



DEPARTMENT OF THE NAVY

OFFICE OF THE SECRETARY

1000 NAVY PENTAGON

WASHINGTON, D.C. 20350-1000

November 25, 2002

MEMORANDUM FOR DISTRIBUTION

Subj: BASE REALIGNMENT AND CLOSURE (BRAC) 2005

Ref: (a) 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 (SECDEF) directed that the process begin for the base realignment and closure (BRAC) round authorized by reference (a) for 2005 (Attachment 1). The stated goal for BRAC 2005 is transformation, which envisions reconfiguration of current infrastructure so that operational capacity maximizes war-fighting capability and efficiency. This will be accomplished by elimination of excess physical capacity and rationalization of Department of Defense (DoD) infrastructure with defense strategy.

An additional objective of this round will be to examine and implement opportunities for greater joint activity. To that end, SECDEF has indicated that the BRAC 2005 analysis will be divided into two categories. Joint cross-service teams will analyze common business-oriented support functions, and the Military Departments will analyze all service unique functions. SECDEF will decide what specific functions are analyzed jointly based on recommendations from the senior leadership groups identified in the memo. However, DoD will not make any binding closure or realignment decisions prior to submission of final recommendations to the Base Closure and Realignment Commission no later than May 15, 2005.

The SECDEF memo establishes an Infrastructure-Executive Council (IEC) as the policy making and oversight body for the entire process, and a subordinate group, the Infrastructure Steering Group (ISG), to oversee the joint cross-service analyses and integrate that process with the Military Department analyses of all other functions. The Secretary of the Navy (SECNAV), the Chief of Naval Operations (CNO), and the Commandant of the Marine Corps (CMC) are members of the IEC. The Assistant Secretary of the Navy (Installations and Environment) (ASN (I&E)), the Vice Chief of Naval Operations (VCNO), and the Assistant Commandant of the Marine Corps (ACMC) are members of the ISG.

Within the Department of the Navy (DON), the overall BRAC 2005 process will be under the Secretary of the Navy's oversight

and guidance. As an initial step in this process, I am establishing the Department of the Navy's Infrastructure Evaluation Group (IEG) and Infrastructure Analysis Team (IAT). The IEG will be responsible for developing recommendations for closure and realignment of the Department of the Navy military installations and ensuring that operational factors of concern to the operational commanders are considered. In consultation with CNO and CMC, the IEG will prepare recommendations for SECNAV approval and transmittal to SECDEF. The IEG will have eight members, as follows:

(a) ASN (I&E), will be Chair;

(b) The Deputy Assistant Secretary of the Navy (Infrastructure Analysis) (DASN (IA)), will be the Vice Chair;

(c) Two Navy Flag officers and two Marine Corps General officers will be recommended for my approval by CNO and CMC, respectively; and

(d) Two individuals of Flag, General officer or Senior Executive Service rank, one will be recommended for my approval by the Assistant Secretary of the Navy (Research, Development and Acquisition) (ASN (RD&A)) and one will be recommended by the Assistant Secretary of the Navy (Manpower and Reserve Affairs) (ASN (M&RA)).

The Navy and Marine Corps Flag/General officers should have experience in logistics, planning, requirements, and/or operations.

The IAT will be responsible for developing analytical methodologies, developing joint and cross-servicing opportunities, collecting data and performing analyses, and presenting the analytical results to the IEG for evaluation. Membership of the IAT will consist of the following:

(a) DASN (IA), will be the Director of the IAT and Vice Chair of the IEG;

(b) Individuals representing a broad range of DON experience and warfare disciplines who are assigned full-time to support the BRAC 2005 efforts; and

(c) One Navy and one Marine Corps judge advocate to serve as the permanent Recorders for the sessions of the IEG.

VCNO and ACMC will propose individuals for the IAT to DASN (IA), who will recommend team composition to ASN (I&E) for his approval. In addition to the assigned IAT members, dedicated

support will be required from the Office of the General Counsel, the Naval Audit Service, the Office of Information, and the Office of Legislative Affairs.

Reference (a) sets out a very fair process with very specific timelines and milestones to which the Department must adhere 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. Planning efforts outside the established BRAC process will adhere to the following guidelines:

(a) Planning and recommendations for reducing the infrastructure must be limited to requirements and overall capacity and must not consider or identify specific installations for closure or realignment.

