or participate in a coalition and multinational operation, evidenced by leadership and involvement in recent regional or global coalition operations.

b. Demonstrated willingness to commit resources to leading and/or supporting coalition operations.

c. Demonstrated competence and knowledge of coalition and multinational operations.

d. Willingness to commit sufficient personnel and resources to participate fully in all MSOG and MWG meetings, demonstrated as follows:

(1) Designation of a senior general/flag officer from their national staff to serve as their MSOG Principal and senior national representative.

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(2) Designation of an appropriate Colonel or equivalent to serve as their national representative to the MSOG SG (the Colonel or equivalent executive-level oversight and executive steering working group for the MSOG).

(3) Designation of an appropriate Colonel/Lieutenant Colonel or equivalent national representative to support each of the MWGs. Support includes attending MWG meetings as well as working specific MSOG and MWG-related tasks and action items between meetings.

(4) Demonstrated willingness and desire to exchange classified military information at the strategic, operational, and tactical levels (as required) with all other MSOG nations. This includes agreement to abide by the MSOG Information Exchange Memorandum of Understanding. The exchange of military information is a fundamental requirement of membership.

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## ENCLOSURE C

### REFERENCES

- a. Director, Joint Staff memorandum, "Multinational Interoperability Council," 10 March 2000
- b. JP 3-16, "Multinational Operations," 1 March 2019
- c. DoD Directive 5530.3, "International Agreements," 11 June 1987
- d. CJCSI 2300.01 Series, "International Agreements"
- e. CJCSI 2700.01 Series, "Rationalization, Standardization, and Interoperability (RSI) Activities"

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## GLOSSARY OF TERMS AND ABBREVIATIONS

### PART I—ABBREVIATIONS AND ACRONYMS

ABCANZ	American, British, Canadian, Australian and New Zealand Armies' Program
ASIC	Air and Space Interoperability Council
AUSCANNZUKUS	Australia, Canada, New Zealand, United Kingdom, and United States
CCEB	Combined Communications-Electronics Board
C-E	communications-electronics
CHOD	Chief of Defence
CIAV	Coalition Interoperability Assurance and Validation
CJCS	Chairman of the Joint Chiefs of Staff
CJCSI	Chairman of the Joint Chiefs of Staff instruction
CND	Computer Network Defense
C-VEO	countering violent extremist organization
DDT2C2	Deputy Director for Transregional Threats Coordination Cell
DJ-5	Director for Strategy, Plans, and Policy, Joint Staff
DoD	Department of Defense
FW CHODs	Framework Chiefs of Defence
ICCWG	International CND Coordination Working Group
ISR	intelligence, surveillance, and reconnaissance
IW	information warfare
JP	joint publication
MCDC	Multinational Capability Development Campaign
MSOG	Multinational Strategy and Operations Group
MSOG Sec	Multinational Strategy and Operations Group Secretariat

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MOD	Multinational Operations Division
MPAT	Multinational Planning Augmentation Team
MWG	Multinational Working Group
NATO	North Atlantic Treaty Organization
OUSD(P)	Office of the Under Secretary of Defense for Policy
QLF	Quintilateral Logistics Forum
SOC	statement of cooperation
TTCP	The Technical Cooperation Program

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## PART II—ORGANIZATIONS, PROGRAMS, AND WORKING GROUPS

American, British, Canadian, Australian, and New Zealand Armies' Program (ABCANZ). ABCANZ optimizes interoperability through cooperation and collaboration in the continuous pursuit of standardization and mutual understanding to integrate the capabilities of the ABCANZ armies in coalition operations. The ABCANZ member nations are Australia, Canada, New Zealand, the United Kingdom, and the United States.

Air and Space Interoperability Council (ASIC). ASIC, formerly the Air Standardization Coordinating Committee, is an international organization that has been working for five air forces (Australia, Canada, New Zealand, the United Kingdom, and the United States) since 1948 to improve coalition aerospace power effectiveness in both peace and war.

