ASSISTANT SECRETARY OF DEFENSE

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ECONOMIC SECURITY

29 DEC 1994

MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS
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DIRECTORS OF THE DEFENSE AGENCIES

SUBJECT: 1995 Base Realignments and Closures (BRAC 95) -- Policy Memorandum Three

Background

This memorandum is the third in a series of additional policy guidance implementing the Defense Base Closure and Realignment Act of 1990 (Public Law 101-510), as amended, and the Deputy Secretary's 1995 Base Realignments and Closures (BRAC 95) guidance of January 7, 1994.

Final Selection Criteria

The 1995 Base Closure and Realignment (BRAC 95) Selection Criteria at attachment one, required by Section 2903(b) of Public Law 101-510, form the basis, along with the force structure plan, of the base closure and realignment process. These criteria were provided by the Deputy Secretary's November 2, 1994, memorandum. DoD components shall use these criteria in the base structure analysis to nominate BRAC 95 closure or realignment candidates. The criteria will also be used by the 1995 Defense Base Closure and Realignment Commission in their review of the Department of Defense final recommendations.

Activities in Leased Space

This expands on the policy guidance contained in the DepSecDef January 7, 1994, BRAC 95 memorandum.

DoD Component organizations located in leased space are subject to Public Law 101-510. Civilian personnel authorizations of organizations in leased space, which are part of an organization located on a nearby military installation or one within the same metropolitan statistical area (MSA), shall be considered part of the civilian personnel authorization of that

installation. Certain military activities performed in leased facilities constitute an installation because of common mission, permanently authorized personnel, and separate support structure. Each DoD component should aggregate the remaining civilian personnel authorizations of their organizations in leased space within a MSA and consider the aggregate to be a single installation for applying the numerical thresholds of Public Law 101-510. In aggregating leased space activities in the National Capital Region (NCR), the NCR, as defined by the National Capital Planning Act (40 USC 71), will be used as the MSA.

Return on Investment (ROI)

This expands on the policy guidance contained in the Under Secretary of Defense (Acquisition and Technology) memorandum of May 31, 1994 (Policy Memorandum One).

- Medicare Costs Medicare Costs will not be included in DOD Component cost analyses. The Medicare program consists of part A (hospital and related costs) and Part B (supplemental costs). Part A is financed by Medicare payroll taxes. The only appropriated funds used to support Medicare are those portions of the Part B costs that exceed the monthly premiums paid by the members/beneficiaries. Therefore, total Medicare appropriations will not significantly change return on investment calculations.

- Unemployment Costs The Military Departments and Defense Agencies annually budget unemployment contributions to the Federal Employees Compensation Account for DoD military and civilian employees. DoD Components should include the contributions to this account attributable to closures and realignments in their cost calculations. However, state unemployment costs will not be included in DoD component cost analyses since such costs result only indirectly from BRAC actions and would not be borne by DoD.

- Costs to other Federal Agencies and State and Local Governments In general, DoD components need not consider costs or savings to other federal agencies and state and local governments in their calculations of BRAC 95 costs and savings.

There are, however, a limited number of circumstances when DoD components should include the costs of BRAC 95 actions to other Federal Agencies in their cost calculations. Costs to other Federal Agencies should be included only when they are measurable, identifiable costs that DoD would incur as a **direct** result of BRAC-related actions. The key distinguishing features of costs to other federal agencies that should be included is (1) DoD is unambiguously responsible for paying such costs and (2) such costs would be incurred as a direct, rather than indirect, result of BRAC actions.

For example, if a BRAC-related action would result in early termination of a lease agreement with the General Services Administration, and the lease agreement contains a provision that requires DoD to pay a penalty for breaking the lease, then the amount of the penalty should be included in cost calculations. Similarly, DoD components should include unemployment insurance costs for which they are liable. Both of these are costs **to DoD** that result **directly** from BRAC actions. In contrast, DoD components need not consider cost impacts that BRAC actions could have on Federal programs such as Medicare because (1) such costs would not be borne by DoD and (2) they result only indirectly from BRAC actions, or (3) result from base reuse activities, which cannot be known during BRAC decision-making processes.

