



**STRATEGY  
RESEARCH  
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**DEVELOPING A HOST NATION ENGAGEMENT STRATEGY**

**BY**

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USAWC STRATEGY RESEARCH PROJECT

**Developing a Host Nation Engagement Strategy**

by

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## ABSTRACT

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There is neither Army nor Joint doctrine for host nation relations. The only formal doctrine is for host nation support (Allied Joint Pub 4.5; Joint Pub 4-0, FMs 3.0 and 100). Civil affairs officers, foreign area officers and G-5 personnel receive training to execute host nation relations, but not to develop operational doctrine for Theater Commander-in-Chief (CINC) or Army Service Component Command (ASCC) host nation engagement strategies. There is no doctrinal guidance or training for senior commanders (brigade and above) or installation commanders.

The ASCC requires a host nation engagement strategy for stationed forces. ASCC has to provide Title X support that in many cases can only be obtained from host nation sources. In addition, political support from the US home front as well as host nation leadership and population are essential to effective support and employment of stationed forces. ASCC stationed forces are also members of the local community with our own requirements for our people as well as community responsibilities. Finally, the ASCC has to implement the CINC's Theater Engagement Plan (TEP), which requires establishing and maintaining good host nation relations.

The ASCC should plan and execute a host nation engagement strategy that provides operational level guidance for the command, as well as tactical level host nation relations guidance for installation commanders and senior tactical commanders (brigade and above). The ASCC host nation engagement strategy should be fully nested in the Theater CINC TEP and include objectives; ends, ways and means; a prioritization process; coordination mechanisms for unity of effort; and measures of effectiveness.

This paper provides an example of what an ASCC host nation engagement strategy should look like. Although patterned to the European Theater, it is adaptable to any theater with an ASCC with forces stationed outside the US. In that respect, this document represents a "fill in the blank" approach that would enable any ASCC to rapidly and efficiently develop its own strategy based on unique requirements within its own Theater.



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## PREFACE

This host nation engagement strategy represents original work developed by the author in conjunction with Mr. J. David Martin and Mr. Thomas Holtman. This research paper is a derivative of the program we developed for the US Army, Europe (USAREUR) after over a year of research and field study. Although we developed the original program for the European Theater, countless other contributors have enabled us to transform this into a program that is suitable for any Army Service Component Command (ASCC) with forces stationed outside the US. In fact, this represents new doctrine for the US Army, since there is no other existing doctrine on the subject of host nation engagement strategy for an Army Service Component Command (ASCC) in an overseas deployed "CINCdom."



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## DEVELOPING A HOST NATION ENGAGEMENT STRATEGY

The purpose of this paper is to provide the Army Service Component Command (ASCC) with a doctrinal guide in order to obtain and maintain the productive host nation relations required to implement both the Theater Commander-in-Chief's (CINC's) Theater Engagement Plan (TEP) and Army Title X requirements for land forces stationed outside the United States.

There is neither Army nor Joint doctrine for host nation relations or developing host nation engagement strategies.<sup>1</sup> The only formal doctrine is for host nation support (Joint Pub 4-0, FMs 3.0 and 100-8). FM 3-93 and the Joint Force Land Component Command (JFLCC) Handbook address civil military relations in terms of staff responsibility. Civil affairs officers, foreign area officers and G-5 personnel receive training to execute host nation relations, but not to develop operational doctrine for ASCC or theater CINC host nation engagement strategies. There is no doctrinal guidance or training for senior commanders (brigade and above) or installation commanders.

The ASCC requires a host nation engagement strategy for stationed forces. ASCC has to provide Title X support that in many cases can only be obtained from host nation sources. In addition, political support from the US home front as well as host nation leadership and population are essential to effective support and employment of stationed forces. ASCC stationed forces are also members of the local community with our own requirements for our people as well as community responsibilities. Finally, the ASCC has to implement the CINC's Theater Engagement Plan (TEP), which requires good host nation relations programs.

The G5 (or G3 if there is no G5) should develop the ASCC host nation relations strategy in coordination with (ICW) all primary and special staff. While the G5 has staff responsibility, he must coordinate with G1 (MWR and local national employment requirements), G3 (operational requirements), G4 (logistical support requirements), SJA (legal requirements), and installation/senior subordinate commanders (local requirements).

The strategy needs to include a prioritization process, coordination mechanism for unity of effort and measures of effectiveness. We cannot expect unlimited support from the host nation. We need a formal process to routinely review our progress and status of host nations relations, such as a monthly meeting of a Host Nation Relations Activity Council (HNRAC) chaired by the G5 reporting to the Chief of Staff (CofS) and ASCC DCG as required, but not less than quarterly. This HNRAC would provide a mechanism for maintaining unity of effort and priorities.

Shown below is a "fill in the blank" version of what an ASCC host nation engagement strategy (HNES) would look like, complete with executive summary and the various annexes that would be required. The proposed example ASCC HNES shown below was developed for

the US Army, Europe (USAREUR) but would be suitable for any deployed ASCC with only minor modification for theater specific items. Note that this ASCC HNES is intended to provide operational level guidance for the command, as well as tactical level host nation relations guidance for installation commanders and senior tactical commanders (brigade and above).

#### **THE EXECUTIVE SUMMARY:**

This document constitutes the Army Service Component Command (ASCC)/Joint Land Forces Component Command (JFLCC) Host Nation Engagement Strategy, and is designed as a guide for ASCC to achieve this goal. It is a companion piece to the Theater Engagement Plan (TEP) promulgated by the Theater Commander-in- Chief (CINC).

This executive summary is written for senior leaders and when combined with the sections on Roles and Responsibilities (page 15), Host Nation Relations Advisory Council Prioritization Matrix (page 20), Tasks for Area Support Group/Installation Commanders (page 23) and Base Realignment and Closure Process for Host Nation (page 24) provides the essence of what key leaders should know in order to effectively execute the host nation relations strategy. The base document (pages 4 thru 15) provides the doctrinal basis (framework, theory, and process) used to derive the strategy. The substance is as follows:

ASCC understands that its unique strategic position (i.e., on the territory of sovereign nations) is the result of shared security interests of the governments of the U.S., the host nations, as well as Alliances (e.g., NATO). Based on this premise, ASCC's goal for host nation relations is to develop and nurture a mutually supportive and cooperative relationship with its host nations in order to train, operate and conduct business, as deemed necessary, in order to fulfill its mission.

The Strategy defines a "host nation" to be those nations where we are permanently stationed, (e.g., in Europe Germany, Italy, Belgium, Netherlands and Luxembourg in Europe), and those where we have been stationed (temporarily) for over 3 years and expect to stay for the mid-term (e.g., in Southwest Asia Kuwait and Saudi Arabia). In addition, the strategy will be the basis for developing host nation relations in countries where ASCC may find itself in significant numbers and/or for protracted periods of time.

The Strategy is based on four guiding principles:

Maintain force readiness and well-being of our people. (We must be trained and ready to be credible, capable and relevant.)

Maintain a framework of agreements that supports a high quality of life (QOL) for US personnel. (Being assigned to this ASCC overseas should not be a burden on our people.)

Exercise and protect treaty rights responsibly. (We should be culturally aware in the firm but diplomatic exercise of our rights and privileges. We should not abuse our rights and privileges; and we should not negotiate our rights away in local agreements.)

Obtain and maintain Department of Defense (DOD) support for protecting QOL-related rights/privileges for US Forces in the ASCC AOR. (For priority issues we may need OSD or even the Secretary of Defense to engage the host federal government at very senior levels.)

Specific objectives, priorities and strategies are found on the individual Host Nation Relations Advisory Council (HNRAC) Prioritization Matrix for each country. The individual matrix for each country, described in a separate section on page 20, is a separate document, updated monthly and briefed to the ASCC Deputy Commanding General (DCG) and Chief of Staff (CofS) quarterly. Copies can be obtained from ASCC G-5.

