

## **FUNCTION OF THE HOST NATION SUPPORT AS AN ELEMENT OF THE STATE'S SECURITY**

**Zygmunt Spychała**

**Abstract.** The article looks at issue of the “host nation support” as an element affecting national security, and makes an indication to the national economic and defense potential for use in the HNS. The importance of international cooperation, especially in the Allied system, is effective in adjusting of Polish defense system for the tasks of HNS. It shows the Polish way of integrating within NATO from the preparation of structures, normative documents including the Doctrine of the HNS, as well as practical exercises in problem solving of HNS. The article also recalls the “Catalogue of Possibilities” – showing the capabilities of Poland in HNS, a document submitted to the key institutions of NATO and of the National Representatives of NATO at SHAPE, showing scope, application and fundamental principles of program state support. It presents HNS planning tasks by its major participants and shows the responsibility of the state for the organization, as well as discusses the specific tasks in the preparation of the military structures to perform the tasks. It shows HNS as being essential in complementing the opportunity to strengthen the alliance forces in operational planning and contingency plans, and specific support implemented for NATO forces and institutions based in Poland. Finally, the article stresses the importance of support functions of the host nation as part of national security.

Today's security challenges dictate the need for a comprehensive state approach to this area. The importance of international cooperation is growing, especially in the Allied system. The impact of non-military factors, mainly economic and social, is increasing. Nation's state of the economy is significantly related to its safety. Economic basis of security and defense require its perception in national and allied relations. National economic potential and defense creates opportunities for its use, if necessary, in both national and allied system. It is obvious that a strong economy translates into a strong state, but mechanisms are needed to best use their resources for national defense and one of these elements is the HNS.

The condition for achieving the strategic goals is to use the full range of available political, economic, military and diplomatic instruments and measures. Blurring of distinctions between internal and external aspects of national security requires a holistic approach. It is important to maximize the opportunities of Polish NATO and European Union membership and a partnership with the United States. You have to consistently implement measures to strengthen security of the state and its citizens and improve conditions for development of the society. Achieving the

objectives and the strategic concept of national security will be done in conjunction with political, economic, military and other projects involving public administrations, NGOs and citizens.

For Poland, the North Atlantic Treaty Organization is the most important form of multidirectional cooperation in the political-military dimension of security and a pillar of stability on the continent, in addition to being the main body of the transatlantic relationship. The priority remains to increase NATO's ability to perform its basic functions – the creation of collective defense and the development potential of the plane of the NATO consultations on crisis prevention and stabilization operations. It also acknowledges the need to improve the Alliance's ability to combat non-traditional threats, including those caused by terrorism and other asymmetric threats and dangers arising from the proliferation of weapons of mass destruction. Poland supports NATO's continuing military transformation. It supports the selective involvement in stabilization missions in the world, however, provided that the Alliance has credible potential and full capacity for collective defense of member states, as well as consideration of non-European NATO activity on the course, speed and cost of upgrading and transforming of the allied nations armed forces including Poland<sup>1</sup>.

### **Polish road to HNS**

Referring to the evolution of the development of NATO doctrine, and the possible use of HNS in the activities of its allies, we can in the context of time simply talk about a "revolution" in the field. Over the years, was published the second edition of AJP-4.5(A), which is at the second level in the joint doctrine hierarchy and supports, in particular, the principles and policies contained in MC 319/1<sup>2</sup>, NATO Principles and Policies for Logistics, MC 334/1<sup>3</sup>, NATO Principles and Policies for Host Nation Support, and the generic HNS guidance contained in AJP-4(A), *Allied Joint Logistic Doctrine*. The Working Group has drawn upon the experience gained from NATO's involvement in operations in the Balkans, the planning for contingency operations in Greece, Norway and Turkey, and exercises involving the emerging Combined Joint Task Force (CJTF) and Multinational Joint Logistic Centre (MJLC) concepts.

It should be noted that during the first serious test of the HNS, which was to provide host nation support for the armed forces of NATO and Partnership for Peace, during the exercise *STRONG RESOLVE – 2002*, Poland welcomed troops practicing with the task of implementing support for HNS on its territory. HNS Tasks for troops

---

<sup>1</sup> National Security Strategy of the Republic of Poland – Warsaw 2007.

