



# CHAIRMAN OF THE JOINT CHIEFS OF STAFF INSTRUCTION

J-5  
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CJCSI 2300.02J  
15 April 2016

## COORDINATION OF OVERSEAS FORCE STRUCTURE CHANGES AND HOST-NATION NOTIFICATION

### Reference(s):

See Enclosure F for References

1. Purpose. To define the process to obtain Secretary of Defense approval of an Overseas Force Structure Change (OFSC) and Host-Nation Notification (HNN) of approved OFSCs. Nothing in this instruction alters requirements and responsibilities for the assignment of forces.

2. Superseded/Cancellation. CJCSI 2300.02H, 17 April 2015, is hereby superseded. The letter "eye" has been skipped for clarity.

3. Applicability. This instruction applies to the Joint Staff, Combatant Commands (CCMD) and Services. It provides guidance on the interface with the Offices of the Under Secretary of Defense for Policy (USD(P)), the Under Secretary of Defense for Acquisition, Technology, and Logistics (USD(AT&L)), the Under Secretary of Defense Comptroller (USD(C)), the Under Secretary of Defense for Personnel and Readiness (USD(P&R)), the Under Secretary of Defense for Cost Assessment and Program Evaluation (USD(CAPE)), OSD Public Affairs, other defense agencies (when required), American Embassies, and Department of State/Bureau of Political-Military Affairs (PM) for the coordination of OFSC proposals and HNN requests.

### 4. Criteria for OFSCs and HNNs

a. An OFSC and HNN are required for Combatant Commands or Services to request approval from the Secretary of Defense for a change to a force assigned overseas, to include unit activations, deactivations, and re-designations when any of the following apply:

(1) The effected overseas organization is commanded by an officer in the grade of O-4 or higher. By exception, JS/J-5 may waive the OFSC/HNN requirement if this is the only criteria met;

(2) There is a permanent movement of a force from one host nation to another host nation;

(3) There is a force movement within a country that has the potential to significantly impact the host nation;

(4) There is a change to the assignments of those overseas organizations listed in the Secretary of Defense's "Forces for Unified Commands" memorandum published in the Global Force Management Implementation Guidance (GFMIG). OFSC/HNN requests should precede proposed changes to the "Forces for Unified Commands" memorandum;

(5) The change involves broad DoD responsibilities, international agreements, or treaties;

(6) The change has national-level policy significance, as determined by the Office of the Secretary of Defense for Policy (OSD(P)).

b. HNN is required for all proposed overseas force structure changes deemed by OSD(P) to have national-level policy significance to include both allocation and assignment of forces. This applies to any action that impacts U.S. relations with the Host Nation (HN) such as the movement of units, military personnel and equipment, the disposition of U.S. civilians or large numbers of host-nation local national jobs, or any action that effects international agreements or treaties.

c. Services must submit OFSC and/or HNN requests whenever budgeting decisions will cause force structure changes per the criteria in paragraph 4.a. In such a case, OFSC and HNN requests must be submitted prior to or in conjunction with the submission of annual Service Program Objective Memorandums (POM) and Budget Estimate Submissions (BES).

5. Policy. This instruction will only apply to overseas locations and does not apply to U.S. bases within the continental U.S., Alaska, Hawaii, and U.S. Territories. Other changes that do not affect force assignment will be addressed in the unit deployment program or deployment order process.

a. Service Headquarters (HQ) or Functional CCMD (FCC) HQs will submit OFSC/HNN proposals. By exception, JS/J-5 and OSD(P), may approve a geographic combatant command to submit an OFSC/HNN request; however, additional coordination is required with all affected Services and FCCs to ensure the intent of this process is maintained. This instruction does not apply to the management of pre-positioned equipment, supplies, munitions, or shipping actions.

b. All OFSC actions must be approved by the Secretary of Defense or, when acting as the Secretary of Defense, the Deputy Secretary of Defense. No changes in force composition to forward station or remove existing assigned forces can be taken in advance of this approval. Proposals which have been “approved-in-concept” still require an approved OFSC to finalize the change request.

c. HNN only, without an associated OFSC, can be approved by the Under Secretary of Defense for Policy (USD(P)).