Area Support Group (ASG)/Installation Commanders play a crucial role in host nation relations. ASG Commanders have to allocate resources (selected manpower, commander time and budget, to include limitation funds for host nation receptions and meals) to meet these tasks. Specific responsibilities are summarized here and discussed in detail in later sections.

First, support military operations by enhancing civilian cooperation with mission accomplishment.

Second, promote cooperation with and support for U.S. army-supported Forces and activities on the part of the individual citizens and the local Governments of the host countries by executing a community relations program in accordance with (IAW) ASCC guidance.

Third, ensure fulfillment of applicable ASCC international obligations arising from treaties, agreements, and customary international law IAW existing agreements and TEP.

Fourth, determine and coordinate additional installation management peacetime support requirements between civil and military authorities to ensure smooth and expeditious host nation support for U.S. army-supported forces and activities IAW existing agreements and procedures.

Fifth, conduct peacetime coordination for host nation support requirements and issues through the appropriate logistics as well as country team chains of command (US Embassy ODC, ASCC G-4 (in coordination with (ICW) the G-5), and when necessary, Corps and/or other tactical units with logistic support requirements, for effective and expeditious HNS during crisis situations and war ICW national territorial commanders and IAW applicable Memorandums of Agreement (MOA).

Those planning to move a unit or inactivate a base need to review the section on Base Realignment and Closure Process for Host Nation (page 24)

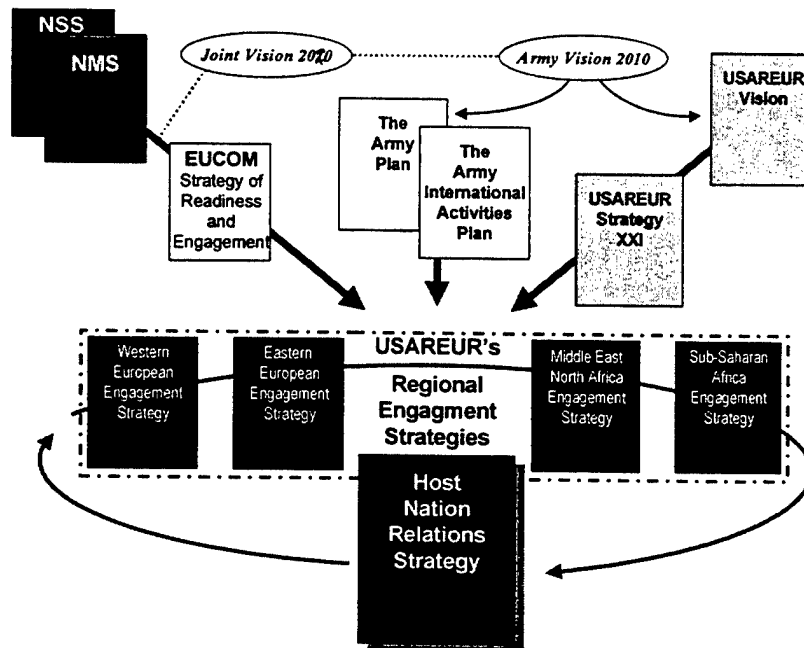
## THE STRATEGIC FRAMEWORK

The intent of ASCC's host nation engagement strategy is to shape and maintain an environment within any country in which we are stationed, that allows us to maintain force presence and force projection capabilities necessary to complete our assigned mission. We achieve this intent through two broad approaches: Win the information campaign and secure a favorable framework of agreements.

The information campaign should gain and sustain the support of the political and military leadership of the host nation at the federal, state, and local levels, as well as the local population. At the same time, the information campaign must also obtain and maintain support in Washington for our continued presence overseas. A favorable framework of agreements is necessary to provide a solid foundation for obtaining and maintaining specific resources in host nation support, demonstrating appropriate burden-sharing and providing the best possible quality of life for our people.

## THE PROCESS

FIGURE 1. HOST NATION RELATIONS FITS IN STRATEGIC PLANNING



ASCC's Host Nation Engagement Strategy is part of a broader process designed to synchronize and integrate ASCC's efforts with those of the Theater CINC and its other Component Commands. Shown above is an example for the European theater. Three documents shown in Figure 1 above constitute the core of the strategic process:

The *National Security Strategy* (NSS) is the President's declaration of the nation's security requirements to be implemented by U.S. government executive departments. The over-arching objectives of the NSS are to enhance security, bolster prosperity, and promote democracy.

The *National Military Strategy* (NMS) is derived from the NSS and provides advice from the Chairman of the Joint Chiefs of Staff to the President and the Secretary of Defense on the strategic direction of the armed forces. It describes the strategic environment, develops national military objectives and the strategy to accomplish those objectives. The over-arching objectives of the NMS are to promote peace and stability, and defeat adversaries.

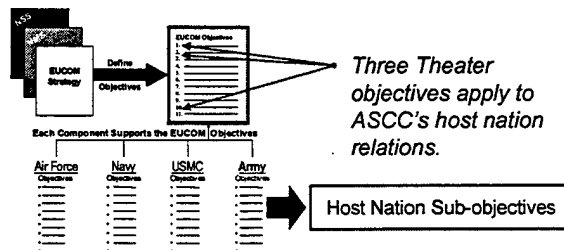
*Theater CINC's Strategy and Theater Engagement Plan (TEP)* documents outline the CINC's approach for achieving U.S. national objectives in theater. Like the NMS, the overall objectives of the CINC's Strategy are to promote peace and stability, and defeat adversaries.

ASCC builds on the strategic concepts of the aforementioned documents to define its Host Nation Engagement Strategy by integrating concepts from three Army-specific documents. *The Army Plan* articulates the Army's strategy to achieve and maintain a capabilities-based Army. *ASCC XXI – A Vision for the 21<sup>st</sup> Century* and *ASC Strategy XXI*, provide the commanding general's statement of where the ASCC is headed as the U.S. Army's forward-deployed force in this theater. Extracting the appropriate elements of each document, ASCC defines its specific strategies for geographic regions in accordance with the TEP, as well as a single Host Nation Engagement Strategy that applies to each region.

### THEATER OBJECTIVES AND ASCC SUB-OBJECTIVES

Each ASCC will have to follow its own process for its theater (US European Command (EUCOM) and ASCC US Army Europe (USAREUR) are used as the illustrative example here).

As part of its *Strategy of Readiness and Engagement*, the Theater CINC TEP (EUCOM in this example) defines eleven theater objectives that apply to the four service components. Each service component supports the eleven objectives through a variety of programs. However, only three of EUCOM's eleven objectives apply to ASCC's host nation relations (Figure 2).



- Like its sister components, ASCC supports the three objectives pertaining to host nation relations with specific sub-objectives.

FIGURE 2 ASCC SUB-OBJECTIVES

The eleven objectives listed in the block on the right represent theater objectives. **Three of those objectives (ends) are used to direct ASCC's host nation relations; they are shown in bold in the Table 1 on the right.**

ASCC defines its own sub-objectives (ways) which support the Theater objectives. ASCC then applies the required resources (means) needed to accomplish each sub-objective. A cross-reference of the Theater objectives to the ASCC sub-objectives appears in Figure 3.

A complete listing of the ASCC sub-objectives appears below. The sub-objectives are used to direct all ASCC activities related to host nation relations (e.g. objectives based activities). Supporting issues are associated with four of the seven sub-objectives.<sup>2</sup>

1. Ensure host government support and cooperation for stationing troops/equipment.

Purpose: Increase local- and national-level officials and agencies understanding of the fact that the US presence remains in their best interest.

Supporting Issues:

Position troops to shape the environment, deter threats, and respond to aggression.

Establish/maintain the ability to provide forward sustainment and split-based support to objective area forces.