COBRA Analyses of Cross-Service/Agency Scenarios

The Military Departments and Defense Agencies will use the following procedure for developing COBRA runs for closure and realignment scenarios involving more than one Military Department or Defense Agency:

- Military Departments or Defense Agencies having cognizance over a losing base in a cross-service scenario will identify the Departments or Agencies which have cognizance for the gaining bases in the scenario. The losing base Military Department will then task these Military Departments and Agencies to collect the necessary gaining base COBRA data.

- Each losing base Department or Agency will then prepare a COBRA analysis. Savings associated with eliminated billets/positions, overhead and mission costs should be identified under the Losing Base in the scenario. In scenarios where more than one Department or Agency has a losing base, these separate COBRA runs can then be combined by using a new summarization function of the COBRA model, the Adder.

Interaction among the Departments and Agencies will be necessary to coordinate scenario-specific data elements such as equipment transfers, MILCON requirements, consolidation savings, etc.

DoD-wide Standard Factors for COBRA Analyses

As noted in Policy Memorandum One, some standard factors used in the Cost of Base Realignment Actions (COBRA) are sufficiently different to warrant DoD Component-specific cost factors. However, most of the standard factors used in COBRA algorithms reflect standard rates which should be applied consistently in all DoD closure/realignment scenarios. Attachment two contains the DoD-wide COBRA standard factors which should be used in all COBRA analyses.

Environmental Restoration Costs

Environmental Restoration costs at closing bases are not to be considered in cost of closure calculations. DoD has a legal obligation for environmental restoration regardless of whether a base is closed or realigned. Where closing or realigning installations have known, unique contamination problems requiring environmental restoration, these will be considered as a potential limitation on near-term community reuse of the installation.

Environmental Compliance Costs

Environmental compliance costs can be a factor in a base closure or realignment decision. Costs associated with bringing existing practices into compliance with environmental rules and regulations can potentially be avoided when the base closes. Environmental compliance costs may be incurred at receiving locations also, and therefore will be estimated.

Environmental Impacts

For environmental impact considerations, there is no need to undertake new environmental studies. DoD Components may use all available environmental information regardless of when, how or for what purpose it was collected. If a DoD Component should choose to undertake a new environmental study, the study must collect the same information from all bases in the DoD Component's base structure, unless the study is designed to fill gaps in information so that all bases can be treated equally. Attachment three provides a sample of the reporting format used to summarize the environmental consequences of closure or realignment of an installation.

Economic Impact Calculations

DoD Components shall measure the economic impact on communities of BRAC 95 alternatives and recommendations using (1) the total potential job change in the economic area and (2) the total potential job change as a percent of economic area employment. These measures highlight the potential impact on economic area and also take into account the size of the economic area. In accomplishing this task, Components will follow the detailed guidance at attachment four.

Base Realignment and Closure Definitions

In order to ensure consistent terminology, DoD Components will use the definitions at attachment five to describe their recommendations.

Reporting Formats

Attachments six and seven describe general reporting formats for: (1) the anticipated DoD report to the 1995 Commission, and (2) Military Department and Defense Agency justification for their March 1, 1995, closure and realignment recommendations.

for

Joshua Gotbaum

Attachments

Department of Defense

Final Selection Criteria

In selecting military installations for closure or realignment, the Department of Defense, giving priority consideration to military value (the first four criteria below), will consider:

Military Value

1. The current and future mission requirements and the impact on operational readiness of the Department of Defense's total force.

2. The availability and condition of land, facilities and associated airspace at both the existing and potential receiving locations.

3. The ability to accommodate contingency, mobilization, and future total force requirements at both the existing and potential receiving locations.

4. The cost and manpower implications.

Return on Investment

5. The extent and timing of potential costs and savings, including the number of years, beginning with the date of completion of the closure or realignment, for the savings to exceed the costs.

Impacts

6. The economic impact on communities.

7. The ability of both the existing and potential receiving communities' infrastructure to support forces, missions and personnel.