d. Force structure changes directed by the President of the United States or Secretary of Defense, referred to as “leadership-directed OFSCs or HNNs,” will require an OFSC to validate the details of the changes and to determine if further HNN is necessary. The USD(P) can approve these OFSCs, in coordination with the affected OSD components and Services.

e. OFSC/HNN requests should be submitted in accordance with the timeline and process outlined in Figure 1. Services and Service Components will not implement programming decisions prior to Secretary of Defense approval of the OFSC/HNN package and will assume the associated financial, operational, or other associated risks if the process is delayed.

f. Every OFSC requires an HNN. The HNN is developed in close coordination with the Department of State; the American Embassies (AMEMBs); the geographic combatant command; the subordinate commands, as appropriate; and cannot be initiated until the Secretary of Defense has approved the OFSC.

Time Horizon	Action	Responsible Offices
<b>30 Days</b>	CCMD or Service submit request for OFSC/HNN to JS/J5 JS/J5 tasks action to CCMDs to request Host Nation Sensitivity Survey (HNSS) and provide CCMD Assessment/Endorsement	<i>JS/J5, Service, CCMDs, AMEMB, DOS</i>
<b>60 Days</b>	CCMD submits HNSS and CCMD Assessment/Endorsement to JS/J5. JS/J5 staffs through JS and obtains DJS endorsement	<i>J3, J4, J5, J8, OCICS(LC)</i>
<b>120 Days</b>	DJS endorsement is sent to OSD. OSD-P(Plans) staffs to OSD components and relevant Service Secretaries (*Top Two coordination required for OFSC/HNN) USD(P) approval/disapproval of HNN or SecDef approval/disapproval for OFSC/HNN	<i>OSD(P), OSD(C), CAPE, DOS, OGC, OSD(P&amp;R), OSD(AT&amp;L), OGC, OSD(LA), Services</i>
<b>120-150 Days</b>	Formal Host Nation Notification (HNN) to Host Nation through, and in coordination with, the U.S. Embassy, GCC, or Subordinate Unified Command, as appropriate.	<i>OSD(P), DOS, GCC</i>
<b>150-180 Days (may be truncated)</b>	Wait Period (if required) Declassify the Action Treaty notification (if required)	<i>DOS, OSD(PA)</i>
<b>180 Days</b>	Public Notification (requires PAG coordination through established PA channels)	<i>OSD and GCC Public Affairs</i>

6. Procedure. The OFSC/HNN process is outlined below.

a. A Service or CCMD submits an OFSC/HNN proposal to JS/J-5. JS/J-5 will coordinate with OSD(P) to determine national policy significance, as appropriate.

b. JS/J-5 tasks appropriate geographic combatant command to produce a Host Nation Sensitivity Survey (HNSS) and CCMD assessment of the requested action. Geographic combatant commands will request the HNSS from the respective AMEMB.

(1) In addition to coordination with the U.S. Embassy, a geographic combatant command may coordinate with subordinate unified commands, as appropriate.

(2) JS/J-5 will also inform the Department of State (DOS) of the requested OFSC/HNN actions.

(3) Following Defense Attaché (DATT) and the Chief of Mission (COM) approval, AMEMBs will provide a front-channel cable HNSS to the geographic combatant command. By exception, the HNSS may be produced by the geographic combatant command or subordinate command via (Automated Message Handling System (AMHS) message or official memorandum.

c. If required, and upon OSD(P) coordination and approval, the AMEMB, DOS, geographic combatant command, and/or subordinate commands may conduct HN consultations.

d. Geographic combatant command provides its assessment with the HNSS to JS/J-5.

e. JS completes internal staffing and submits an endorsement memorandum from Director, Joint Staff (DJS) to USD(P), through the Office of the Deputy Assistant Secretary of Defense for Plans.

f. OSD(P) coordinates the request with OSD(AT&L), OSD(C), OSD(P&R), OSD(CAPE), OSD(LA), and top two coordination (Secretary or Under Secretary) from the affected Services.

g. The Secretary of Defense is the approval authority for OFSC/HNN requests; USD(P) is the approval authority for HNN-only requests.

h. OSD(P) will coordinate with DOS, the appropriate geographic combatant command, and subordinate organizations, as appropriate, to determine the procedures for formal HNN. Formal HNN is normally conducted by the AMEMB via official cable, but may also be coordinated by subordinate unified

commands, by exception. Upon HNN, AMEMBs should confirm HNN to facilitate geographic combatant command HN engagement, or subordinate command if directed by the geographic combatant command, and declassification, as appropriate.

i. The Office of the Secretary of Defense for Public Affairs (OSD(PA)) will provide approved Public Affairs Guidance (PAG). If applicable, public announcement occurs in coordination with OSD(PA).

