

**BY ORDER OF THE  
SECRETARY OF THE AIR FORCE**

**AIR FORCE INSTRUCTION 10-504**

**18 JANUARY 1994**



**Operations**

## **OVERSEAS BASING REALIGNMENTS**

### **COMPLIANCE WITH THIS PUBLICATION IS MANDATORY**

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This instruction implements the portions of AFPD 10-5, *Basing*, concerning overseas basing. It guides: Major command and field operating agency (MAJCOM/FOA) coordination of overseas force and facility realignments with the Air Staff and Secretariat before submitting them to the appropriate unified command. It defines Air Staff and Secretariat staffing of unified command approved realignments through the joint process. Notifying and consulting with a host nation through the State Department. Congressional notification, declassifying and public announcement of overseas basing realignments. MAJCOM/FOA public announcement and declassification of force structure or unit realignments not associated with the partial/complete return of facilities.

### **SUMMARY OF REVISIONS**

This issuance aligns the instruction with AFPD 10-5. It clarifies guidance on overseas basing realignments.

**1. Overview.** Facilities abroad used and maintained by the Air Force for which the United States no longer has a need should be returned promptly to the host government of the nation in which they are located. Procedures to accomplish this will ensure appropriate participation of the Secretary of the Air Force, the Chairman of the Joint Chiefs of Staff, the Commanders in Chief of the Unified Commands, and Under Secretary of Defense for Policy in the making and execution of decisions concerning return of facilities. Final decisions to return facilities are reserved to the Secretary of Defense (SECDEF) or Deputy Secretary of Defense (DEPSECDEF), including public announcement.

**1.1. Returning Facilities and Installations.** The partial or complete return to host nation control or conversion to standby status of overseas facilities shall be consistent with the provisions of existing treaties, base rights agreements, status of forces agreements (SOFA), and other international agreements to which the United States is a party. These instructions do not apply to the routine return or

exchange of small parcels of land at sites that will be retained for US use or to real estate leased from private parties. In case of conflict between this instruction and US law, treaty, or international agreement, the law, treaty, or international agreement takes precedence. When specific political, legal, or procedural issues arise that are not covered in bilateral agreements, prior Department of Defense (DoD) decisions, or this instruction, will be resolved on a case-by-case basis and, as required, elevated to an appropriate level of authority through the specific theater chain of command.

**1.2. Recovering Residual Value.** The Air Force recovers the residual value of its overseas facilities from host governments as much as possible based on the laws, treaties, and international agreements that apply. Recovery payments are normally money, unless:

1.2.1. The United States is legally obligated to accept nonmonetary recovery.

1.2.2. The SECDEF or DEPSECDEF approves nonmonetary recovery. The SECDEF or DEPSECDEF must give advance approval before you can contact or negotiate with a host government for nonmonetary recovery for the return of facilities.

## 2. Defining Realignment:

- **Basing Realignment.** Any change to USAF force structure, units, and personnel at an overseas installation, site, or facility on foreign soil, which must be approved by the affected unified command and OSD; the host government or the Congress notified; and which requires public announcement. The requirements for such actions may arise from any one of a number of sources, including bi-and multi-lateral agreements, US public law, DoD directives, Joint regulations or USAF instructions.
- **Partial or Complete Withdrawal.** Permanently removing the continuous presence of some or all USAF personnel from a facility.
- **Partial or Complete Return.** Permanently returning some or all of a facility to host nation control.
- **Standby.** A facility where the host nation consents to its contingency or wartime use by the United States, but that has little or no US peacetime presence.
- **Custodial Transfer.** Temporary transfer of control over US-funded facilities located on a foreign military installation for use by host nation/allied forces.

## 3. Realignments. Overseas basing realignments may include:

- Adding force structure or units.
- Partially withdrawing force structure or units with no partial/complete return of facilities.
- Complete withdrawal with partial or complete return of facilities.
- Complete withdrawal, yet the United States retains the facility in standby status.

**4. Initiating Host Nation Notification/Consultation.** Approval of the Under Secretary of Defense for Policy (USDP) is required prior to personnel contacting host governments concerning the possibility of return/partial return of facilities. The USDP shall ensure appropriate coordination with the Department of State and Chiefs of Mission, notification to alliances, and host nation consultation and notification is completed as may be required. In some cases, force structure and unit realignments not associated with the return/partial return of facilities may require host nation notification only or may require no notifica-

tion and may be implemented by the MAJCOM/FOA authority. When possible, the MAJCOM responsible for host base operations should work with/be present with the unified command and American Embassy to conduct host nation consultation and notification.