8. The environmental impact.

COBRA Standard Cost Factor Table

The attached table is a listing of standard cost factors for use in COBRA analyses. These factors, defined below, are categorized as Joint Factors, Joint Methods and Unique Factors, further identified as applicable to gaining or losing bases. Those factors not identified as a gaining or losing factor should be applied consistently in all closure and realignment scenarios.

Joint Factors: Joint Factors are a reflection of standard DoD-wide rates which should be applied consistently in all DoD closure and realignment scenarios. The value for each joint factor is provided in the table.

Joint Methods: These are cost factors that are arrived at in a similar manner by all DoD Components, but the actual value may differ by Component.

Unique Factors: Unique Factors are the result of differing policies and methodologies between the Components.

Gaining: Factors applicable to a gaining (receiving) base in a closure or realignment scenario.

Losing: Factors applicable to a losing base in a closure or realignment scenario.

	STANDARD FACTOR	TYPE FACTOR	VALUE	LOSING/ GAINING BASE
1	Officers Married	JOINT METHOD		LOSING
2	Enlisted Married	JOINT METHOD		LOSING
3	Enlisted Housing Milcon	JOINT METHOD		GAINING
4	Officer Salary	JOINT METHOD		LOSING
5	Officer BAQ w/Dependents	JOINT METHOD		LOSING
6	Enlisted Salary	JOINT METHOD		LOSING
7	Enlisted BAQ w/Dependents	JOINT METHOD		LOSING
8	Average Unemployment Costs	JOINT FACTOR	$174	
9	Unemployment Eligible	JOINT FACTOR	18	
10	Civilian Salary	JOINT METHOD		LOSING
11	Civilian Turnover	JOINT FACTOR	15%	
12	Civilian Early Retirement	JOINT FACTOR	10%	
13	Civilians Reg Retirement	JOINT FACTOR	5%	
14	Civilian RIF Pay Factor	JOINT FACTOR	39%	
15	Civilian Retirement Pay Factor	JOINT FACTOR	9%	
16	Priority Placement	JOINT FACTOR	60%	
17	PPS Involving PCS	JOINT FACTOR	50%	
18	Civilian PCS Cost	JOINT FACTOR	$28,800	
19	New Hire Cost	UNIQUE		GAINING
20	National Median Home Price	JOINT FACTOR	$114.6k	
21	Home Sale Reimburse Rate	JOINT FACTOR	10%	
22	Max Home Sale Reimbursement	JOINT FACTOR	$22,385	
23	Home Purchase Reimburse Rate	JOINT FACTOR	5%	
24	Max Home Purc Reimburse Rate	JOINT FACTOR	11,191	
25	Civilian Homeowning Rate	JOINT FACTOR	64%	
26	HAP Home Value Rate	JOINT FACTOR	22.9%	
27	HAP Homeowner Rec Rate	JOINT FACTOR	5%	
28	RSE Home Value Reimbures	UNIQUE		LOSING
29	RSE Homeowner Rec Rate	UNIQUE		LOSING
30	RPMA Buildings Index	JOINT FACTOR	.93	
31	BOS Index (Population)	JOINT FACTOR	.54	
32	Program Management	JOINT FACTOR	10%	
33	Caretaker Admin Space	JOINT FACTOR	162SF	
34	Mothball Cost	JOINT FACTOR	$1.25/SF	
35	Avg Bach Qtrs Size	UNIQUE		GAINING

