THE UNDER SECRETARY OF DEFENSE

3010 DEFENSE PENTAGON
WASHINGTON, DC 20301-3010

ACQUISITION,
TECHNOLOGY
AND LOGISTICS

MAR 1 5 2003

MEMORANDUM FOR DEPUTY UNDER SECRETARY OF THE ARMY

SUBJECT: Establishment of the Administration Joint Cross-Service Group

On November 15, 2002, the Secretary of Defense formally initiated the 2005 Defense Base Realignment and Closure (BRAC) process (attached). He established the Infrastructure Executive Council (IEC) and the subordinate Infrastructure Steering Group (ISG) to oversee and operate the BRAC 2005 process, further directing the ISG to recommend to the IEC, no later than April 15, 2003, those functions that should receive joint cross-service analysis. The ISG has determined that functions that fall within the following six areas will form the basis of its recommendation: Industrial; Supply & Storage; Technical; Education & Training; Administration; and Medical. To that end, it has established a Joint Cross-Service Group (JCSG) for each of those areas.

You have been chosen to chair the Administration JCSG. The following individuals are the senior members of your JCSG: Mr. William Davidson, Administrative Assistant to the Secretary of the Air Force; Mr. Raymond DuBois, Deputy Under Secretary of Defense (Installations and Environment); RADM Chris Weaver, Commandant, Naval District Washington Headquarters; and Col Scott West, Division Chief, Forces Division, J-8. A Marine Corps representative will be provided at a later date.

Each JCSG is responsible for overseeing the joint cross-service analysis of functions within their area. This entails ensuring that their analysis groups perform a broad, comprehensive look at DoD requirements for their function(s). Using certified data, the analysis groups must perform a detailed analysis of existing capabilities and capacity, and develop recommendations that best satisfy DoD's requirements. JCSGs will use Military Value as the primary consideration, while balancing all other selection criteria. Each JCSG will communicate regularly with the Military Departments to ensure that their recommendations are fully consistent with those of your JCSG; provide detailed periodic reports to the ISG on your progress and direction; and submit and explain your JCSG's closure and realignment recommendations to the ISG.

Not later than March 31, 2003, your JCSG, in coordination with the OSD and Service BRAC Directors, must develop recommendations to the ISG on the specific functions that will receive joint cross-service analysis; the organization structure you will

establish to conduct the analysis; and the leadership of any subordinate groups within your structure. Your written report should also include a general description of the approach and notional metrics for your analysis. The ISG will meet on April 4, 2003, to review those reports.

When determining what specific functions should receive joint cross-service analysis within your group, you must start by listing all of the functions that fall under your area and then identify those that you recommend to receive joint cross-service analysis. You should be prepared to justify your selections and exclusions. Once the Secretary has approved the designation of your particular functions for joint cross-service analysis, your group will be required to carry that analysis through to its logical conclusion. Removal of a function from joint cross-service analysis will require the approval of the Secretary of Defense, through the ISG and IEC. Specificity regarding the functions that you recommend for joint cross-service analysis is important because the Military Departments must analyze those functions that are not designated for joint cross-service analysis.

Because of the potential impact upon DoD and local communities, BRAC is a subject of intense interest to all stakeholders. To provide the ISG with the optimal set of recommendations, the analytical work and subsequent deliberations that your JCSG will conduct must occur free from opinions, internal or external, based on non-certified data and speculation. To protect the integrity of the BRAC 2005 process, all files, data and materials relating to that process are deemed sensitive and internal to DOD. The members of the JCSGs are entrusted to have access to BRAC 2005 data and information and are, therefore, required to use every precaution to prevent the improper release of and/or access to BRAC 2005 data and information. The Chair of each JCSG will ensure all assigned and substitute members of his group read and sign the attached Nondisclosure Agreement, and comply with prescribed policy direction from the ISG.

The OSD and Service BRAC Directors will serve as advisors to each JCSG to help ensure that your activities are consistent with established BRAC processes and direction. Please contact Pete Potochney, 614-5356, to coordinate the involvement of the OSD and Service BRAC Directors.

E.C. Aldridge, Jr.
USD(Acquisition, Technology & Logistics)
Chairman, Infrastructure Steering Group

cc: Installation Steering Group Members
Administration JCSG Members

Attachments: As stated

THE SECRETARY OF DEFENSE
1000 DEFENSE PENTAGON
WASHINGTON, DC 20301-1000

November 15, 2002

MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS
CHAIRMAN OF THE JOINT CHIEFS OF STAFF
UNDER SECRETARIES OF DEFENSE
DIRECTOR, DEFENSE RESEARCH AND ENGINEERING
ASSISTANT SECRETARIES OF DEFENSE
GENERAL COUNSEL OF THE DEPARTMENT OF DEFENSE
INSPECTOR GENERAL OF THE DEPARTMENT OF DEFENSE
DIRECTOR, OPERATIONAL TEST AND EVALUATION
ASSISTANTS TO THE SECRETARY OF DEFENSE
DIRECTOR, ADMINISTRATION AND MANAGEMENT
DIRECTORS OF THE DEFENSE AGENCIES

Subject: Transformation Through Base Realignment and Closure

As a result of the Quadrennial Defense Review, we embarked on a comprehensive review of our defense and security needs toward transforming the force. New force structures must be accompanied by a new base structure. The first step was my request to the Chairman to direct the geographic combatant commanders to prepare, in coordination with their Service component commands, draft overseas basing plans for their respective areas of responsibility.

Congress authorized a base realignment and closure (BRAC) round in 2005. At a minimum, BRAC 2005 must eliminate excess physical capacity; the operation, sustainment and recapitalization of which diverts scarce resources from defense capability. However, BRAC 2005 can make an even more profound contribution to transforming the Department by rationalizing our infrastructure with defense strategy. BRAC 2005 should be the means by which we reconfigure our current infrastructure into one in which operational capacity maximizes *both* warfighting capability and efficiency. I am directing this process begin immediately, under the structure set out herein.