<sup>2</sup> MC 319/1, NATO Principles and Policies for Logistics, 15 Dec 1997.

<sup>3</sup> MC 334/1, NATO Principles and Policies for Host Nation Support (HNS), 04 Sep 2000.

participating in Exercise *STRONG RESOLVE – 2002*, arising from contracts and agreements between the 22 states and NATO Commanders were fully implemented, most of which receiving a very good score. The scenario of the exercise conducted was a difficult test of readiness to perform the task as the host nation. However, most of the tasks performed by the HNS Polish side in this exercise were based only on the military forces and means. A truly complete support should consist of a broad commitment of forces around the country as the name HNS states.

The National Security Strategy of the Republic of Poland (RP) as the official interpretation, defines the strategic objectives of RP in the field of security. It shows us the need to develop and use all their potential capabilities of forces and means to assist the host nation as part of strengthening the capacity for collective defense of member states. Situation brought on at the beginning of the twenty-first century suggests that there should be special emphasis on taking into account the variability of the dynamics of development process of strengthening military security, and its peculiar evolution. Therefore, you must have efficient mechanisms for keeping pace with these processes also in the field of HNS and predict the possible situations in view of threats, regardless of the source of origin. The conclusions of monitoring threats and military crises and possibilities of improving the function of the HNS should cover all areas of state activity.

The process of adjusting the Polish defense system for the tasks of the HNS initiated projects resulting from the implementation of the Objective Force TG 4123 – *Host Nation Support*. HNS issues have been given high importance, which was reflected in the work undertaken in order to build a system of HNS. For its realization it was necessary to involve both the Ministry of Defense and civilian departments. Major decisions in this regard have been made at a meeting of the Council of Ministers on 17 and 18 July 2001. Records contained in the Protocol No. 28/2001-10-23 were developed from a “Concept of performance by the Minister of National Defense and other government bodies and local government responsibilities under the duties of host-nation support for the allied troops on Polish territory and the *Polish Republic Security Strategy of 2000*”.

In the years 2001-2009 a significant number of laws and regulations were implemented, regulating the HNS in preparation for national defense. The initial organizational document of HNS in the Ministry of Defense was *The concept of performance by the Defense and other government bodies of tasks arising from the obligations of the host nation*. The next step in the process of organizing the HNS system in Poland, was the signing Decision No 260/MOD Minister of Defense on 25 October 2001 on the implementation of the Ministry of Defense concepts which carry out the tasks arising from obligations of the host nation and the sending nation (HNS)<sup>4</sup>.

---

<sup>4</sup> “Defense Journal” No. 19, dated 16 November 2001 (pos. 167, as amended).

One form of regulation establishing policies to promote the HNS was overall agreement between the Government of the Polish Republic and the Supreme Headquarters Allied Powers in Europe and NATO Supreme Allied Command Transformation, on the provision of Host Nation Support for NATO operations carried out on Polish territory – Council Resolution Ministers No. 200/2005 of 28.07.2005.

The agreement was a milestone in the construction of HNS system in the international arena concluded in October 2005 with a Standing HNS General Agreement between the Government of Poland and NATO Strategic Commands. It is the basis for planning in all HNS operations and exercises conducted by NATO on our territory.

For the purpose of carrying out the tasks HNS developed and implemented a number of doctrinal documents. In addition to the previously mentioned, General Agreement between the Government of the Republic of Poland HNS and the NATO Strategic Commands, a number of EU and NATO documents in the field of HNS were implemented and transferred to the state in form of the doctrine of national HNS – DD/4.5<sup>5</sup> and instructions DD/4.5.1.<sup>6</sup> Next was in accordance with the requirements of the Objective Force EG 4256 – *Capability Catalogue*, depicting the possibility of Polish, the tasks of support issued in 2005 and updated in 2008. This document was submitted to the Institution of Ministry ON, the Ministries of Civil and relevant NATO commands and the National Representatives of NATO at SHAPE.