AUSCANNZUKUS Maritime Information Warfare (IW) Organization. The AUSCANNZUKUS Maritime IW Organization delivers battle-winning maritime electronic warfare, ISR, and cyber interoperability and fosters knowledge sharing that enables the Warfighter to successfully complete missions across the spectrum of joint and combined operations.

Combined Communications-Electronics Board (CCEB). The CCEB is a five-nation joint military communications-electronics (C-E) organization whose mission is the coordination of any military C-E matter that is referred to it by a member nation. The member nations of the CCEB are Australia, Canada, New Zealand, the United Kingdom, and the United States.

Coalition Interoperability Assurance and Validation (CIAV). CIAV is an international coalition of multiple nations that actively addresses information-sharing issues among the coalition members. The organization consists of operational and technical subject-matter experts who are skilled in decomposing coalition mission thread requirements and operational activities to identify the critical information exchange requirements necessary to attain mission-based interoperability and improve information sharing among coalition partners.

International Computer Network Defense (CND) Coordination Working Group (ICCWG). The ICCWG is composed of information assurance (IA)/CND military representatives from Australia, Canada, New Zealand, the United Kingdom, and the United States. The role of the ICCWG is to facilitate the conduct of multilateral IA/CND operations and information sharing to achieve mutually assured national defense information networks.

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Multinational Capability Development Campaign (MCDC). The MCDC is a Joint Staff J-7-led initiative made up of 24 partner nations and international government organizations that aims to develop and assess non-materiel force development solutions through collaborative multinational efforts, with a community that consists of military, public, private, and academic resources and infrastructures. It is designed to meet present and future operational needs associated with conducting joint multinational and coalition operations, and contributes to multinational interoperability by identifying and evaluating potential solutions to identified coalition capability gaps. It is a recognized NATO Tier 1 Smart Defense program with an ever-expanding community membership.

Multinational Planning Augmentation Team (MPAT). The MPAT is a cooperative multinational effort to facilitate the rapid and effective establishment and/or augmentation of a multinational task force headquarters. The MPAT provides responsive coalition/combined expertise in crisis action planning. It includes a cadre of multinational military planners from nations with interests in the Asia-Pacific region capable of rapidly augmenting a multinational force headquarters established to plan and execute coalition operations in response to small-scale contingencies and military operations other than war. MPAT objectives are to improve speed of multinational response, improve multinational force interoperability, increase coalition task force effectiveness, and promote closer unity of effort.

Quintilateral Logistics Forum (QLF). The QLF consists of the joint logistics Principals of Australia, Canada, the United Kingdom, New Zealand, and the United States. It pursues collaboration and harmonization of effort to deliver capabilities to improve the effectiveness and efficiency of logistics support to coalition operations.

The Technical Cooperation Program (TTCP). TTCP is an international organization that collaborates in defense scientific and technical information exchange; program harmonization and alignment; and shared research activities for the following five nations: Australia, Canada, New Zealand, the United Kingdom, and the United States.

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## PART III—DEFINITIONS

The following recommended definitions are found in JP 1-02, “DoD Dictionary of Military and Associated Terms.”

Coalition: An arrangement between two or more nations for common action.

Interoperability: The ability to operate in synergy in the execution of assigned tasks.

Multinational: Between two or more forces or agencies of two or more nations or coalition partners.

Multinational Operations: A collective term to describe military actions conducted by forces of two or more nations, usually undertaken within the structure of a coalition or alliance.

Rationalization: Any action that increases the effectiveness of allied forces through more efficient or effective use of defense resources committed to the alliance. Rationalization includes consolidation, reassignment of national priorities to higher alliance needs, standardization, specialization, mutual support or improved interoperability, and greater cooperation. Rationalization applies to both weapons and/or materiel resources and non-weapons military matters.

Standardization: The process by which the DoD achieves the closest practicable cooperation among the Services and DoD Agencies for the most efficient use of research, development, and production resources, and agrees to adopt on the broadest possible basis the use of:

- a. Common or compatible operational, administrative, and logistic procedures;
- b. Common or compatible technical procedures and criteria;
- c. Common, compatible, or interchangeable supplies, components, weapons, or equipment; and
- d. Common or compatible tactical doctrine with corresponding organizational compatibility.

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