7. Definitions. See Glossary.

8. Responsibilities. See Enclosure A.

9. Summary of Changes.

a. Adds language to clarify role of subordinate unified commands, as appropriate.

b. Clarifies coordination with DOS and AMEMBs.

10. Releasability. UNRESTRICTED. This directive is approved for public release; distribution is unlimited on NIPRNET. DOD Components (to include the Combatant Commands), other Federal agencies, and the public, may obtain copies of this directive through the Internet from the CJCS Directives Electronic Library at: [ [http://www.dtic.mil/cjcs\\_directives/](http://www.dtic.mil/cjcs_directives/) ]. JS activities may also obtain access via the SIPR Directives Electronic Library Websites.

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

For the Chairman of the Joint Chiefs of Staff:

  
WILLIAM C. MAYVILLE, JR.  
LTG, USA  
Director, Joint Staff

Enclosures

- A - Coordinating OFSCs for Secretary of Defense Approval
- B - OFSC Proposal/HNN Request Message/Memorandum
- C - Geographic Combatant Command Assessment Message/Memorandum
- D - Combatant Command Declassification Message/Memorandum
- E - Host-Nation Sensitivity Survey Message
- F - References
- GL - Glossary

## ENCLOSURE A

### COORDINATING OFSC/HNN REQUESTS

1. OFSC Proposal and HNN Request Coordination Process. Agencies will use this instruction to coordinate OFSC proposals and HNN requests through the Military Departments, Service component commands, Combatant Commands, Joint Staff, OSD, and the Department of State.

2. Service HQ or CCMD Responsibilities. Military Departments or Functional CCMDs will submit the OFSC/HNN request to the Joint Staff/J-5 via general/flag officer signed memorandum or an Automated Message Handling System (AMHS) message. The OFSC originator will classify the change proposal as CONFIDENTIAL or higher, as appropriate. The proposal must specify if the proposed OFSC, or other policy significant action, involves (or could reasonably lead to) an installation closure; reduction in, or curtailment of, base operating support services; or changes to existing inter-Service support agreements. The proposal will communicate the desired effective date for the change(s) and indicate the impact of a delay, including additional funding requirements. The proposal should anticipate at least 180 days to complete the OFSC/HNN process (Enclosure B). If the proposal is submitted to Joint Staff/J-5 with less than 180 days lead time, a rationale must be included, along with a justification of the time sensitivity.