## **HNS in the System of National Security**

The goal of support to the host nation is to ensure a strengthened effort in the pursuit of the commander of allied forces conducting operations or exercises in the host nation and to achieve an adequate level of efficiency and economic effectiveness of tasks. Implementation includes both stages of welcoming and residence as well as movement of the target armed forces. By becoming a member of NATO, the Republic of Poland has assumed, among others the obligations regarding the transfer of existing rules of cooperation in the alliance to support the allied forces residing in the host nation. One of the forms of practical fulfillment of this obligation is to be prepared, in situations that require activating HNS. To efficiently operate a support system, it is necessary to ensure participation of the host nation's armed forces, public authorities and other entities and institutions.

---

<sup>5</sup> DD/4.5 2005 – Doctrine of the Host Nation Support.

<sup>6</sup> DD/4.5.1(A) 2008 – Conditions, assumptions and procedures the implementation of the tasks of support by the State.

## **Scope, application and HNS tasks**

Host Nation Support – HNS, as defined in MC 334/1 is civil and military assistance during peacetime, emergencies, crisis, and conflicts, rendered by a HN to allied forces and organizations, which are located on, operating in or transiting through the HN's territory. Arrangements between appropriate authorities of HN(s) and SN(s) and/or NATO<sup>7</sup> form the basis of such assistance. Supported by the Host Nation is equally available during the operation according with article 5 or beyond Article 5 of the Washington Treaty. Detailed information is contained in the doctrine and instructions DD/4.5 DD/4.5.1.

NATO countries, including Poland, performing the tasks of the host nation is obliged to take all possible measures to provide support to the Alliance troops, moving through, or performing tasks on the territory of the host nation. HNS is not the exclusive domain of the military, but it applies to the entire defense system of the State, all its structures and levels of government, as well as existing legislation. The scope of the tasks of support by the state of the host is strictly dependent on the agreed level of benefits, and this in turn is conditioned by the nature and scale of operations of allied forces.

The support provided in peacetime, especially during a joint exercise of allies, if there is a need for a transit of Allied forces through Poland territory, in large part will be implemented by military units, including the potential for logistical Armed Forces, command of the armed forces with specific support of the Inspectorate of the Armed Forces and the General Staff of Polish Army. Depending on your needs, the organization and provision of support will also involve non-military structures of the state defense system and businesses, providing services on the basis of civil contracts.

In a period of external threats to national security when benefits stemming from the agreements and laws are fundamentally changing the basis of preparation and implementation of defensive action, and the Armed Forces carry out their specific tasks, the main burden of the tasks performed by the host nation will be borne by the non-military cell defense system of the state. Organizational planning activities will be implemented by the military system, and in direct support of allied forces military units may also participate, including the logistic potential of the Polish Armed Forces.

Responsibility for the security forces led to the execution of tasks within the alliance and multinational operations, shall be borne by the sending nation. Support under the HNS is merely added to the security, and its size will depend on the host nation. The actual extent of support offered by the HNS is the subject of bilateral negotiations, which end with the signing of appropriate agreements<sup>8</sup>.

---

<sup>7</sup> AJP-4.5 (A) Host Nation Support Doctrine & Procedures.

<sup>8</sup> Technical Agreement and Joint Implementation Agreement.

## **Basic principles of the host nation support**

Implementation of the tasks arising from the function of the host nation and the sending nations gives the following principles<sup>9</sup>, developed on the basis of experience gained from operations and exercises conducted by the Allies:

- the principle of collective responsibility,
- the principle of protection of resources,
- the principle of sovereign powers,
- the principle of mutual cooperation,
- the principle of coordination,
- the principle of saving resources,
- the principle of transparency in resource-sharing,
- the principle of reimbursement.