	STANDARD FACTOR	TYPE FACTOR	VALUE	LOSING/ GAINING BASE
36	Avg Fam Qtrs Size	UNIQUE		GAINING
[illegible]	REHAB vs NEW	UNIQUE		GAINING
38	Info Management Account	UNIQUE		GAINING
39	Design Percent	UNIQUE		GAINING
40	SIOH	UNIQUE		GAINING
41	Cntingency	UNIQUE		GAINING
42	Site Prep	UNIQUE		GAINING
43	Discount Rate	JOINT FACTOR	2.75%	
44	Inflation Rate	JOINT FACTOR	0%	
45	APPDET Report Rates	JOINT FACOTRS	2.9,3.0	
46	Material Per Assigned Person	JOINT FACTOR	710LBS	
47	Officer HHG Weight	JOINT FACTOR	14,500	
48	Enlisted HHG Weight	JOINT FACTOR	9,000	
49	Military HHG Weight	JOINT FACTOR	6,400	
50	Civilian HHG Weight	JOINT FACTOR	18,000	
51	HHG Packing Cost	JOINT FACTOR	35$/CWT	
52	Equipment Packing and Crating	JOINT FACTOR	284$/TON	
53	Military Lt Vehicle Cost	UNIQUE		LOSING
54	Heavy/Special Vehicle Cost	UNIQUE		LOSING
55	POV Reimbursement Cost	JOINT FACTOR	.18$/MILE	
56	Air Transport Cost	JOINT FACTOR	.20$/MILE	
57	Miscellaneous Expenses	JOINT FACTOR	$700	
58	Average Military Tour Length	UNIQUE		LOSING
59	Routine PCS Costs	UNIQUE		LOSING
60	One-time PCS Costs- Off	UNIQUE		LOSING
61	One-time PCS Costs- Enl	UNIQUE		LOSING
	CONSTRUCTION FACTORS:	UNIQUE		GAINING

	STATIC FACTOR	TYPE FACTOR	VALUE	
1	Civilians Not Willing to Move	JOINT FACTOR	6%	
2	Frieght Cost Per Ton-Mile	JOINT FACTOR	$.07	

Environmental Impact Considerations

SUMMARY OF ENVIRONMENTAL CONSEQUENCES

RESULTING FROM CLOSURE/REALIGNMENT ACTION AT:

_____	_____
Installation Name	**Location**

(Provide a summary statement and status for the following environmental attributes at each installation affected by the closure/realignment action, including receiving installations. These key environmental attributes are not meant to be all inclusive. Others may be added as appropriate.)

- Threatened/Endangered Species
- Sensitive Habitats and Wetlands
- Cultural/Historic Resources
- Land and Air Space Use
- Pollution Control (Air Emissions, Compliance Issues)
- Hazardous Materials/Waste (Clean-up Implications/Asbestos, LBPs, PCBs, USTs, Radon)
- Programmed Environmental Costs/Cost Avoidances

ATTACHMENT 3

GUIDANCE FOR APPLYING THE ECONOMIC IMPACT CRITERION IN THE 1995 BASE REALIGNMENT AND CLOSURE (BRAC 95) PROCESS

PURPOSE

The purpose of this attachment is to provide guidance for applying the economic impact criterion in decision making processes for the Department of Defense's 1995 recommendations to the Defense Base Closure and Realignment Commission. The goal of this guidance is to apply the economic impact criterion in a reasonable, fair, consistent, and auditable manner that complies with statutory and regulatory requirements. This guidance supersedes the guidance issued on April 4, 1994, by the Chairman of the Joint Cross-Service Group on Economic Impact.

BACKGROUND

The Defense Base Closure and Realignment Act (PL 101-510, as amended) states that the recommendations of the Secretary of Defense for closure or realignment of installations must be based on a force-structure plan and final selection criteria. "The economic impact on communities" is the sixth final selection criterion.

The Joint Cross-Service Group on Economic Impact, which was established by the Deputy Secretary of Defense (January 7, 1994, memorandum on 1995 Base Realignments and Closures (BRAC 95)), was tasked to provide guidance to DoD Components on how to calculate economic impact. The Deputy Secretary of Defense directed the Joint Cross-Service Group on Economic Impact:

> "to establish the guidelines for measuring economic impact and, if practicable, cumulative economic impact; to analyze DoD Component recommendations under those guidelines; and to develop a process for analyzing alternative closures or realignments necessitated by cumulative economic impact considerations, if necessary."

APPLICATION OF THE ECONOMIC IMPACT CRITERION

In developing recommendations for BRAC 95 closures and realignments, DoD Components shall consider the economic impact, to include the cumulative economic impact, on communities. The final selection criteria, however, state that priority consideration will be given to military value--the first four final selection criteria.