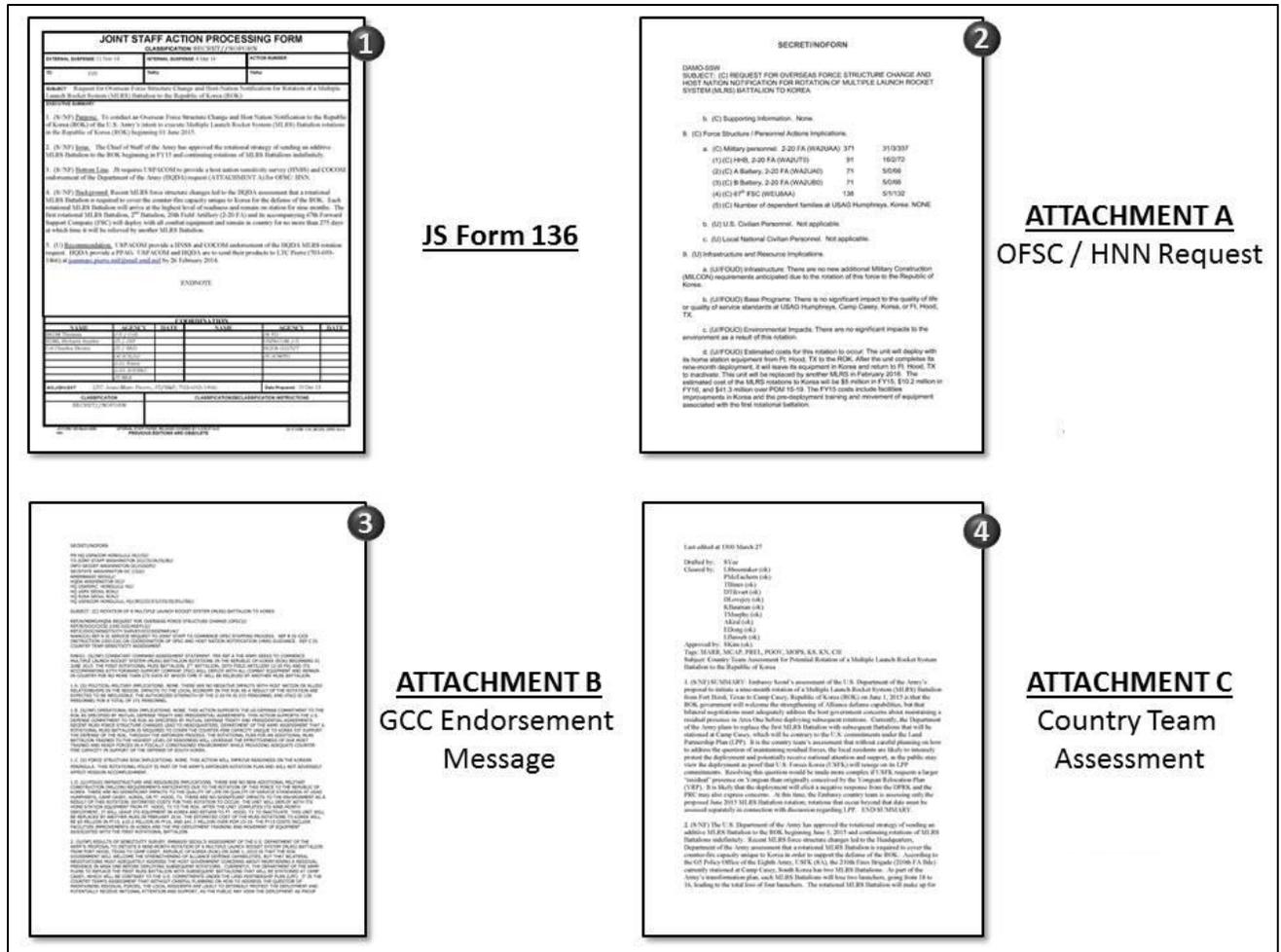
3. Joint Staff Coordination. Upon receipt of the OFSC/HNN request, Joint Staff/J-5 will coordinate with the affected CCMD to accomplish a Host Nation Sensitivity Survey (HNSS) and CCMD endorsement (or assessment).

a. Geographic Combatant Command Assessment Tasking. JS/ J-5 will task the affected geographic combatant command to provide an assessment of the OFSC/HNN request. The geographic combatant command assessment will include a HNSS (Enclosure C).

b. Host Nation Sensitivity Survey (HNSS). During the geographic combatant command assessment phase, the geographic combatant command, or its subordinate command, as appropriate, will coordinate with the AMEMB country team to determine how the OFSC/HNN request may impact relations with the host nation. The HNSS will normally be in the form of a front channel cable from the AMEMB (Enclosure D). By exception, and in coordination with OSD(P) and the DoS, the HNSS may be produced by the geographic combatant command or subordinate command via (Automated Message Handling System (AMHS) message or official memo.

c. Upon receipt of the HNSS and CCMD endorsement (or assessment), JS/J-5 will obtain approval for the OFSC package from the Director, Joint Staff (DJS).

d. The minimum elements of an OFSC/HNN are: the Joint Staff Processing Form 136; the request for an overseas force structure change; the geographic combatant command endorsement; and the HNSS, which is also referred to as the country team assessment (See Figure 2).