## **Scheduling HNS**

HNS planning must be fully integrated with operational planning and logistics. HNS planning is done long term to ensure that commanders of NATO and to the host nation can negotiate in the elaboration of the Memorandum of Understanding (MOU), Technical Agreement (TA) and the recognition of expenses in the appropriate budget planning. Planning HNS within the overall concept of a transaction, or exercise, is closely coordinated between the planners NATO commands, the host nation and contributor countries, through a series of logistic planning conferences that precede the operation and work of the Joint HNS Steering Committee – JHNSSC. The JHNSSC is co-chaired by the NATO Commander and the HN. If necessary for sizeable HNS planning tasks, it may be beneficial for the JHNSSC to form sub-committees to address elements of the task within functional areas as well as Special Advisory Groups. During the planning process of support by the host nation, in particular, a thorough analysis of the needs of allied forces is made in the context of host-nation capacity to provide support, using the following assumptions:

- balance the needs and capabilities of military and civilian resources carried out jointly, given their mutually complementary nature,
- civilian use of resources is justified only if it generates certain effects, such as complement deficiencies in military resources, time savings or financial benefits.

The main participants are planning HNS: Commander of NATO, the host nation, the sending nation, the Joint HNS Steering Committee – JHNSSC. The elements responsible for the proper conduct of the planning process are the HNS Points

---

<sup>9</sup> AJP-4.5 (A) Host Nation Support Doctrine & Procedures.

of Contact. In order to ensure transparency in the planning process and to avoid duplication of similar tasks, each host nation, sending nation's and the structures of NATO shall appoint a Single Point of Contact HNS, and each organizational unit of the Armed Forces involved in the planning and the release of support for the Allied Forces set Point of Contact HNS. A necessary attribute in properly conducting HNS planning is a commitment to all structures, both the Ministry of Defense and the armed forces as and non-military system, involved in the implementation of support for the Allied Forces. Implementation of the mutual benefits of host nation support depend on the concluded agreements and contracts and other relevant documents specifying the requirements, scope and form of benefits and payment methods.

### **Responsibility for organizing the preparation of the HNS**

According to the findings adopted by the Council of Ministers – Memorandum No. 28/2001 of the Council of Ministers on 17 and 18 July 2001:

- The Minister of National Defense is responsible for coordinating the overall actions taken by the authorities of government administration and general supervision over the execution of HNS in the country;
- state administration bodies are obliged to carry out the preparatory projects, to ensure the smooth fulfillment of obligations by the Republic of Poland host-nation support;
- relevant ministers in charge of government administration and the governors are required to carry out preparatory planning and supervise the functioning of the elements of national defense assets provided for the tasks of HNS.

### **Preparation of state structures to perform the tasks in the field of HNS**

Based on the decision of the Minister of Defense Nr 531/MON from 1 December 2008 on the functioning of the Ministry of Defense of the tasks arising from the obligations of the host nation and the sending nation (HNS) to organize and coordinate the tasks arising from the obligations of the host nation shall implement:

- Head of Logistics Directorate – J4 General Staff Polish Armed Forces – in respect of all matters relating to the functioning of the HNS in the Polish Armed Forces.
- Director of Strategy and Defense Planning MOD – in relation to non-military part of the state defense system, on issues referred by the Head of Planning Logistics Directorate – J4 General Staff Polish Armed Forces.

Head of Logistics Directorate – J4 General Staff Polish Armed Forces:

- 1) represents the Minister of National Defense in international relations for the system of HNS;