(b) Closures or realignments that are below the thresholds defined in 10 U. S. Code 2687 will require approval in accordance with guidance to be issued by the Under Secretary of Defense (USD) Acquisition, Technology, & Logistics (AT&L). Until guidance is promulgated, such actions must be fully justified and coordinated with DASN (IA). Competitive sourcing conducted under the provisions of Office of Management and Budget (OMB) Circular A-76 may proceed independently.

With the beginning of another BRAC process, many communities will focus on what can be done to preclude closure of local military bases. While we should always strive to improve the facilities on our installations, we must avoid creating a community expectation that any action or group of actions would preclude an installation from being considered for closure. 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." This means we must ensure that every Navy and Marine Corps installation is treated equally and fairly. Similarly, we must ensure that all Departmental actions are fully consistent with and supportive of the SECDEF's stated goals for this process. Accordingly, the following guidance applies:

(a) Requests received for installation-related information shall be processed under the parameters of the Freedom of Information Act (FOIA). Examples of releasable information would include current plant account information, mission detail, and capital investment plans that do not compromise national security. However, future investment projects, programming objectives, and mission speculation shall not be discussed or

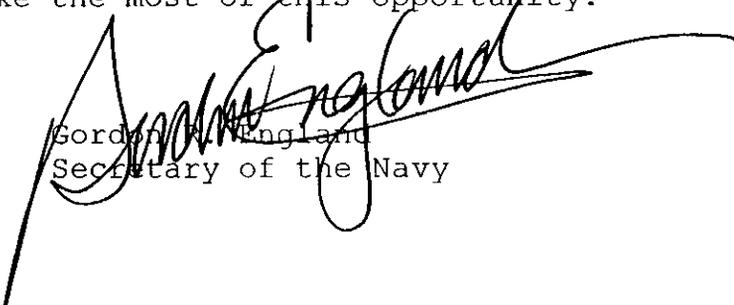
released. Whatever is provided to one requester shall be provided to all such requesters. This guidance does not apply to release of official BRAC data calls which, when issued, will constitute pre-decisional information.

(b) It is permissible to attend meetings as a representative or liaison of the Department of the Navy with state and local officials and/or organizations or other entities that may seek to develop plans and programs aimed at improving the ability of Navy and Marine Corps installations to discharge their national defense/national security mission. DON representatives may not be involved in matters of management or control of any such organization or participate in voting. Invitations to participate in such organizations should be discussed with appropriate ethics counselors. However, Navy and Marine Corps personnel may not participate in their official capacities in activities of any organization that has as its purpose, either directly or indirectly, insulating Navy and Marine Corps installations from closure or realignment.

(c) SECNAVINST 4001.2F, Acceptance of Gifts, states that DON personnel shall not request gifts or contributions to the Department unless specifically authorized to do so by the Secretary. Seeking a grant of State or local funds for construction of improvements on military installations is such a request, and gifts initiated without Secretarial authorization shall not be accepted. Additionally, based on past experience, some communities may offer financial or material assistance to local military bases in the form of unsolicited gifts. It is the Department's policy to decline any gift, solicited or unsolicited, that at some future time, might embarrass the Department of the Navy by reasons of favors expected as a result of a gift or by creating the appearance of a relationship in which favors are granted. If state or local government officials could conclude, based on their dealings with DON personnel, that their expenditures would give them a favored status during the BRAC process, the Department may be embarrassed and public relations with the community will be adversely affected. These gifts may also call into question the integrity of the base closure decision-making process. Accordingly, any such offers shall be closely examined. In dealing with State and local communities, DON personnel shall clearly communicate that there will be no favored status in the BRAC process as the result of any offer and subsequent acceptance of such a gift.

DASN (IA) will be the DON focal point for BRAC 2005. Any questions that arise in connection with this guidance should be referred to that office.

A successful BRAC 2005 is most important to the Department of the Navy, the Department of Defense, and to the Nation. It may well be our last opportunity in the foreseeable future both to reduce excess infrastructure (and thus be able to move scarce dollars to areas that result in increasingly-improved readiness) and to transform the infrastructure that remains in a manner that reflects the changing mission and force structure needs of the 21st Century. We owe it to all Americans - particularly our Sailors and Marines - to make the most of this opportunity.



Gordon B. England
Secretary of the Navy

Attachment:

1. Secretary of Defense memo of November 15, 2002

Distribution:
See next page

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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.



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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 read "Donald Rumsfeld", written over a horizontal line.

Attachment
BRAC 2005 Organization



BRAC 2005 Leadership