**Figure 2: Elements of an OFSC**

4. OSD Coordination. Joint Staff/J-5 submits the DJS-endorsed OFSC/HNN package to the Office of the Deputy Assistant Secretary of Defense for Plans DASD(Plans). The Office of DASD(Plans) requests coordination from OSD(AT&L), OSD(C), OSD(P&R), OSD(CAPE), OSD(LA), and “top two” coordination (Secretary or Under Secretary) from the affected Services. When it is unclear whether a proposed change may be policy significant, informal coordination (e.g., via e-mail, VTC, etc.) amongst key stakeholders will occur to provide sufficient information for OSD(P) to determine whether a proposed

change may be policy significant. If OSD(P) determines an action is not policy significant and the action does not meet any other criteria for an OFSC request, then the requesting organization may implement the change without an OFSC or HNN.

5. HNN without an OFSC. If OSD(P) determines an action is policy significant without an associated OFSC, an HNN request must be submitted utilizing the same process as an OFSC request; however, final approval for the HNN request can be delegated to the USD(P).

6. The OFSC package will be coordinated with the following Joint Staff organizations for appropriate review, to include the following equities:

a. J-3: Operational impact.

b. J-5: POLMIL impact, regional security cooperation, alliance and coalition commitments, impact on contingency planning efforts, cost vs. benefits, HN sensitivity, and treaty implications.

c. J-8: Impact upon warfighting capability, budgetary effects, and implications for overall force structure.

d. Office of the Chairman of the Joint Chiefs of Staff Legal Counsel (OCJCS/LC): Legal sufficiency, compliance with all requirements and relevant international agreements.

e. Office of the Chairman of the Joint Chiefs of Staff for Public Affairs (OCJCS/PA): OCJCS-PA will interface with the Services/CCMDs when an OFSC is initiated. They will feed the PAG requirements to OSD/PA and coordinate with the Services, CCMD, and DoS to draft the PAG.

f. Office of the Chairman of the Joint Chiefs of Staff for Legislative Affairs (OCJCS/LA): OCJCS-LA will be informed of the requested change however is not required to be part of the formal coordination.

g. J-1, J-2, J-4, J-6, and J-7 will be included in coordination as required.

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ENCLOSURE B

SERVICE HQ OR CCMD OFSC PROPOSAL/HNN REQUEST  
MESSAGE/MEMORANDUM

1. The Service HQ's or CCMD's OFSC proposal/HNN request message is sent to the Joint Staff/J-5. The message/memorandum will outline the proposed action, reference applicable Service approval documentation, and request OFSC/HNN approval. The message/memorandum will contain the following paragraphs:

a. Proposed action, including number of forces, equipment, and mission set

b. Basis for proposal

c. Service or CCMD request for OFSC approval (or Secretary of Defense OFSC approval documentation for HNN requests), including the Service HQ approval documentation

d. Desired HNN date and Public Affairs Guidance date.

e. POLMIL implications

(1) Statement on U.S. government title 10 commitments and requirements to the country or region

(2) Impact to local economy

(3) Regional perceptions and security cooperation (to include alliance and coalition commitments and possible reactions by other allies/partners and competitors in the region)

(4) Broad impact(s) on U.S. Global Defense Posture (GDP) realignment

(5) Treaty and agreement implications/requirements.

f. Operational risk implications

(1) Assessment of mission requirements and ramifications of not approving the force structure change per the requested timeline

(2) Supporting information, as needed, to facilitate Combatant Command assessment

(3) Impact to overall support to CCMDs (e.g., effect on contingency plan support or foundational activities, ability to support steady state objectives in the regional theater posture plan (TPP), etc.).

g. Force structure implications

(1) Summary statement for the OFSC, including approximate net reductions or additions of military, U.S. DoD civilian, local and national employees, and family members.

(2) Delineation of personnel actions by community/country, including approximate net number military, U.S. DoD civilian, local and national employees, contractors, and family members departing or arriving.

h. Infrastructure/resources implications

(1) Impact on infrastructure, environment (if applicable), and facilities, including a statement addressing the HN facilities not expected to be declared excess or nominated for closure in accordance with Reference c. Also see References a and b.

(2) Impact to base operating support.

(3) Impact to communities and local economy (including local national jobs).

(4) Impact on overseas tour length (Reference e), entitlement programs (e.g., Funded EML, Imminent Danger Pay, Hardship Duty Pay, OCONUS COLA, etc.) to Service and family member wellbeing/morale, welfare and recreation programs, and DoDEA schools.