- 2) submits to the Minister of National Defense, after accepting the Chief of the General Staff Polish Army, offers solutions for the system of HNS and structures inside cells that carry out tasks in the system;
- 3) coordinates the cooperation between the Armed Forces of the Republic of Poland and non-military part of the State defense system, in order to rationalize the use of national resources for national defense system of HNS;
- 4) directly interacts with the cells and units of the Ministry of Defense, and through the Department of Strategy and Defense Planning – with the relevant ministers and governors on matters concerning the implementation of tasks arising from the obligations of the host nation and the sending nation;
- 5) acts as a central point of contact HNS, as defined in policy documents and doctrinal North Atlantic Treaty Organization on the HNS system;
- 6) maintains constant cooperation with their counterparts in the countries – members of the North Atlantic Treaty Organization and the organization's strategic commands;
- 7) conducts analysis and evaluation of the organization and functioning of the HNS, and presents the conclusions and proposals in this regard;
- 8) plans and organizes the Ministry of Defense projects for the HNS system;
- 9) initiates, coordinates and supervises the preparation of draft regulations on issues covered by this Decision, and projects of international agreements resulting from policy documents and doctrinal North Atlantic Treaty Organization on the HNS system;
- 10) maintains the structure of Point of Contact HNS, hereinafter referred to as "POC HNS" in the cells and the organizational units of the Ministry of Defense and initiates the creation of such structures in ministries and provinces, and also participates in defining the tasks of the POC HNS and maintains records;
- 11) organizes and maintains a system for collecting and updating data on the resources of the state defense expected to separate for the purpose of carrying out the tasks arising from the obligations of the host nation and leads a Central Database for the HNS system, hereinafter referred to as "CBD HNS", enabling the maintenance and processing of data collected;
- 12) agrees with the cells and units of the national defense tasks and conditions of the organizational, technical, material and financial resources to prepare isolated and predicted to separate the needs of HNS;
- 13) initiates and coordinates the Ministry of Defense and non-military part of the state's defense system; works to develop rules relating to: the provision of state support for the host nation, and accounting for their support for the units (ones) carry out the tasks arising from the duties of host nation.



**The other:** Directors, Heads, Leaders, Commanders of the cells, and organizational units Ministry of Defense, the Commander's of the: Army, Air Force, Navy, Garrison Commander of Warsaw, the Operational Commander of the Armed Forces, the Chief Commander of Military Police, Chief of the Inspectorate of Military Health Service working together with the Head of Logistics Directorate – J4 General Staff Polish Armed Forces and Director of the Department of Strategy and Defense Planning in the organization and maintenance in readiness for operation of the HNS in the Polish Armed Forces pursuant to its powers and duties received. Essentially focus on the tasks arising from the functioning of the HNS, HNS PK maintenance, data collection, maintenance and transmission of information for the CBD HNS Participate in drafting legislation, developing the concept of requirements (COR – Concept of Requirements), and the statement of requirements (SOR – Statement of Requirements) of subordinate forces in case of sending them outside the state. Define and evolve, in consultation with the Head of the Inspectorate for Armed Forces Support, the necessary forces and means to protect and defend the subordinate military facilities and areas and facilities provided for use by Allied forces under the HNS. In addition, the Operational Commander of the Armed Forces is responsible for the acquisition of logistics support, and contracting services in the tasks of the sending nation and the conduct of the accounts for the financial support received by the Polish military contingents outside the state<sup>10</sup>.

### **Maintaining operational capability**

HNS as an essential complement to the organic capabilities of the Alliance Forces reinforcements is also included in operational planning. Support options by the host nation subject to the operational priorities set plans to use the Armed Forces. Contingency plans to ensure Poland military assistance of allies in case of attack, in accordance with Article 5, are also closely related to the tasks of the HNS. Poland has had such plans from time it joined NATO and is regularly updated based on alliance needs. They contain the expected strengthening of Alliance forces for Poland and deployment of all the possible variants of routes: road, rail, on board aircraft and sea. The ports that will accept landing troops, naval forces and appropriate measures of allied forces are also selected. Security from above is maintained by the Polish Air Defense system, integrated with NATO. The NATO Response Force (NRF) may also be involved in defending Poland.

In addition to these plans, tasks related to support for the allied institutions are carried out continuously such as the Joint Force Training Centre NATO – (JFTC),

---

<sup>10</sup> Decision of the Minister No. 531/MON of 1 December 2008 on the functioning of the Ministry of Defense of the tasks arising from responsibility of the host nation and sending nation.

stationed in Bydgoszcz, Headquarters Multinational Corps North-East (MNC NE) stationed in Szczecin, and to prepare to secure the functioning of NATO Signal Battalion in Bydgoszcz, as well as other allied forces alternately staying on our territory.

Up to this point, actions and formal-legal conditions helped fulfill commitments in the area of HNS. However, the implementation support under the HNS cannot be regarded as a task assigned only to the armed forces. Non-military defense links with its potential should be an important pillar of the security of allied forces. Carefully tailored civil ports and airports, rail and road network, stationary objects are the areas that most interest forces of the NATO alliance. In the process of programming the development, armed forces should strive to create units that could perform tasks not only for the purposes of the armed forces but also contribute to the support of allied forces. Highly sensitive area of the Alliance and important in the context of security units are HNS Receptions, Stationing, and further Movement Forces (RSOM).