MEASURES OF BRAC 95 ECONOMIC IMPACT

DoD Components shall measure the economic impact on communities of BRAC 95 alternatives and recommendations using (1) the total potential job change in the economic area and (2) total potential job change as a percent of total--military and civilian--jobs in the economic area. These measures highlight the potential economic impact on economic areas and also take into account the size of each economic area.

Definition of Economic Area

The Joint Cross-Service Group on Economic Impact shall review and approve DoD Component assignments of each military installation to a particular economic area. For installations located in metropolitan statistical areas (MSAs), as defined by the Office of Management and Budget, the economic area is generally the MSA. For installations located in nonmetropolitan areas, the economic area is generally the county in which the installation is located. In some cases, the economic area is defined as a multi-county, non-MSA area. The criteria listed at Annex A to this attachment shall be used to guide the assignment of installations to economic areas. These definitions of economic area take into account the area where most of the installation's employees live and most of the labor-market impacts and economic adjustment will occur. (This guidance uses the term "economic area." In earlier BRAC rounds, this concept was also referred to as "region of influence.")

DoD Components will have the opportunity to identify, based on certified data, changes in the assignment of installations to economic areas. Such changes will be reviewed and approved by the Joint Cross-Service Group on Economic Impact.

Calculation

For each economic area where a BRAC 95 closure or realignment is considered, DoD Components shall identify the total potential job change in the economic area and calculate the total potential job change percentage by dividing total potential job changes by total--military and civilian--jobs in the economic area.

Total potential job change shall be defined as the sum of direct and indirect potential job changes for each BRAC 95 closure or realignment alternative or recommendation.

Direct job changes shall be defined as the sum of the net addition or loss of jobs for each of the following categories of personnel:

- Military Personnel. Permanent authorizations for officer and enlisted personnel. Trainees shall be included on an annual average basis. For example, members of the Guard and Reserve who serve full time (i.e., AGRs, TARs, etc.) should be included. Members of the Guard and Reserve who serve part time (during weekends, during two-weeks a year for active duty training, etc.) should not be included.

- DoD civilian employees. Permanent authorizations for appropriated fund DoD civilian employees are to be included as direct jobs. Direct jobs do not include non-appropriated fund activities, which are treated under indirect jobs.

- On-Base Contractors. Contractors that work on the installation in direct support of the installation's key military missions. These estimates should reflect an annual estimate on a full-time equivalency basis.

As described in the section entitled "Responsibilities" below, the Military Departments and the Defense Agencies will be responsible for providing direct job changes. Only job changes directly associated with base closures and realignments are to be included as direct job changes. Direct job changes shall not reflect job changes that result from planned force structure changes.

Indirect job changes shall be defined as the net addition or loss of jobs in each affected economic area that could potentially occur as a result of direct job changes. As described in the section entitled "Responsibilities" below, the Office of the Deputy Assistant Secretary of Defense for Installations shall provide factors (multipliers) that, when multiplied by the direct job changes, will provide potential indirect job changes.

Authoritative sources shall be used to determine total--military and civilian--jobs in economic areas.

MEASURES OF CUMULATIVE ECONOMIC IMPACT

During BRAC 95, DoD components shall consider the cumulative economic impact on communities for recommended installation closures and realignments as part of the economic impact on communities criterion. Cumulative economic impact shall be considered only as part of the economic impact criterion, which is one of the eight selection criteria.

Cumulative economic impact on a community shall be defined in two different ways:

- First, the cumulative economic impact on an economic area of a DoD Component's BRAC 95 recommendations, plus the future economic impacts (i.e., economic impacts that have not yet been realized) of decisions of all DoD Components from DoD-wide BRAC 88, BRAC 91, and BRAC 93 rounds (hereafter "prior BRAC rounds"); and

- Second, the cumulative economic impact on economic areas when more than one DoD component recommends a BRAC 95 closure or realignment in that economic area, plus the future economic impacts of decisions from prior BRAC rounds.