Develop/retain the ability to establish intermediate staging bases, coordinate authority for contracting, host nation support, transit clearances, and other national support requirements.

#### THEATER (EUCOM) OBJECTIVES

- **Protect and Care for the Force**
- **Maintain, support, and contribute to the integrity and adaptation of the North Atlantic Treaty Organization**
- Help prepare the militaries of invited nations to integrate into NATO
- Promote stability, democratization, military professionalism, and closer relationships with NATO in the nations of Central and Eastern Europe and the New Independent States
- Support U.S. efforts to ensure self-sustaining progress from the Dayton process; develop military institutions in Former Yugoslavia adapted to democratic civilian control
- Support peace initiatives in the Middle East and maintain the U.S.-Israeli strategic relationship
- Ensure freedom of maritime and aeronautic lines of communication (LOCs)
- Promote stability, democratization, and military professionalism in Africa
- Provide prompt response to humanitarian crisis
- **Maintain a high state of readiness in USEUCOM forces**
- Implement Joint Vision 2020

Gain political commitment and access to infrastructure, transit rights, overflight rights, in order to respond swiftly, when acting unilaterally or as part of a larger multinational force.

2. Ensure access to training for force readiness.

Purpose: ASCC must ensure continued access to training areas and facilities, including maneuver rights areas, provided by host nations that are essential to force readiness under terms that allow ASCC to meet established standards and complete its mission.

Supporting Issues:

Identify and secure the specific resources for combined training.

3. Ensure host nation support and cooperation for access to critical bases, infrastructure, etc. for allied, coalition, or unilateral<sup>3</sup> operations.

Purpose: The U.S. must maintain access to its facilities within a host nation whether in a country where we are currently stationed or one in which we will seek a stationing footprint in the future. ASCC's role in this effort is secondary to U.S.-host nation national efforts, but remains an essential element for fulfilling this objective.

Supporting Issues:

Develop and execute outreach programs that enhance the primary objective of supporting a U.S. military forward presence in Europe.

Identify ASCC interests and critical issues ("redlines") in host nation agreements, and develop appropriate plans and policies with Theater CINC Headquarters and the US Country Team

4. Ensure host nation support and cooperation on force protection issues.

Purpose: Protecting ASCC soldiers, civilians, and families will require significant support from host national authorities and agencies.

5. Ensure host nation support and cooperation on quality of life issues.

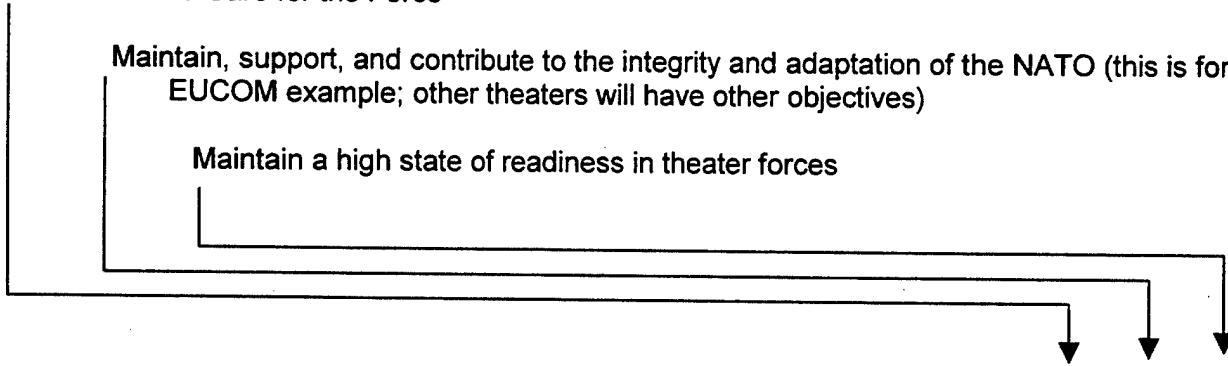
Purpose: Providing a high quality of life for ASCC soldiers, civilians, and families will require significant support from host national authorities and agencies.

**FIGURE 3. HOW ASCC SUB-OBJECTIVES FULFILL THEATER CINC OBJECTIVES**

**Protect and Care for the Force**

Maintain, support, and contribute to the integrity and adaptation of the NATO (this is for EUCOM example; other theaters will have other objectives)

Maintain a high state of readiness in theater forces



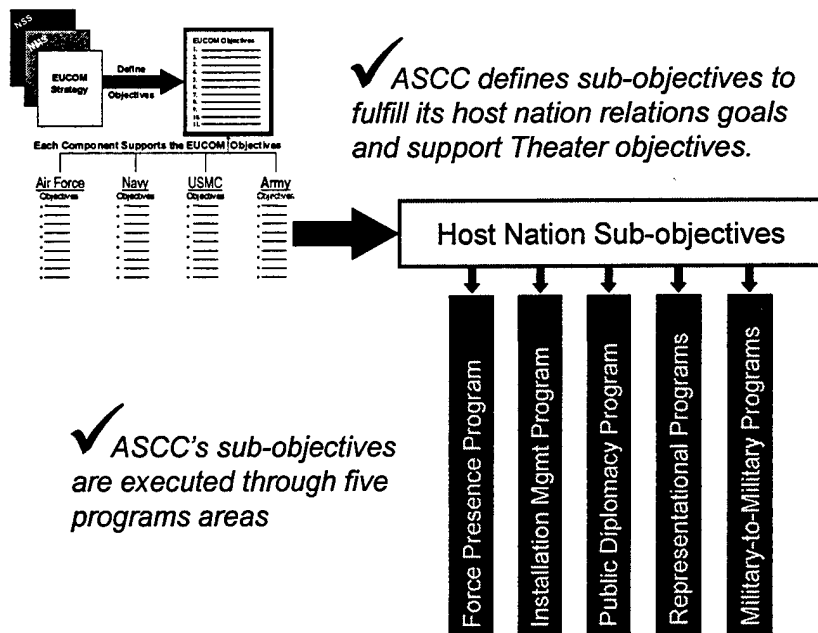
**ASCC SUB-OBJECTIVE**

	OBJECTIVE 1	OBJECTIVE 2	OBJECTIVE 3
1 Ensure host government support and cooperation for stationing troops/equipment.		X	X
2 Ensure access to training facilities required for force readiness.		X	X
3 Ensure host nation political support and cooperation for access to critical bases, infrastructure, etc. for allied, coalition, or unilateral operations.		X	X
4 Ensure host nation support and cooperation on force protection issues.	X		
5 Ensure host nation support and cooperation on quality of life issues.	X		

**HOST NATION PROGRAM AREAS**

ASCC executes host nation relations activities to achieve the five sub-objectives as discussed above. Those activities are executed through one or more of five host nation programs (ways): Force Presence, Installation Management, Public Diplomacy, Representational and/or Military-to-Military.

FIGURE 4 FULFILL ASCC SUB-OBJECTIVES THROUGH FIVE PROGRAMS



**FORCE PRESENCE PROGRAMS.**

Primary proponent: ASCC headquarters and directorates

Force presence programs consist of routine, senior-level engagement with a host nation's political, economic, and military leadership designed to leverage the benefits of U.S. presence in that country in order to elicit their political support for ASCC's efforts both in and from bases in the host nation.

Examples of force presence program activities in Europe: Annual visits to/by the German Minister Presidents and their cabinets; DCG participation in German and Italian Sovereignty and Stationing Working Group (GSSWOG and ISSWOG, respectively); and DCG testimony to the German Bundestag's Defense Committee.

**INSTALLATION MANAGEMENT PROGRAMS.**

Primary proponent: ASG (Installation Commander when there is no ASG)

Supporting proponent: ASCC headquarters staff

Installation Management programs consist of routine engagement activities executed on a daily basis with business, local and state-level leadership and subordinate bureaucracies to support community infrastructure and Installation Management.