Resources are one of the host nation's (though not sole) main sources of resources, including logistical resources for the multinational allied forces. It's hard to imagine crossing borders, moving, arranging and conducting operations and maintenance of combat capability without the support of the host nation.

Be aware of two aspects of HNS issues in which one is receiving benefits, implemented under the support of certain host nations on whose territories our troops can be found, and the second is the realization of benefits, as host nation for the benefit of the allied forces (coalition), stationed on our territory. Using the benefits of our membership in NATO and expecting help from the Alliance in the case when the need arises, we must not forget that Poland, including the Armed Forces, declared certain obligations. Such a commitment is a task under the duty of the host nation.

In my view, the actions implemented in the HNS are well perceived by our Allies, and Poland in this field fulfilled the tasks within their commitments. But we must remember that this is an ongoing process. So when we talk about the role and importance of host nation support functions – HNS as a component of national security should bear in mind the statement – “**HNS is hospitality**”, and at the same time be aware of the questions – whether in case of emergency will someone support us who we are not willing to accept on our territory, and for whom we will not be able to provide hospitality?

#### BIBLIOGRAPHY:

1. *National Security Strategy of the Republic of Poland* – Warsaw 2007.
2. *Technical Agreement and Joint Implementation Agreement*.
3. *MC 334/1, NATO Principles and Policies for Host Nation Support (HNS)*, 04 Sep 2000.
4. *MC 319/1, NATO Principles and Policies for Logistics*, 15 Dec 1997.
5. “Defense Journal” No. 19, dated 16 November 2001 (pos. 167, as amended).

6. *DD/4.5.1(A) 2008 – Conditions, assumptions and procedures the implementation of the tasks of support by the State.*
7. *Decision of the Minister No. 531/MON of 1 December 2008 on the functioning of the Ministry of Defense of the tasks arising from responsibility of the host nation and sending nat.*
8. *AJP-4.5 (A) Host Nation Support Doctrine & Procedures.*
9. *AJP-4.5 (A) Host Nation Support Doctrine & Procedures.*
10. *DD/4.5 2005 – Doctrine of the Host Nation Support.*

### **HNS jako element bezpieczeństwa państwa**

**Streszczenie.** Artykuł podejmuje temat wsparcia państwa gospodarza „HNS” i potencjału gospodarczo-obronnego w procesie HNS. Autor akcentuje znaczenie współdziałania międzynarodowego, szczególnie w układzie sojuszniczymi przybliża dostosowanie systemu obronnego RP do realizacji zadań HNS i drogę w procesie włączania się w struktury Sojuszu Północnoatlantyckiego. Opisuje przygotowywania struktur, dokumentacji, w tym Doktryny HNS, jak i sposób realizacji ćwiczeń. Wspomina o „Katalogu Możliwości”, przedstawiającym możliwości Polski w zakresie realizacji zadań wsparcia, dokumencie, który został przekazany również do kluczowych Instytucji Sojuszu Północnoatlantyckiego i Narodowych Przedstawicieli Państw NATO przy SHAPE. Przedstawia zakres i zastosowanie oraz ujmuje zasady wsparcia państwa gospodarza, planowanie realizacji zadań HNS przez jego uczestników i zwraca uwagę na odpowiedzialność instytucji państwa za organizację przygotowań. Omawiając szczegółowe zadania w procesie przygotowania wojskowych struktur państwa do realizacji zadań w obszarze HNS, akcentuje aspekty planowania, prowadzenia negocjacji i struktur realizacji. HNS postrzegany jest jako zasadnicze uzupełnienie możliwości sił wzmocnienia sojuszu w planowaniu operacyjnym, również tzw. „planów ewentualnościowych”, jak i wsparcia realizowanego dla sił i instytucji NATO przebywających na terytorium Polski. Podkreśla znaczenie funkcji wsparcia gospodarza jako elementu bezpieczeństwa państwa.