(5) Include a statement on whether infrastructure changes are reflected in theater installation master plans and proposed OFSC is contained within the geographic combatant command's Theater Posture Plan.

(6) Funding statement. The statement will identify cost estimates by Fiscal Year (FY), a status of Service funding of OFSC impact areas, and an identification of the type of funds (e.g. O&M, Military construction, etc.). Examples of potential impact areas include, but are not limited to:

(a) Operations and support costs

(b) Unit transportation

(c) Manpower

- (d) Infrastructure disposal
  - (e) Environmental impact
  - (f) Military entitlement programs (Funded EML, Hardship Duty Pay, OCONUS COLA, etc.
  - (g) MWR programs
  - (h) DoDEA schools
  - (i) Service member and family well-being programs
  - (j) Host-Nation Funded Construction, as appropriate
  - (k) Military construction (MILCON), as appropriate.
- (7) Congressional consultation, notification requirements, and actions.
- (8) Public Affairs Guidance (status and POC). OSD(PA) will coordinate and approve Public Affairs Guidance (PAG) with the applicable organizations prior to HNN.
- (9) Other information as required, including associated collateral effects or follow-on impacts of note.
- (10) Points of contact at the proposing organization.

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ENCLOSURE C

GEOGRAPHIC COMBATANT COMMAND ASSESSMENT  
MESSAGE/MEMORANDUM

1. The geographic combatant command will submit a message (or memorandum) to the Director for Strategic Plans and Policy, Joint Staff/J-5 for action with the HNSS and reference to the Service HQ message. The message/memorandum will contain the following paragraphs:

- a. Geographic combatant command assessment statement:
  - (1) POLMIL implications
  - (2) Operational risk implications
  - (3) Force Structure implications
  - (4) Infrastructure and resources implications
  - (5) Other CCMD coordination/impacts.
- b. Results of sensitivity survey
- c. CCMD approval /disapproval statement
- d. Reassignment actions requested/required/taken regarding forces for unified commands
- e. Desired HNN, public announcement, and effective change date
- f. Additional information
- g. Points of contact information

**NOTE:** Proposed Public Affairs Guidance (PPAG) is no longer required. OSD(PA) will direct public affairs and coordinate with appropriate organizations prior to HNN. OCJCS-PA will be included for information only.

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ENCLOSURE D

HOST-NATION SENSITIVITY SURVEY MESSAGE

1. The geographic combatant command will coordinate with the country team of the HN's U.S. Embassy for an assessment of OFSC/HNN requests and will submit the HNSS with the CCMD assessment and reference to the Service HQ message to the office of the JS/J-5 Deputy Director for Joint Strategic Planning. The geographic combatant command may coordinate with their subordinate commands, as appropriate. The message will contain the following paragraphs:

- a. Country Team Summary
- b. Background
- c. Structure and Security Goals
- d. Regional and In-Country Impact
- e. Country Team Assessment
- f. Recommendations
- g. Conclusion

(1) Drafted by: \_\_\_\_\_

(2) Cleared by: \_\_\_\_\_ Defense Attaché (DAT)¹

(3) Approved by: \_\_\_\_\_ Chief of Mission (COM).²

- h. Public Affairs Guidance Point of Contact: Name, E-mail, Telephone

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¹ By exception, an appropriate official within a geographic combatant command or subordinate command may clear the HNSS, in coordination with the AMEMB.

² By exception, an appropriate official within a geographic combatant command or subordinate command may approve the HNSS, in coordination with the AMEMB.

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ENCLOSURE E

COMBATANT COMMAND DECLASSIFICATION MESSAGE/MEMORANDUM

1. Following HNN the Combatant Command will send a declassification memorandum to all parties involved in the OFSC/HNN. Prior to sending declassification message, Combatant Command must receive a message, memorandum, or e-mail from the AMEMB or subordinate unified command (as applicable) that HNN is complete with HN government. However, the DoS desk officer, or OSD(P) desk officer in coordination with the Department of State, must provide confirmation that the HN embassy in the United States has been notified before the AMEMB or subordinate unified command in the HN releases this completion message.
2. HNN declassification does not equate to public announcement. Some OFSCs/HNNs do not warrant public announcement. Host-nation concurrence is required before public announcement for additions to a country.
3. The message will contain the following paragraphs:
  - a. HNN completion date
  - b. Declassification date
  - c. Public Affairs guidance status
  - d. Other information (as applicable).