Examples of these day-to-day activities are the contacts with host nation agencies that manage utilities, water, sewage, local infrastructure, police/law enforcement, legal/judicial, force protection, and community support activities.

#### **PUBLIC DIPLOMACY PROGRAMS.**

Primary proponent: ASCC headquarters; major tactical units for selected issues; ASG/Installation on an exceptional basis for localized issues

Public diplomacy programs consist of targeted, proactive, issue-specific engagement activities with appropriate political, economic, and military leadership designed to achieve specific results, and promote ASCC interests (in effect, a dimension of information operations). Issues are time sensitive and their duration may vary; programs are subject to constant review.

Examples of public diplomacy program activities include the information campaign to obtain permission for low-level helicopter training in the Alps; information campaigns supporting specific base closures or realignment of unit basing; tailored information efforts to defend the continual use of certain local training areas or maneuver rights areas.

#### **REPRESENTATIONAL PROGRAMS.**

Primary proponent: ASG/Installation — with local unit support

Representational programs consist of activities and events ASCC hosts or participates in that demonstrate U.S. values and ethics. These activities enhance shared values and respect for cultural diversity as well as demonstrate the role of a modern democratic army in today's society. These activities and events inevitably enhance cultural awareness and public support of our presence by ASCC participation in communal events.

Examples of representational program activities include Memorial Day ceremonies at military cemeteries; D-Day and other battle commemorations; local performances at host nation festivals; participation in significant host nation events; hosting installation "open house" activities on 4<sup>th</sup> of July; etc.

#### **MILITARY-TO-MILITARY PROGRAMS.**

Primary proponent: Major subordinate ASCC units

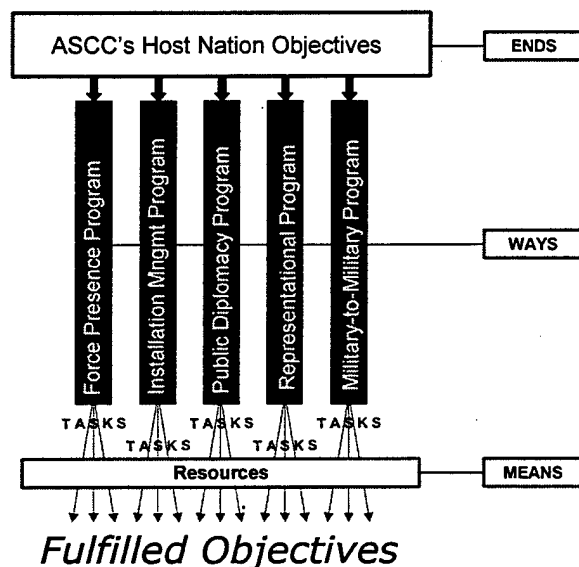
Military-to-military programs consist of activities and events conducted with a host nation's military and/or paramilitary forces designed to enhance multinational force compatibility. These activities also demonstrate our values and ethics. In reality, various elements of each objective may be executed through one or more programs.

Examples of military-to-military program activities include ASCC HQ participating with equivalent level Host Nation HQ in routine staff to staff contacts and subordinate unit to unit relationships (in Europe this is the Project Partnership Program).

### TASKS AND SUB-TASKS

Each ASCC sub-objective (ends) is targeted thru an appropriate program area (ways) as discussed above. In order to fulfill each sub-objective, a variety of activities (specific tasks, or means) must be executed. The tasks will likely be executed through more than one of the five host nation programs. Organizations will identify tasks and sub-tasks that apply to their work and apply resources in order to fulfill the sub-objectives.

**FIGURE 5 ENDS, WAYS, AND MEANS**



### EXECUTING THE STRATEGY

ASCC's overseas presence is facilitated by each host nation. ASCC's approach to host nation relations is to win the information campaign (obtain and maintain moral support) and secure a favorable framework of agreements (secure host nation support).

ASCC's sub-objectives help ensure that its goal for host nation relations is achieved. It is imperative that each organization assesses the host nation relations task(s) they are to complete in terms of the sub-objectives. This will help define where the task fits in the overall host nation relations process. Established priorities further aid this process.

The majority of the activities associated with host nation relations are conducted on a routine basis—part of being a good steward and a good neighbor. But as ASCC changes in size or force structure, or the host nation's laws affecting our operations change, our host nation relations activities move away from the routine. In these situations it is essential to have some type of priority for action and measures of success.

ASCC must ensure that it establishes a unified approach in defining (1) what it needs from its host nations, (2) the rights it seeks to preserve, and (3) a priority to better ensure success if negotiations are deemed necessary. Priority guidelines offer a framework for establishing an order of merit for negotiating positions and activities.

ASCC has four guidelines to establish priorities for negotiating positions and host nation activities. These positions are listed in order of importance.

First, maintain force readiness. Force readiness is the number one priority related to host nation relations. ASCC must be able to maintain the readiness of its forces. Host nation support is a critical part of meeting that requirement. Over time, the operational environment may change from what it is today. As a result, our standards/needs for establishing and maintaining our readiness may also change. ASCC must ensure that the host nation allows us the capability to maintain the readiness of our forces: Properly trained and capable of deploying.

Second, maintain a framework of agreements that support a high quality of life for US personnel. Our people are our most valuable resource. The Army is people. Readiness includes unit, individual, family, community and civilian components. Quality of life affects Army readiness. An assignment to our ASCC should not be a hardship or we cannot attract and retain personnel. We have to ensure that our soldiers and their families are provided amenities comparable to those in the U.S. In cases where host nation restrictions reduce customary privileges, we must seek to provide comparable substitutions. In addition, ASCC must realistically consider congressional demands for burden sharing. If Congress, the American people, and/or the Executive perceive a lack of burden sharing or perceive that inappropriate restrictions are being placed on our personnel, then Army forward stationing is at risk.

Third, exercise and protect treaty rights responsibly. ASCC, like all U.S. Forces in Theater, is afforded certain privileges in the countries in which it is stationed. For the most part, those privileges are covered under a Status of Forces Agreement (SOFA). Additional privileges are granted under SOFA supplementary agreements, and other separate treaties/agreements. As a general policy, the U.S. government insists on exercising treaty rights and meeting treaty obligations as a legal responsibility. ASCC must maintain the rights it is afforded through those

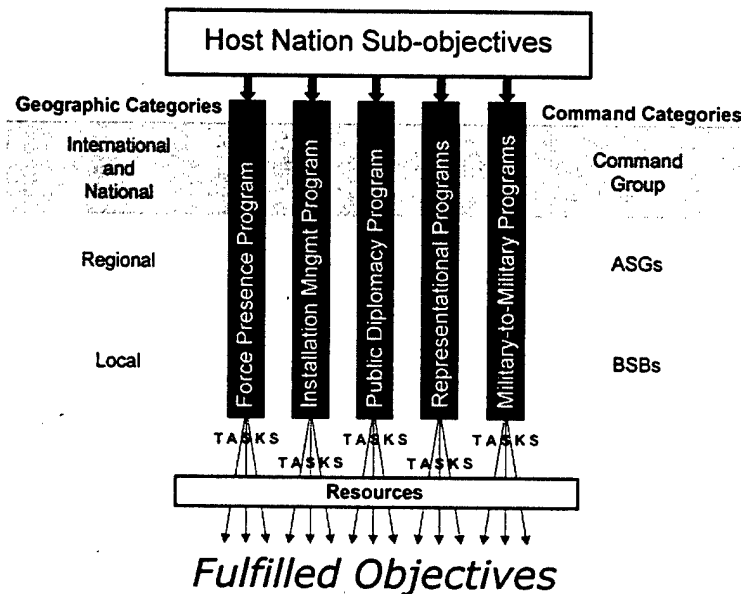
agreements to ensure that it remains compliant with U.S. policy. Political movements within a given host nation may prompt re-negotiation of the terms of the agreement(s). Therefore, ASCC must be responsible as it exercises treaty obligations or enters any negotiations. While the current issue may have no bearing on our current mission(s), we must ensure that we preserve our treaty rights for the forces of the future so that they can conduct operations with the greatest degree of efficiency. ASCC and its subordinate units should not agree to local restrictions that constrain or otherwise limit our ability to execute treaty rights and obligations; this sets the wrong precedent. We should not abuse our rights and privileges either; and must be culturally aware in the firm but diplomatic exercise of our rights and privileges.