**4.1. When HQ USAF or SECDEF Directs Realignment.** HQ USAF/XOFP will request MAJCOM/FOA to initiate host nation notification/consultation for realignments directed by HQ USAF or SECDEF to meet budget objectives. HQ USAF/XOFP:

- Notifies MAJCOM/FOA of HQ USAF or SECDEF directed force structure realignments and the partial/complete return of installations.
- Directs the MAJCOM/FOA to initiate host nation notification through the appropriate unified command by including the HQ USAF or SECDEF directed actions in the MAJCOM/FOA input to the unified command quarterly report ( *Quarterly Report-Return of Facilities Abroad*, RCS: DD-P&L(Q)1904).
- Coordinates the message with HQ USAF/XOOB, HQ USAF/XOXX, and the appropriate regional office in SAF/IA.

**4.2. When the MAJCOM/FOA Directs Realignments.** In order to meet budget and manpower reductions, MAJCOM/FOA may consolidate forces and missions through the realignment of force structure or partial/complete return of installations. To initiate host nation notification/consultation for MAJCOM/FOA-directed realignments, the MAJCOM/FOA:

- Consolidates MAJCOM/FOA proposed force structure realignments or partial/complete return of installations into the MAJCOM/FOA input to the unified command quarterly report RCS: DD-P&L(Q)1904).
- Sends the draft MAJCOM/FOA input to the unified command quarterly report RCS: DD-P&L(Q)1904 to HQ USAF/XOOB for HAF-SAF review and coordination prior to providing the final input to the unified command.

**4.3. Informal Coordination.** Informal coordination process begins when the MAJCOM/FOA submits its draft input to the unified command quarterly report RCS: DD-P&L(Q)1904 to HQ USAF/XOOB for HAF-SAF review and coordination. HQ USAF/XOOB:

- Coordinates the draft MAJCOM/FOA quarterly input with HQ USAF/XOFP, HQ USAF/XOXX, the appropriate regional office in SAF/IA and other HAF-SAF offices as appropriate.
- Provides HAF-SAF comments/coordination to the MAJCOM/FOA by message, and it may be implemented.
- Notifies the MAJCOM/FOA if HAF-SAF review has determined if a proposed realignment is not reportable by MAJCOM/FOA authority.

**4.4. Formal Coordination.** Formal coordination process begins when the unified command submits its consolidated quarterly report to the Joint Staff. The quarterly report is forwarded by the Joint Staff to the Service Planner for coordination/approval. Once the Services' approval is received, the Director, Joint Staff, forwards the quarterly report to OSD for interagency coordination, host nation notification/consultation and SECDEF approval.

**4.4.1. The Service Planner:**

- Requests HQ USAF/XOXX to coordinate the Joint Staff quarterly report package and provide HAF-SAF comments.

- Provides comments on the Joint Staff quarterly report package to the Joint Staff.

**4.4.2. HQ USAF/XOXX:**

- Coordinates the Joint Staff quarterly report package with HQ USAF/XOFP, HQ USAF/XOOB, the appropriate regional office in SAF/IA and other HAF-SAF offices as appropriate.
- Provides comments on the Joint Staff quarterly report package to the Service Planner.

**5. Public Announcement and Declassification.** Under DoD policy (OASD/P&L message, 131758Z Jan 92, *DoD Policy and Procedures for the Return to Host* realignments will be classified at least CONFIDENTIAL until completion of host nation notification and public announcement.

**5.1. Public Announcement and Declassification of Facility Partial/Complete Returns.** Following SECDEF or DEPSECDEF approval, OSD public affairs will publicly announce and declassify the partial/complete return of facilities. In conjunction with the OSD public announcement, unified commands and MAJCOM/FOAs are authorized to make public announcements. However, all announcements and proposed questions and answers associated with the partial/complete return of facilities must first be cleared by OSD public affairs. Unified commands will forward proposed public affairs guidance under DoD Instruction 5405.3, *Development of Proposed Public Affairs Guidance*, April 5, 1991, and provide a copy to the Joint Staff. MAJCOM/FOA will forward proposed questions and answers for the public announcement to the appropriate unified command--copies to SAF/PAM and HQ USAF/XOOB.

**5.2. Public Announcement and Declassification of Force Structure or Unit Realignments.**

After host nation notification is completed, MAJCOM/FOA are authorized to immediately publicly announce and declassify force structure or unit realignments which are not associated with the partial/complete return of an installation. Force structure and unit realignments which are associated with the partial/complete return of an installation will be announced and declassified by the MAJCOM/FOA in conjunction with the OSD announcement of the affected installation. Prior to the public announcement, the MAJCOM/FOA will provide SAF/PAM and HQ USAF/XOOB/XOFP information copies of proposed announcements/proposed questions and answers. Once the public announcement is completed, the MAJCOM/FOA will transmit a declassification message to HQ USAF/XOOB/XOFP and HQ AFMPC/DPM listing all force structure and unit realignments which were publicly announced according to this paragraph.

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