Two senior groups, as reflected in the attachment, will oversee and operate the BRAC 2005 process. The Infrastructure Executive Council (IEC), chaired by the Deputy Secretary, and composed of the Secretaries of the Military Departments and their Chiefs of Services, the Chairman of the Joint Chiefs of Staff and Under Secretary of Defense (Acquisition, Technology and Logistics) (USD(AT&L)), will be the policy making and oversight body for the entire BRAC 2005 process.

The subordinate Infrastructure Steering Group (ISG), chaired by the USD(AT&L) and composed of the Vice Chairman of the Joint Chiefs of Staff, the Military Department Assistant Secretaries for installations and environment, the Service Vice Chiefs, and the Deputy Under Secretary of Defense (Installations & Environment) (DUSD(I&E)), will oversee joint cross-service analyses of common business oriented functions and ensure the integration of that process with the Military Department and Defense Agency specific analyses of all other functions. The USD(AT&L) will have the authority and responsibility for issuing the operating policies and detailed direction necessary to conduct the BRAC 2005 analyses.

A primary objective of BRAC 2005, in addition to realigning our base structure to meet our post-Cold War force structure, is to examine and implement opportunities for greater joint activity. Prior BRAC analyses considered all functions on a service-by-service basis and, therefore, did not result in the joint examination of functions that cross services. While some unique functions may exist, those functions that are common across the Services must be analyzed on a joint basis.

Accordingly, the BRAC 05 analysis will be divided into two categories of functions.

- Joint cross-service teams will analyze the common business-oriented support functions and report their results through the ISG to the IEC.

- The Military Departments will analyze all service unique functions and report their results directly to the IEC.

Within 150 days of this memorandum, the ISG will recommend to the IEC the specific functions to receive joint analysis and the metrics for that analysis for my approval. The Military Departments through their representatives on the ISG, as well as the Defense Agencies, should communicate regularly with the ISG to ensure that their recommendations are fully consistent with the joint cross-service teams' recommendations.

A comprehensive infrastructure rationalization requires an analysis that examines a wide range of options for stationing and supporting forces and functions, rather than simply reducing capacity in a status-quo configuration. To that end, in accordance with the force structure plan and selection criteria, the ISG will recommend to the IEC for my approval a broad series of options for stationing and supporting forces and functions to increase efficiency and effectiveness. The Military Department and the joint cross-service analytical teams must consider all options endorsed by the IEC in the course of their analysis. The analytical teams may consider additional options, but they may not modify or dismiss those endorsed by the IEC without my approval.

In accordance with section 2909 of BRAC 90, as amended, BRAC 2005, as directed by this memorandum, will be the exclusive means for selecting for closure or realignment, or for carrying out any closure or realignment of, a military installation located in the United States until April 15, 2006. This exclusivity clause does not apply to closures and realignments to which section 2687 of title 10, United States Code, is not applicable. Closures or realignments to which section 2687 is not applicable will require approval on the basis of guidance issued by the USD(AT&L). Competitive sourcing conducted under the provisions of OMB Circular A-76 may proceed independently.

In accordance with the direction of Congress expressed in the BRAC legislation, the Department will not make any binding closure or realignment decisions prior to the submission of final recommendations to the Commission no later than May 15, 2005. The process and structure outlined in this memorandum are designed to ensure the Department's ability to provide recommendations by this date and to meet several interim statutory requirements, including publishing draft selection criteria by December 31, 2003, and final criteria by February 16, 2004. In addition, the Department must provide Congress a force structure plan, inventory, capacity analysis, and certification of the need for BRAC with the FY 2005 budget documentation.

I cannot overemphasize the importance of BRAC 2005. This effort requires the focus and prioritization only senior leadership can bring. I am confident we can produce BRAC recommendations that will advance transformation, combat effectiveness, and the efficient use of the taxpayer's money.

Attachment
BRAC 2005 Organization

BRAC 2005 Leadership

Nondisclosure Agreement

My duties include work assignments and responsibilities in which I may acquire personal knowledge of or access to information concerning the development of recommendations relating to potential closure or realignment of military installations in the Base Realignment and Closure (BRAC) 2005 process. I understand and agree that it is my duty and obligation to comply with the provisions of this agreement respecting such information, and that my violation of this agreement may result in disciplinary action.

1. I understand that the development of any BRAC 2005 information, written or oral, pursuant to the Defense Base Closure and Realignment Act of 1990, as amended, is an official, sensitive, and deliberative process. "Written" information includes all electronic and hard copy forms of communication. I further understand that the development of such information is not limited to final documents or products, but also includes all draft and feeder documents, briefings and notes, as well as any other related oral or written communication.

2. The public and all levels of federal, state, and local government have a right to expect and trust that the BRAC 2005 process will be conducted objectively and impartially. Any unauthorized disclosure of BRAC information undermines that expectation and trust and is therefore prohibited. Unauthorized disclosures may also constitute a violation of law and DoD or Military Department directives, regulations, instructions, policies, or guidance. I promise not to disclose any BRAC information, except as specifically authorized.

3. I further understand that any document or any other written communication, whether draft or final, is the official property and record of the Department of Defense and shall be retained, disseminated, released, and destroyed in accordance with requirements of law and applicable DoD or Military Department directives, regulations, instructions, policies or guidance.

4. I understand that the provision of this agreement bind me personally until the Secretary of Defense transmits BRAC recommendations to the Commission and Congress even if I am reassigned to other duties or stations, retire, or otherwise cease employment or any contract, agency, or other relationship or association with the Department of Defense.

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Signature Date