Fourth, obtain and maintain Department of Defense support for protecting QOL-related rights/privileges for US Forces in Theater. For priority issues we may need senior government officials to engage the host federal government at very senior levels. For example, in February 2000 SECDEF Cohen engaged the German MFA and MOD directly on our ability to direct hire US citizens and on technical expert status for contract personnel.

ASCC's authority in negotiating issues spans three categories. In some cases ASCC speaks as the executive agent for all U.S. Forces (when assigned that responsibility by Theater CINC); in others ASCC speaks on behalf of the U.S. Army because Theater HQ or another component is the lead agency; and in still others cases, ASCC negotiates issues that apply only to our forces. It is important to understand which position ASCC represents when it enters any type of negotiations.

As indicated in Figure 6, each of ASCC's five host nation relations programs cross a variety of categories. One of those categories is based on a geographic division of the host nation. The second category is based on the various levels of command and control within ASCC. The ASCC needs to clearly identify the responsibilities for each component in the system.

**FIGURE 6. ASCC'S FIVE HOST NATION PROGRAM AREAS**



The geographic category reaches from the local and provincial-level, to the senior, national-level, i.e., local issues are addressed by a mayor, regional issues by provincial representative(s), and national issues by a president/prime minister and his cabinet representatives. In turn, ASCC must present its issues and initiatives within appropriate forums. Issues pertaining to a military unit supporting a local parade will obviously be addressed at the local level, not the state or national level. Issues pertaining to increasing/decreasing the overall footprint of US forces in a given country must be addressed at the national level, not the local level. Understanding the geographic boundaries of issues and initiatives is an important part of fulfilling our sub-objectives and their related tasks. For example, when discussing significant force realignment and base closures, it is appropriate for the commanding general to discuss this with the State Governor, but not the local mayor.

Issues pertaining to host nation relations are administrated at every level of the ASCC command. International and national-level issues are generally confronted by the Commanding General (CG), DCG, or the CoS as well as a select number of subject matter experts on the staff (e.g. G1/DCSPER, G4/DCSLOG, DCSENGR, Provost Marshal, selected liaison officers). ASG/Installation commanders and US Forces Liaison Officers (USFLOs) (if any are assigned) generally confront regional and local issues pertaining to host nation relations. Various elements of the ASCC staff deal with issues that transcend every level of command (for example, PAO, PM, OJA, ENGR, etc.). ASCC must match the appropriate elements of its

command with the host nation's political/decision-making structure to successfully conduct its relations with the host nation. (the next section discusses areas of responsibility in detail.)

Given the distinctions between these two categories, the direct relationship between the geographic divisions and the command is easier to define. These categories provide better insight for determining how ASCC can most effectively focus its host nation strategy. For example, the CG will represent issues to the most senior elements of the host nation's political and military decision-makers. An ASG or installation commander will represent the command at the local level, in meetings with a mayor or civic organization. More details of these relationships are discussed in the next section below.

In addition, the Host Nation Relations Advisory Council (HNRAC) has been established to advise the senior leaders of the command on priority host nations relations issues from the policy level. The HNRAC is composed of voting members (DCG XO is the Chairman, G5 who also provides the secretariat, other members are the G1 (Civilian Personnel), G3 (Training), G4 (Logistics), ADCSENGR (Real Estate), ADCSRM, SJA, PAO, PM, POLAD) and observers (MSC G5s; subject matter experts and liaison officers on an as-invited basis). The HNRAC performs an integrative function and acts as a "council of colonels;" it is not a tasking agency or layer of command. It facilitates senior officer decisions on host nation relations matters by integrating staff efforts and advising on policy, priorities, and negotiating approaches. The HNRAC is discussed in detail in a separate section on page 20 below.

## **HOST NATION / COMMAND RELATIONSHIPS**

This list provides a summary of the most important, but not necessarily all, of the individuals and organizations involved with host nation activities on a daily basis.

### **Command Group (CG, DCG, CoS)**

Geographic Focus: International / National (sometimes regional)

Program Focus: Force presence, Public Diplomacy, Installation Management, and, when necessary, Representational

### **ASCC Staff subject matter experts (G1, G3, G4, G5, ENGR, RM, SJA, PM, PAO)**

Geographic Focus: International / National and regional (sometimes local)

Program Focus: Force presence, Installation Management,

G5 (G3 if there is no G5) – Advises the commander on civil, political, economic, and social issues that affect military operations; and ICW PAO for informational issues and Public Diplomacy.

ENGR – Provides staff supervision for engineering, housing, environmental, and real estate services support, and military engineering services for the rear combat zone and communications zone topography in the theater.

G4 – Develops, supervises, and reviews the execution of logistic programs, plans, and policy related to supply, storage, maintenance, support services, and transportation in support of ASCC units and other agencies.

G1 – Advises the commander on local national labor, US employment and Morale, Welfare and Recreation (MWR).

RM – Manages negotiations for host-nation support and agreements. Is the ASCC executive agent for international and joint-use agreements with one or more foreign governments, international organizations, industrial enterprises and other organizations. Within DOD in the Pentagon, RM is responsible for international agreements; therefore this brings ASCC in line with DOD practice.

SJA – Advises the commander on actions necessary to meet legal obligations to host nations. Has the lead for Status of Forces Agreement (SOFA) and Supplementary Agreement to SOFA issues.

PROVOST MARSHAL - Advises the commander on all U.S. military police and Host Nation police issues. Serves as the ASCC Executive Agent for Customs. Has the lead for all law enforcement and customs issues with the Host Nation.

PUBLIC AFFAIRS – Advises the commander on public affairs, public diplomacy and command information activities.

**ASCC Staff (all directorates)**

Geographic Focus: International / National and regional (sometimes local)

Program Focus: Force presence, Installation Management, Public Diplomacy

ASCC staff provides guidance on the management of political-military relations policy, broad public diplomacy program initiatives and host nation-specific issues.

**Senior Tactical Commanders (STC) (Commanders of Major Subordinate Units)**

Geographic Focus: Regional (sometimes local)

Program Focus: Representational, Military-to-Military

Responsible for all U.S. tactical forces operating in his/her AOR. Performs representational duties at levels below the command group (i.e., Consul Generals and host nation local, provincial, and territorial commands, etc.). May represent the Commanding General at the national level when directed, or at the ASG-installation level when a general

officer is required. In addition, selected STC are responsible for training infrastructure such as local training areas, maneuver rights areas and combined use of Host Nation training areas.

#### **ASG Commander**

Geographic Focus: Regional

Program Focus: Installation Management, Representational, and, when required, Public Diplomacy

ASG Commanders provide liaison and coordination with the host nation within the ASG footprint. Commander performs host nation representational duties at the regional level and represents the Commanding General at the national level when directed. Commanders of ASGs/Installations are responsible for host nation relations at the local community level, including community activities programs, representational activities and appropriate coordination with local government agencies for routine installation management/base operations support such as engineer construction, utilities, force protection, law enforcement, etc.

ASGs/Installations are resourced with Government Relations Advisors (GRA) and/or Public Affairs Officers (PAO) who normally perform the host nation relations function.

