



**S E C R E T A R Y O F T H E A R M Y**  
**W A S H I N G T O N**

DEC 12 2002



**MEMORANDUM FOR SEE DISTRIBUTION**

**SUBJECT: Transformation Through Base Realignment and Closure**

Reference Defense Base Closure and Realignment Act of 1990 as amended by Fiscal Year (FY) 2002 National Defense Authorization Act (the Act).

The Secretary of Defense recently announced the initiation of the Base Realignment and Closure 2005 (BRAC 2005) effort (enclosure 1), as authorized in the Defense Base Closure and Realignment Act of 1990, and amended by the FY 2002 National Defense Authorization Act. The process will result in the alignment of Department of Defense infrastructure with Defense strategy. In order to realign The Army's infrastructure to maximize our warfighting capability and efficiency, we must participate fully in the process and organize ourselves accordingly.

To that end, I have established a Deputy Assistant Secretary of the Army for Infrastructure Analysis (DASA (IA)) within the Office of the Assistant Secretary of the Army (Installations and Environment) to lead the Army's efforts in this important initiative. DASA (IA) will be The Army's focal point for BRAC 2005. The DASA (IA) will supervise a Total Army Basing Study (TABS) Group to execute those actions necessary to comply with the intent of the Congress and the direction of the Secretary. The TABS group will provide comprehensive analysis, with the support of the HQDA and MACOM staffs.

The Senior Review Group (SRG) will provide the guidance and review products for the BRAC 2005 effort. The SRG, chaired by the Vice Chief of Staff of the Army, and the Under Secretary of the Army, will include the Assistant Secretaries and Army Staff Principals. The Chief of Staff of the Army and I will represent The Army on the DoD Infrastructure Executive Council, while the Vice Chief of Staff of the Army and the ASA (Installations & Environment) will represent The Army on the DoD Infrastructure Steering Council.

The above reference sets out a process with specific timelines and milestones to which the Department will adhere to in developing its recommendations for closure and realignment. Where the Act applies, it is the exclusive authority for selecting military installations for closure, realignment or for carrying out any closure or realignment.

Understandably, many of our local community partners will have great concerns over BRAC 2005. We must avoid creating an expectation in the local communities that any action or group of actions would preclude an installation from being considered for realignment. The Act requires us to "consider all military installations within the United

States equally without regard to whether the installation has been previously considered or proposed for closure or realignment by the Department." We must treat every Army installation fairly.

I want to stress, as did Secretary Rumsfeld, that no binding decisions will be made prior to the submission of final requirements to the Commission no later than May 15, 2005. However, it is critical for leaders throughout the Army to support the efforts of the newly established DASA (IA) and the TABS group as they proceed with their important work.

I wholeheartedly welcome the initiation of this process. It will be a critical component of our transformation.



Thomas E. White

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SUPERINTENDENT, U.S. MILITARY ACADEMY**



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  
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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.



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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.

A handwritten signature in black ink, appearing to be "D. A. [unclear]", written over a horizontal line.

Attachment  
BRAC 2005 Organization

# BRAC 2005 Leadership

