



ACQUISITION,
TECHNOLOGY
AND LOGISTICS

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THE UNDER SECRETARY OF DEFENSE

3010 DEFENSE PENTAGON
WASHINGTON, DC 20301-3010

SEP 23 2004

MEMORANDUM FOR JOINT CROSS-SERVICE GROUP CHAIRMEN

SUBJECT: 20-Year Force Structure Plan and BRAC Recommendations

The BRAC statute requires the Secretary of Defense to base his closure and realignment recommendations on published selection criteria and a 20-year force structure plan. The force structure plan includes an assessment of probable threats to national security from 2005-2025, probable end-strength levels and major military units to meet these threats, and anticipated funding levels available for national defense during that same period. The statute required the Secretary to submit this plan with the FY 2005 budget submission and, if necessary, provide a revised plan with the FY 2006 budget submission.

In making BRAC recommendations, each Joint Cross-Service Group (JCSG) and Military Department must assess the relationship between the force structure plan and the capabilities required to support that plan. As such, each JCSG must derive correlations between the probable threats, probable end-strength levels and major military units, and anticipated funding levels listed in the plan and the configuration of facilities supporting their functional areas that will result from their recommendations.

Determining the capabilities necessary to support the force structure contained in the plan is, therefore, a key element of the BRAC analytical process. For some functions there is an obvious, direct, and quantifiable correlation (e.g., the capability to berth ships (i.e., pier space) is directly tied to the number and size of ships). However, in most cases the correlation between the force structure plan and capabilities will be indirect, qualitative, and derived using military judgment (e.g., laboratory capabilities to support future weapons systems). Each JCSG must implement a process to determine specific, quantified capabilities for each of the group's assigned functions/subfunctions. The capabilities determination process must be completed expeditiously so that scenario development can be performed in accordance with the BRAC timeline.

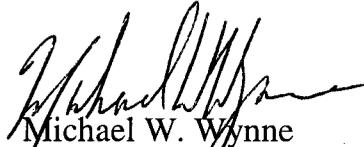
At its April 2, 2004, meeting, the ISG agreed that each JCSG would determine capabilities in consultation with, and based upon input provided by, the Military Departments. Each JCSG can implement this consultation process using either a formal memorandum to its Military Department and Defense Agency principals requesting specific information, an informal discussion process or another procedure determined by the JCSG to be more advantageous. In order to facilitate this consultation we have prepared the attached draft memorandum that each JCSG can tailor to reflect its specific



consultation process. The memorandum is addressed to the Service (and Defense Agency) Principals assigned to your group because they are the conduit to their parent organizations.

Please note that the determination of the capabilities necessary to support the force structure listed in the force structure plan is not a data collection effort and, therefore, not subject to statutory data certification requirements.

I appreciate your efforts and continued assistance. If you have questions, please contact Peter Potochney, Director, BRAC, at 614-5356.



Michael W. Wynne
Acting USD (Acquisition, Technology & Logistics)
Chairman, Infrastructure Steering Group

Attachment: As stated
cc: ISG Members

MEMORANDUM FOR SERVICE/DEFENSE AGENCY PRINCIPALS

SUBJECT: 20-Year Force Structure Plan Capabilities

The BRAC statute requires the Secretary of Defense to base his closure and realignment recommendations on a 20-year force structure plan. The 20-year force structure plan includes an assessment of probable threats to national security from 2005-2025, probable end-strength levels and major military units to meet these threats, and anticipated funding levels available for national defense during that same period. The statute required the Secretary to submit this plan with the FY 2005 budget submission and, if necessary, provide a revised plan with the FY 2006 budget submission.

In making BRAC recommendations, each Joint Cross-Service Group (JCSG) and Military Department must assess the relationship between the force structure plan and the capabilities required to support that plan. As such, we must derive correlations between probable threats, probable end-strength levels and major military units, and anticipated funding levels listed in the plan and the configuration of facilities supporting our functional areas that will result from our draft recommendations.

Determining the capabilities necessary to support the force structure contained in the plan is, therefore, a key element of the BRAC analytical process. For some functions there is an obvious, direct, and quantifiable correlation (e.g., the capability to berth ships (i.e., pier space) is directly tied to the number and size ships). However, in most cases the correlation between the force structure plan and capabilities will be indirect, qualitative, and derived using military judgment (e.g., laboratory capabilities to support future weapons systems).

We must implement a process to determine specific, quantified capabilities for our group's assigned functions/subfunctions. We must complete this capabilities determination process expeditiously so that we can perform scenario development and analysis in accordance with the BRAC timeline.

At its April 2, 2004, meeting, the ISG agreed that each JCSG would determine capabilities in consultation with, and based upon input provided by, the Military Departments. As the principal Service or Defense Agency representative, please work with your respective Military Department and Defense Agency to make these determinations. In order for our group to be able to thoroughly explain and justify our BRAC recommendations we must understand the basis for the capability information received from the Military Departments and Defense Agencies. Therefore, please ensure that the capabilities determinations include a clear explanation of their basis.

The BRAC legislation allows DoD to submit a revised force structure plan with the FY 2006 budget (in Feb 05). It is important that we consider any available information about these potential changes to inform our process. We must work closely with the Military Departments and Defense Agencies to develop a plan to appropriately account for any planned force structure changes in our ongoing analysis. Program/budget guidance currently being used or developed may be a useful tool in determining the potential changes that should be considered.

The following concepts provide amplifying information to facilitate deriving the correlation between the force structure plan and required capabilities:

- **Functional/Subfunctional Capabilities:** The analytical approach used in the capacity and military value reports provide the functions/subfunctions assigned to our JCSG for which capabilities must be derived. The capabilities should be quantified in the same units of measure used in our capacity analysis.
[NOTE: Your memorandum must include a complete list of each function/subfunction being analyzed, along with the required units of measure, to inform the Military Departments and Defense Agencies of the required information.]
- **Role of the Future Year Defense Plan (FYDP):** The FYDP may provide some background information useful in establishing baseline capabilities. However, extrapolating directly from the FYDP without considering information in the 20-year force structure plan would conflict with the statutory requirement to use the plan as a basis for all BRAC recommendations.
- **20-Year Force Structure Plan (FSP):** The 20-year force structure plan includes an assessment of probable threats to national security from 2005-2025, probable end-strength levels and major military units to meet these threats, and anticipated funding levels available for national defense during that same period. Because the FSP will be the basis for your determination of required capabilities, documentation on the capabilities development process must explain how the capabilities relate to the FSP.

Because the determination of capabilities is not a data collection effort, data call certification requirements are not applicable to determining the capabilities necessary to support the force structure contained in the plan.

Request you submit this information to my office by xxxx 2004. My point of contact in this matter is xxxxx at (xxx) xxx-xxxx.