#### **Installation Commander**

Geographic Focus: Local

Program Focus: Installation Management, Representational and, when required, Public Diplomacy

Installation Commanders provide liaison and coordination with the host nation within their respective installation footprint. Performs host nation representational duties at the local level and represents the ASG commander at the regional level when directed.

#### **Unit Commanders**

Geographic Focus: Local

Program Focus: Representational, Military-to-Military, and support ASG/Installation Commander for Installation Management, Representational and Public Diplomacy efforts

Unit Commanders execute representational and military-to-military activities in support of the ASCC mission in coordination with ASG, Installation and STC.

#### **American Embassy (AMEmbassy) Country Teams**

Geographic Focus: Country Embassy is responsible for executing our nation's foreign policy in and vis-à-vis the host nation.

The heads of all sections and agencies represented in a diplomatic mission, meeting periodically with the ambassador, are called the Country Team. The way a mission is organized and run depends very much on the decision of the ambassador. Depending on the issue or

task, the Country Team members who focus on US Forces affairs and issues are the Embassy Pol-Mil Officer, the Defense Attache (DATT), the Chief of the Office of Defense Cooperation (ODC) and the embassy legal staff. There may be other members of this team. For example, in Germany and Italy, the Chief of the USAREUR (ASCC) Liaison Office Berlin and the Chief of the US Sending States Office (USSSO), Rome, respectively, also work issues for stationed forces. The Deputy Chief of Mission (DCM) and/or Ambassador may become involved on certain issues.

There may be highly specialized or unique relationships with the Country Team that must be identified and documented within the countries of particular ASCC interest in Theater. For example, in Belgium and Luxembourg, the 80th ASG Legal Advisor works directly with the ODC-BELUX and DAO in AMEmbassy Brussels. In The Netherlands, the Schinnen Installation Legal Advisor normally works with the AmEmbassy The Hague. In Italy, the Southern European Task Force (SETAF) POLAD and SJA normally work directly with their counterparts in the USSSO, ODC and DAO in the AMEmbassy Rome. Within Germany, the USAREUR (ASCC) LNO Berlin (for USAREUR (ASCC) headquarters) and USFLOs (for supported ASGs and field commanders, headquarters and installation commanders in their geographic area of responsibility) inform and advise commanders on German political, economic and social developments; inform and sensitize German officials regarding U.S. Forces developments and activities; use political contacts to analyze and report trends and potential developments; research and respond to requests for factual information, ensuring that Host Nation and U.S. officials are fully informed on issues.

Examples of specialized ASCC positions exist, each unique to its theater. Listed below are examples from the European Theater

**USAREUR (ASCC) Liaison Officer (LNO)** applicable in Germany

Geographic Focus: National and regional

Program Focus: Force presence, Installation Management, Representational

USAREUR (ASCC) LNO advises the commander on political, economic and social environment as it affects host nation relations; represents ASCC as the head of the ASCC Liaison Office; represents ASCC interests with US Embassy Berlin and German federal agencies. As the head of ASCC Liaison Office, he is also dual-hatted as the US Forces Representative for Sending States activities<sup>4</sup> and issues and is accredited by the German government with diplomatic status and is part of the AmEmbassy Berlin country team. He is also responsible for supervising, and rates, USFLOs in their activities at the State and regional

federal office levels. ASCC LNO Berlin's Rater/Senior Rater is the ASCC Chief of Staff, who is also the Senior Rater for USFLOs.

**US Forces Liaison Offices (USFLO) –applicable in Germany only**

Geographic Focus: National and regional

Program Focus: Representational, Force presence, Installation Management

USFLO serves as the representative of USAREUR (ASCC) and other U.S. Forces to the Minister President and cabinet members of one or more German states. Acts as a central point of contact and liaison between USEUCOM, USAREUR (ASCC), USAFE, and the state and Federal government agencies operating within the State on a broad range of issues requiring bi-party agreement. USFLO areas of responsibility conform to German State boundaries and USFLOs support all ASGs/Installations and Senior Tactical Commanders within their assigned German state(s).

**USAREUR (ASCC) Liaison Officer to German Army Forces Command (GARFCOM)**

Geographic Focus: National

Program Focus: Military-to-Military

USAREUR (ASCC) LNO to GARFCOM serves as the USAREUR (ASCC) representative to GARFCOM, the German Army's highest command and control headquarters, equivalent to FORSCOM in the US Army. As a resident member of the GARFCOM staff, conducts liaison and coordination activities with host nation military units and staffs in order to enhance multinational force compatibility and interoperability.

The following positions apply only in Italy.

**United States Sending Office (USSSO) AmEmbassy Rome**

Geographic Focus: Italy

The USSSO AMEmbassy Rome is separately accredited by the Italian government with diplomatic status and its head is part of the Am-Embassy Rome country team. The head of the USSSO is normally a Navy Judge Advocate (Captain O-6) and he has an army lawyer (normally a major) on his staff. Most USAREUR (ASCC)-SETAF-Italy issues reaching the federal level are handled either by the USSSO or ODC.

**NATO Deputy Commander / Base Commander – applicable only in Italy**

Geographic Focus: International, National

Program Focus: Force presence, Installation Management

The SETAF NATO Deputy Commander is an Italian Army colonel providing direct liaison with Italian military authorities; functions as the Joint Military Commission Chief for the USAREUR (ASCC) installations in Vicenza, Verona, and Livorno.

**FIGURE 7 DIVISION OF RESPONSIBILITIES**

Program	Command Group		Installation/Units
	International/National	STC / ASG Regional	
Force Presence	HIGH	LOW to MEDIUM	LOW
Installation Management	LOW	HIGH	HIGH
Public Diplomacy	MEDIUM	MEDIUM	MEDIUM
Representational	LOW	HIGH	HIGH
Military-to-Military	MEDIUM	MEDIUM	HIGH

Figure 7 is designed to provide greater insight into how those geographic / command issues relate to the five program areas. Low, Medium, High is used to indicate the projected level of effort in each program category. These are just examples. While some issues at the regional or local level may require input/representation from the command group, it will be the exception, not the rule.

**HOST NATION RELATIONS ADVISORY COUNCIL (HNRAC)**

The ASCC CofS has established the Host Nation Relations Advisory Council (HNRAC).

The CG has delegated to the DCG primary oversight responsibility for host nation relations. The HNRAC will assist the DCG in this oversight role by identifying issues, prioritizing efforts, developing coordinated positions, and recommending strategies and diplomacy efforts to help achieve DCG desired results on specific host nation issues of interest to ASCC.

The DCG XO will chair the HNRAC, which consists of eleven permanent voting members: DCG XO, G5 who also provides the secretariat, G1 (Civilian Personnel), G3 (Training), G4 (Logistics), ENGR (International Affairs), ASCC Resource Manager (RM), Judge Advocate (JA), Provost Marshal (PM), PAO and Political Advisor to the CG (POLAD). The Major Subordinate Command G-5s may attend HNRAC sessions as non-voting observers. Subject matter experts (SME) from other ASCC staff and agencies and selected liaison officers may be invited to appropriate portions of HNRAC meetings on a case-by-case basis.

The HNRAC will meet monthly and report results to the CofS and DCG on an as-needed basis, but not less than quarterly. The CofS and DCG will attend one HNRAC session per quarter for this routine update.

The HNRAC will apply the following guidelines to host nation issues:

**Maintain force readiness and well-being of our people.** (We must be trained and ready to be credible, capable and relevant.)

**Maintain a framework of agreements that supports a high QOL for US personnel.** (Being assigned to ASCC should not be a burden on our people.)

**Exercise and protect treaty rights responsibly.** (We should be culturally aware in the firm but diplomatic exercise of our rights and privileges. We should not abuse our rights and privileges; and we should not negotiate our rights away in local agreements.)