These calculations will account for circumstances in which basing decisions in one BRAC round have been changed in a subsequent BRAC round.

The cumulative economic impact of actions that have already taken place as a result of prior BRAC rounds (i.e., have already affected economic area employment) will be considered under "Historic Economic Data" discussed below.

Cumulative Economic Impact: Prior BRAC Rounds

DoD Components shall include in their consideration of recommendations the cumulative future economic impact of prior BRAC rounds.

When BRAC 95 alternatives occur in the same economic areas that have BRAC-related actions from the prior BRAC rounds, DoD Components shall review their recommendations by taking into account the cumulative future economic impact of prior BRAC rounds. The cumulative economic impact of actions that have already occurred from prior BRAC rounds (i.e., have already affected economic area employment) will be considered in the "Historic Economic Data" section below.

DoD Components shall consider the cumulative economic impacts of prior BRAC rounds that have not yet taken place by ensuring that the measures for economic impact (total potential job change in the economic area and total potential job change as a percent of total--military and civilian--jobs in the economic area) include total potential job changes that have not yet taken place from prior BRAC rounds DoD-wide.

Cumulative economic impact will be considered within the overall context of the approved selection criteria. Such a review shall be conducted so that the cumulative economic impact of prior BRAC rounds will be considered only as part of the economic impact criterion, which shall in turn be considered as part of the eight selection criteria.

The fact that prior BRAC rounds affect an economic area shall not, by itself, cause a recommendation to be changed.

Cumulative Economic Impact: Multiple BRAC 95 Recommendations

The Joint Cross-Service Group on Economic Impact will review the BRAC 95 recommendations submitted by the Secretaries of the Military Departments and the Directors of the Defense Agencies to the Secretary of Defense. During this review, the Joint Cross-Service Group shall identify economic areas with multiple proposed BRAC 95 actions.

The Joint Cross-Service Group on Economic Impact shall direct the appropriate DoD Components to review their recommendations submitted to the Secretary of Defense when there are multiple BRAC 95 recommendations in the same economic area that were not considered in the development of their recommendations.

DoD Components will then reassess their BRAC 95 recommendations by taking into account the cumulative economic impact of these multiple BRAC 95 recommendations and by ensuring that the measures for economic impact for the economic area (the total potential job change in the economic area and the total potential job change as a percent of total--military and civilian--jobs in the economic area) include the cumulative economic impact of multiple BRAC 95 recommendations, as well as the cumulative future economic impact of prior BRAC rounds.

Such a review shall be conducted so that the cumulative economic impact of multiple BRAC 95 recommendations will be considered as part of the economic impact criterion, which shall in turn be considered as part of the eight selection criteria. DoD Components will complete such reviews expeditiously in order to facilitate compliance with statutory deadlines for BRAC actions.

DoD Components may consider alternative closures and realignments, or mitigating actions, during this review. After the review is complete, DoD Components will report back to the Joint Cross-Service Group on Economic Impact, with a recommendation as to whether or not to change their initial recommendations.

The existence of multiple BRAC 95 recommendations in an economic area shall not, by itself, cause a recommendation to be changed.

HISTORIC ECONOMIC DATA

DoD Components shall consider the measures described above, viewed in the context of historic economic data, in applying the economic impact criterion. Historic data will, among other things, allow for consideration of the cumulative economic impacts that have already occurred (i.e., have already affected economic area employment) as a result of prior BRAC actions. Because communities' economies are so complex, it is difficult to separate the effects of prior BRAC actions from the effects of other economic factors. To address this analytical difficulty, DoD Components shall use historic data to consider the general conditions of communities' economies. Considering the general conditions of communities' economies will take into account the cumulative economic impacts that have already occurred due to prior BRAC actions, as well as the economic impact of other factors unrelated to BRAC actions.

Historic economic data shall be defined to include the following:

- Economic area civilian employment (1984 to 1993)
- Annualized change in economic area civilian employment, absolute and percent (1984 to 1993),
- Economic area per capita personal income (1984 to 1992)
- Annualized change in economic area per capita personal income, absolute and percent (1984 to 1992), and
- Economic area unemployment rates (1984 to 1993).