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ENCLOSURE F

REFERENCES

- a. CJCSI 2300.01 series, "International Agreements"
- b. CJCSI 2300.03 series, "Realignment of Overseas Sites"
- c. DoDI 4165.69, 6 April 2005, "Realignment of DoD Sites Overseas"
- d. CJCSI 4310.01 series, "Logistics Planning Guidance for Global Pre-positioning Materiel Capabilities"
- e. CJCSM 3122.02 series, "Joint Operation Planning and Execution System (JOPES) Volume III (Crisis Action Time-Phased Force and Deployment Data Development and Deployment Execution)"
- f. DoDI 1315.18, 12 January 2005, "Procedures for Military Personnel Assignments"
- g. DoDI 5158.05, 22 May 2008, "Joint Deployment Process Owner"
- h. Title 10, U.S.C., section 123b, Forces stationed abroad: limitation on number
- i. Title 10, U.S.C., section 162, Combatant Commands: assigned forces; chain of command
- j. Global Force Management Implementation Guidance, FY 2014-15 (U), 25 February 2014
- k. JP 1-02, Department of Defense Dictionary of Military Terms (Current as of 15 August 2014)

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## GLOSSARY

Chief of Mission (COM). The chief of mission is the principal officer (the ambassador) in charge of a diplomatic facility of the United States, including any individual assigned to be temporarily in charge of such a facility. The chief of mission is the personal representative of the President to the country of accreditation.

Combatant Command (CCMD). Nontransferable command authority established by title 10 (“Armed Forces”), United States Code, Section 164, exercised only by commanders of unified or specified combatant commands unless otherwise directed by the President or the Secretary of Defense.

Defense Attaché (DATT). The officer in charge of a U.S. Defense Attaché Office (USDAO) responsible for several activities including advising the Chief of Mission on military matters and representing the Secretary of Defense, Chairman of the Joint Chiefs of Staff, Commanders of Combatant Commands and other Department of Defense components to the host country.

Global Posture Executive Council (GPEC). The GPEC serves as the Department of Defense’s senior body overseeing the formal posture process and managing GDP realignment efforts for the Secretary and Deputy Secretary of Defense. The GPEC includes General Officer/Flag Officer or Senior Executive Service representatives from the following agencies: Office of the Secretary of Defense, Joint Staff, Combatant Commands, Military Departments, Services, State(PM), and the National Security Council Staff.

Host Nation (HN). A nation which receives the forces and/or supplies of allied nations and/or NATO organizations to be located on, to operate in, or to transit through its territory.

Host-Nation Notification (HNN). Process for notifying appropriate HN officials of approved OFSC actions.

Host-Nation Sensitivity Survey (HNSS). An assessment outlining the significant implications of an OFSC to the host-nation’s political, social, and economic systems; the OFSC’s likely effects on and reactions from the local populace; potential significant changes in the U.S. bilateral relationship with the host-nation; and an analysis of the proposed timeline for HNN and OFSC implementation.

National-Level Policy Significance. An OFSC or other action expected to result in HN or U.S. domestic political discussions at the national-level and/or HN

press coverage that may create political controversy at the national-level. Examples include actions that, among other things, directly and significantly affect foreign or defense relations between the United States and another government; require approval, negotiation, or signature at the OSD or diplomatic level of an international agreement or other document relating to U.S. forces' presence in a foreign country; or generate a major increase or decrease in U.S. operational or sustainment capability at one or more locations. A determination by OSD(P) that a particular action has national-level policy significance is conclusive.

Public Affairs Guidance (PAG). Constraints and restraints established by proper authority regarding public information, command information, and community relations activities. It may also address the method(s), timing, location, and other details governing the release of information to the public. For overseas force structure changes, a PAG will be developed by OSD(PA).

Overseas Force Structure Change (OFSC). An OFSC is the introduction, change, or removal of any assigned overseas force, as well as other changes that have national-level policy significance as determined by OSD(P).