**Obtain and maintain Washington support for protecting QOL-related rights/privileges for US forces in Theater.** (For priority issues we may need Washington to engage the host federal government at very senior levels.)

The HNRAC will use a formal prioritization process to document issues and recommendations. The HNRAC Prioritization Worksheet will be used to list all the important host nation issues, initiatives and concerns facing ASCC in a particular country, with priorities and staff proponent. This matrix will be backed up by fact sheets on each issue submitted by the staff proponent. Enclosed is a sample matrix with explanation. The actual matrix will be updated monthly at the HNRAC session and placed in host nation issues books for the CG, DCG, Chief of Staff, G3 and G5. G5 will act as the HNRAC secretariat in posting changes and distributing information.

The HNRAC will consider the implications of host nation issues which are of common interest with other sending states and, if applicable, coordinate positions with those sending states. However, there may be circumstances in which it would not be advantageous to present coordinated sending states positions (for example, when US Forces already have concessions from the host nation that exceed what other sending states get or require).

The enclosed sample matrix on the next page is unclassified, but is releasable only to Sending States as it contains negotiating positions. The actual matrix, updated monthly, can be obtained from G-5.

(Figure 8 is an example of what the matrix would look like)

FIGURE 8. HNRAC PRIORITIZATION WORKSHEET

ISSUE	Factor 1			Factor 2			Factor 3			External				
	Trade	Environment	Defense	Human	Employment	Individual	AT/	B/	Re	2	Off	Private	Sovere	Reci
Article 72/73	2	1	2	2			3	1	3					
Compliance with EMOD's MTA			1					2						
EU Directive on Flora Fauna			3											
Direct ILS	2													
Schiessla	0													
Implementing Environmental		1												
HAZMAT		1	1				3	3						
Tax-free Sale of Food							2	2						
ABG 75 - Technical Appro								3						
Article 56 Co-determin								3						
Competitive								3						
Registration of Private							1							
Article 71 Status of ILS & Forces							2							
Flexible Use of Airspace	1													
<b>INITIATIVE</b>														
Reopening of Airfield														
Telephone VAPF														
CG Visitation OP														
DCG Visitation OP														
Helicopter Night Landing Waiver														
1995 Airfield Agreement (Lies: Wies)														
Individual ILS Support														
<b>HOST NATION</b>														
Giebelst														
Coleman Army Airfield														
Restoration/Base														
Bamberg														
Neubruেকে														

## **HOST NATION RELATIONS RESPONSIBILITIES FOR ASG (INSTALLATION WHEN THERE IS NO ASG) COMMANDERS**

As stated above, commanders of ASGs/Installations are responsible for host nation relations at the local community level, including community activities programs, representational activities and appropriate coordination with local government agencies for routine base operations support such as engineer construction, utilities, force protection, law enforcement, etc. ASGs/Installations are resourced with Government Relations Advisors (GRA) and/or Public Affairs Officers (PAO) who normally perform the host nation relations function.

**TASK 1:** Support military operations by enhancing civilian cooperation with mission accomplishment. Examples include:

- Host nation support (HNS) during implementation of force protection measures
- HNS of transport (convoys, rail, and sea lines of communications operations)

**TASK 2:** Promote cooperation with and support for U.S. army-supported Forces and activities on the part of the individual citizens and the local Governments of the host countries by executing a community relations program IAW ASCC guidance. Examples include:

- Organizational days open to the public (such as 4<sup>th</sup> of July celebrations)
- Command receptions
- Senior official meetings with dignitaries, local government officials, and prominent local citizens, including budgeting limitation funds for receptions and selected meetings.

**TASK 3:** Ensure fulfillment of applicable ASCC international obligations arising from treaties, agreements, and customary international laws IAW existing agreements and procedures. Examples include:

- In Europe, comply with CFE treaty and other arms control requirements (Vienna Document, CWC, OPEN SKIES, etc.)
- Support liaison requirements with appropriate territorial commands/authorities

**TASK 4:** Determine and coordinate additional installation management peacetime support requirements between civil and military authorities to ensure smooth and expeditious host nation support for U.S. army-supported forces and activities IAW

existing agreements and procedures. Examples include:

- Provide/obtain appropriate disaster relief assistance
- Coordinate effective handling of military-related public health problems
- Obtain host nation police assistance for convoy control
- Obtain additional security elements, when needed, for U.S. army-supported forces and activities training in the ASG AOR

TASK 5: Conduct peacetime coordination for host nation support requirements and issues through the appropriate logistics and country team chain of command (American Embassy ODC and ASCC) for effective and expeditious HNS during crisis situations and war IAW national territorial commander's model and applicable Memorandums of Agreement (MOA). Examples include:

- Provide host nation support for Noncombatant Evacuation Operations (NEO)
- Review / update ASG HNS logistical OPLANs and CONPLANs to identify logistical shortfall requirements
- Determine host nation support logistical shortfall requirements by coordinating with G4 to determine what logistical shortfalls would exist
- Effect liaison with appropriate logistics command for proposed HNS solution implementation
- Review and submit updates for applicable ASCC HNS logistical OPLANs and CONPLANs, on a regular basis, to ASCC G4

Other applicable references in Europe (specific ones will vary by theater):

- ALP-12, dated June 93, "Guidance for the Planning and Preparation of Host Nation Support Agreements and Arrangements"
- MC-319, DRID 23 Sep 92, "NATO Principles & Policies for Logistics"
- MC-334, DRID 18 Apr 94, "Host Nation Support Planning"
- Final draft of MNC directive, Sep 96, "Procedures for NATO HNS Planning for Multi-national Operations"

### **BASE REALIGNMENT AND CLOSURE (BRAC) PROCESS**

ASCC G3 is responsible for BRAC policy, planning and oversight of execution. Within G3, Force Modernization Division (FMD) has overall lead while G5 is responsible for host nation policy and PAO is responsible for media guidance. Questions should be referred to FMD (policy and planning), G5 (host nation relations and notifications to host nation officials) or PAO (for press guidance). No announcements or discussions of any kind will be held with any host nation individual without the express permission of the CG, relayed thru the DCG, G3 or G5 only, as there is risk of international embarrassment for the US and host nation federal governments if there are any leaks by ASCC forces. The chart below provides an overview of the process and a notional timeline.

ASCC has the right to unilaterally relocate, activate, inactivate, or reorganize units under the usual terms of SOFAs (for example, NATO SOFA and, in Germany, Supplementary