The Office of the Deputy Assistant Secretary of Defense for Installations will provide historic data, from authoritative sources, to the Military Departments and Defense Agencies.

USING MEASURES AND HISTORIC ECONOMIC DATA

This guidance does not establish threshold values for measures and historic economic data. Rather, DoD components will use the measures and historic economic data for relative comparisons of the economic impacts and cumulative economic impacts of recommendations.

RESPONSIBILITIES

Joint Cross-Service Group on Economic Impact

The Joint Cross-Service Group on Economic Impact shall analyze DoD Component recommendations and preliminary candidates to ensure that they are developed in accordance with this guidance, and shall monitor implementation of this and any additional guidance on economic impact that may be issued. The Joint Cross-Service Group on Economic Impact shall also carry out other analyses requested by the BRAC 95 Review Group or Steering Group.

The Joint Cross-Service Group will work closely with DoD Components to resolve issues. Issues that the Joint Cross-Service Group and DoD components cannot resolve will be referred to the BRAC 95 Steering Group.

Office of the DASD (Installations)

The office of the DASD (Installations) shall provide to the Military Departments and Defense Agencies a BRAC 95 Economic Impact Database tool that will contain the following:

- A listing of DoD installations
- The economic area to which each installation has been assigned
- Factors (multipliers) to estimate potential indirect job changes
- Historic economic data to include:
  - Economic area civilian employment (1984 to 1993)
  - Annualized change in economic area civilian employment, absolute and percent (1984 to 1993)
  - Economic area per capita personal income (1984 to 1992)
  - Annualized change in economic area per capita personal income, absolute and percent (1984 to 1992), and
  - Economic area unemployment rates (1984 to 1993)

- The capability to calculate the measures for economic impact and cumulative economic impact described in this guidance based on the information provided by the Military Departments and Defense Agencies

Military Departments and the Defense Agencies

The Military Departments and the Defense Agencies shall provide and enter into the DoD BRAC 95 Economic Impact Database:

- Current Base Personnel: As discussed above on page 3, this data will reflect projected billets and positions as of the start of FY 1996 for Officers, Enlisted, Military Students, Civilians, and Contractors, net of planned force structure changes.

- Job Changes (Out): the number of authorizations for DoD civilian, military (in training status), military (not in training status), and on-base contractor jobs to be relocated and/or disestablished under each alternative and recommendation, by installation, as a result of BRAC actions, both for DoD Component proposed BRAC 95 actions and for actions yet to be realized (i.e., future) from prior BRAC rounds, by fiscal year, from 1994 through 2001;

- Job Changes (In): the number of authorizations for civilian, military (in training status), military (not in training status) and on-base contractor jobs being gained under each alternative and recommendation, by installation, as a result of BRAC actions, both for all proposed BRAC 95 actions and for actions yet to be realized (i.e., future) from prior BRAC rounds, by fiscal year, from 1994 through 2001.

Because of the difficulty of obtaining accurate estimates, contractor job outs and ins may be aggregated into a single year.

DoD Components will provide the projected job changes from prior BRAC rounds and current personnel data to the Office of the Deputy Assistant Secretary of Defense for Installations. In identifying projected job changes associated with prior BRAC actions, the DoD Components shall use plans that are consistent with the President's Fiscal Year 1995 Budget.

The Military Departments and the Defense Agencies shall collect information as necessary for the computer-based tool. Such data shall be collected and handled in accordance with the Internal Control Plan of the Joint Cross-Service Group on Economic Impact and the respective Internal Control Plans of each Military Department and the Defense Agencies.

Shortly after submitting recommendations and preliminary candidates to the Secretary of Defense, the Military Departments and Defense Agencies shall provide to the Joint Cross-Service Group on Economic Impact computer files from the Economic Impact Database for their BRAC 95 recommendations and preliminary candidates.

DETERMINATION OF ECONOMIC AREAS

In response to changes by the Office of Management and Budget (OMB) in metropolitan area definitions related to the 1990 Census, and a review of earlier BRAC economic area definitions, the Joint Cross-Service Group on Economic Impact has established the following rules to guide the assignment of installations to economic areas for BRAC 95:

1. The economic area should include residences of the majority of the military and civilian employees at the activity.

2. An economic area is generally defined as a metropolitan statistical area (MSA) or a non-MSA county(s) unless there is evidence to support some other definition.

3. In those cases where OMB's 1993 redefinition of an MSA added counties which increased the MSA population by 10 percent or more, then continue to use the old MSA definition unless certified residency data shows that the new MSA definition is more appropriate.

4. An economic area should only be expanded to include an additional county if the resulting percentage increase in the number of employee residences included in the expanded economic area is greater than the resulting percentage increase in the total employment of the expanded economic area.

5. Installations in the same county should be in the same economic area.

6. If the economic area was previously defined (in prior BRAC rounds) as a non-MSA county(s), it should continue to be that county, even if that county has now been incorporated into an MSA.

Base Realignment and Closure Definitions

Close

All missions of the base will cease or be relocated. All personnel (military, civilian and contractor) will either be eliminated or relocated. The entire base will be excessed and the property disposed. Note: A caretaker workforce is possible to bridge between closure (missions ceasing or relocating) and property disposal which are separate actions under Public Law 101-510.

Close, Except

The vast majority of the missions will cease or be relocated. Over 95 percent of the military, civilian and contractor personnel will either be eliminated or relocated. All but a small portion of the base will be excessed and the property disposed. The small portion retained will often be facilities in an enclave for use by the reserve component. Generally, active component management of the base will cease. Outlying, unmanned ranges or training areas retained for reserve component use do not count against the "small portion retained". Again, closure (missions ceasing or relocating) and property disposal are separate actions under Public Law 101-510.

Realign

Some missions of the base will cease or be relocated, but others will remain. The active component will still be host of the remaining portion of the base. Only a portion of the base will be excessed and the property disposed, with realignment (missions ceasing or relocating) and property disposal being separate actions under Public Law 101-510. In cases where the base is both gaining and losing missions, the base is being realigned if it will experience a net reduction of DoD civilian personnel. In such situations, it is possible that no property will be excessed.

Relocate

The term used to describe the movement of missions, units or activities from a closing or realigning base to another base. Units do not realign from a closing or a realigning base to another base, they relocate.

Receiving Base

A base which receives missions, units or activities relocating from a closing or realigning base. In cases where the base is both gaining and losing missions, the base is a receiving base if it will experience a net increase of DoD civilian personnel.

Mothball, Layaway

Terms used when retention of facilities and real estate at a closing or realigning base are necessary to meet the mobilization or contingency needs of Defense. Bases or portions of bases "mothballed" will not be excessed and disposed. It is possible they could be leased for interim economic uses.

Inactivate, Disestablish

Terms used to describe planned actions which directly affect missions, units or activities. Fighter wings are inactivated, bases are closed.

Department of Defense (DoD)
Base Closure and Realignment
Report to the Commission

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NAME OF RECOMMENDATION
(e.g., Name of Activity/Facility/Installation, [State])

Recommendation: Describe what is to be closed and/or realigned; functions, activities, units, or organizations that will be eliminated or relocated; identify the receiving installations, if applicable; and describe functions, activities, units, or organizations that will remain on the installation, if applicable.

Justification: Explain the reasons for the recommendation: i.e., force structure reductions; mission transfer, consolidation, collocation, or elimination; excess capacity; cross-servicing; etc., as applicable.

Return on Investment: Include the total estimated one-time costs of implementing the recommendation, expected total one-time savings during the implementation period, expected annual recurring savings after implementation with return on investment years, and the net present value of costs and savings over a twenty year period. Express costs and savings in FY 1995 constant dollars.

Impact: Describe the impact the recommendation could have on the local community's economy in terms of total potential job change (direct and indirect) in absolute terms and as a percentage of employment in the economic area. Describe the impact the recommendation could have on the environment.