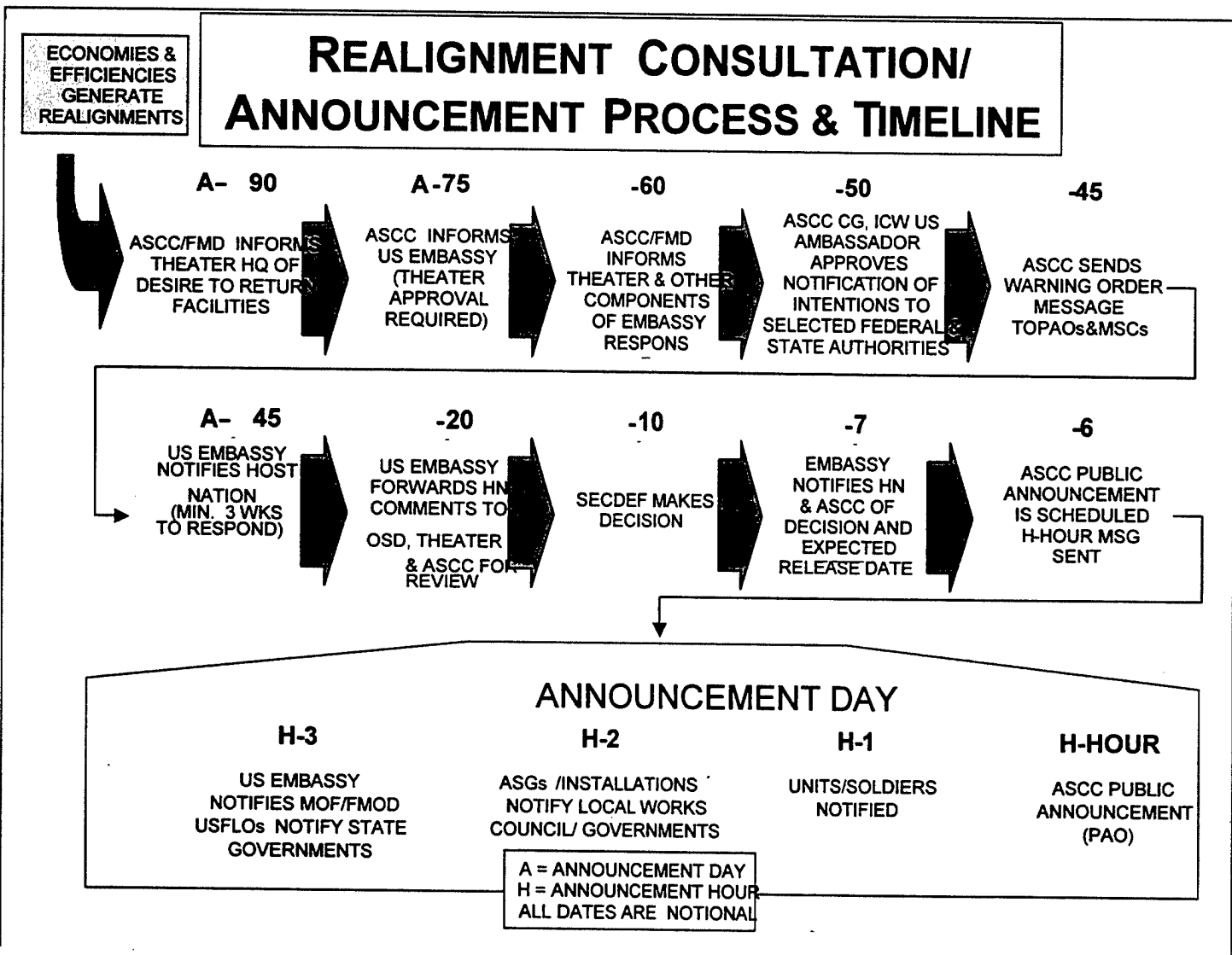
Agreement). We are required to notify the Ministry of Defense (MOD) that units are going to be relocated. ASCC makes this notification thru the US Embassy country team, who is responsible for notifying host nation federal authorities.

In many countries, the process is complicated by two factors: Requirements for permits (particularly as it applies to airfields and aviation unit moves) and the "Good Neighbor Policy."

Requirements for permits. This requirement makes the move of any aircraft a sensitive pol-mil issue that needs to be diplomatically handled. Under the SOFA and some Supplementary Agreements, ASCC is required to obtain normal operating permits for activities regulated by host nation law. Significant changes to the facility or its habitual use normally requires a new permit to be formally issued. In the case of aviation units, our notification to the MOD that we intend to move aircraft stationing (EACH individual aircraft) may trigger MOD action on our behalf. ASCC must be aware of the specific requirements in each country. Commanders at all levels will consult with G5 before making significant changes or when there are questions as to what we are allowed and not allowed to do unilaterally.

The "Good Neighbor Policy." In the ASCC, the "Good Neighbor Policy" normally requires agencies to notify all appropriate host nation officials before taking actions that change the installation or affect the community. However, we are only required to notify the MOD, which affords us the opportunity to avoid embarrassing leaks of major actions. Also, there are DOD-DOS approved policies which preclude premature confirmation of base closures or other significant actions before the host nation federal government has been notified by the US federal government. That said, as a policy, ASCC complies with the spirit of the "Good Neighbor Policy" by providing informal notification to appropriate government officials. However, the decision of which officials to inform and when is part of the BRAC process that requires the formal approval of the CG or, in his absence the DCG. For this reason any informal proposed notification must be staffed thru G3 and G5, who also involves SJA and PAO in the staffing process. Figure 9 on the next page provides a graphic illustration of the BRAC process.

FIGURE 9: REALIGNMENT CONSULTATION/ANNOUNCEMENT PROCESS



## ENDNOTES

<sup>1</sup> It is inherently difficult to prove a negative. Our own search of the Army's AR database failed to turn up any "Host Nation" Army Regulation (AR) or Field Manual (FM) or other doctrinal guide. In extensive research with the Deputy Undersecretary of the Army, International Affairs (DUSA-IA), which has now been disbanded; Department of the Army Staff (DAMO-SS DAMO-O, and DALO)), and deployed Army Service Component Commands, we found only two persons who claimed to have any knowledge of any Army-level document dealing with, or any Army-level proponentcy for, Host Nation Relations. The first was John Birch, now at HQ EUCOM, Telephone 011-49-711-680-6492) and the second was Mr. John C. Dickhute (DA DCSLOG/DALO-POD, tel. 703-692-5128 // e-mail 'john.dickhute@hqda.army.mil', who is the "Europe Regional Logistics Staff Officer". Both confirmed that they had no such document and could not find one. Others we have contacted include Mr. Carl Scott (ASA-I&E, tel. 703-588-2916); Ms. Jennifer Leonard, (ACS-IM, tel. 703-693-0547); and the four DAMO-SSR (formerly DUSA-IA-IPR) Regional Branch Chiefs: Europe (Joe Drach, tel. 703-588-8034 - he says he knows you, too!) // Asia-Pacific (Jim Hales, tel. 703-588-8022) // Latin America (LTC Andy Toro, tel. 703-588-8011 // and Mid-East/Africa (LTC Greg Wick, tel. 703-588-8005). None of them was aware of any Army-level Host Nation policy guidance document, or any Army-level Host Nation relations/strategy proponentcy office. Further, the three non-European DAMO-SR Regional Branch Chiefs all similarly assert that no Host Nation relations policy document exists for their respective areas of interest and confirmed this with their Host Nation Points of Contact for USARPAC/USFK/8A: Mr. Greg Flick, tel. 808-438-6321 // e-mail, 'flickg@shafter.army.mil', USARCENT: Mr. David Buzzell, tel. 404-464-2711 // e-mail, 'david.buzzell@arcent.army.mil', and USARSOUTH: Mr. Steve Wetzel, tel. 305-437-1509 // e-mail, 'wetzels@hq.southcom.mil'.

<sup>2</sup> Supporting issues are associated with four of the seven USAREUR sub-objectives. Those same "supporting issues" appear as individual sub-objectives in the Western European Engagement Strategy because they have other implications beyond host nation relations and host nation support. Therefore, they are not listed separately in this Host Nation Strategy because of their close relationship to the numbered objective.

<sup>3</sup> In EUCOM, this is especially true in Italy for unilateral and multilateral deployments from or using Italian bases. Once U.S. forces depart Italy, they are in international airspace/waters, which greatly facilitates unilateral movement to Africa, the Balkans, the Middle East, and the Transcaucasus. Comparable movements from bases in Germany are often constrained by the need for agreements from multiple allied countries (France, Belgium, etc.) and/or a UN Security Council Resolution or OSCE Mandate in order to transit traditionally neutral Switzerland and/or Austria.

<sup>4</sup> Sending States are the nation states that forward station military forces on the territory of a receiving state (host nation) on a permanent or semi-permanent basis. For example, France, UK and US are Sending States in Germany. Germany is a Sending State to US (at Fort Bliss) and Canada (Panzer training area). Sending States often have common basing issues with the host nation and normally should coordinate on common issues in order to achieve common, equitable agreements. In some cases, Sending States may negotiate collectively rather than individually with the host nation.



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