BRAC 2005
Supply and Storage Joint Cross Service Group (JCSG)

Meeting Minutes of June 21, 2004

Vice Admiral Gordon Holder, Director, Logistics (J4), the Joint Staff, chaired this 14th meeting of the Supply & Storage (S&S) JCSG Principals. The meeting was held in the J4 Conference Room. The list of attendees is attached. (Attachment 1)

VADM Holder began the meeting by providing a current snapshot of the overall BRAC 2005 timeline. He shared his concern with the group that much remains to be completed in the prescribed process in order to arrive at JCSG realignment and closure recommendations by late November of 2004. He briefed that the JCSG is concurrently involved in several key building blocks of the process. These include capacity analysis, military value data collection and the early stages of optimization and scenario development. Individual actions involved in each of these building blocks are sliding to the right on the timeline, however, the November 2004 final recommendation date is remaining firm.

LtCol Faulkner then provided an administrative update. In terms of personnel issues new 0-6 leads from both the Army and the Defense Logistics Agency will be reporting into the JCSG within the next two weeks. Representatives from the DODIG and GAO remain involved in day-to-day JCSG activities and say they are satisfied with ongoing actions. Communications between the JCSG and the Service and DLA BRAC Offices has increased since receipt of initial capacity data. This is an important aspect of the process as the group moves toward scenario development and analysis. Six JCSG personnel, representing each Service and the DLA, have completed COBRA training. The JCSG feels they have a good core of COBRA trained personnel.

LtCol Faulkner provided an overview of the ISG approved definitions of principles, imperatives and transformational options. He added that the JCSGs would be given an opportunity to provide transformational options to the ISG during early July.

S&S JCSG Military Value (Data Call #2) questions for each of the Services and DLA are currently being answered at the activity level. The Air Force and Army are both making progress in "unrolling" installation data to the activity level per original OSD BRAC Office guidance.

The remainder of the briefing focused on capacity analysis. LtCol Faulkner provided an overview of key capacity terminology including current capacity, current usage, excess capacity, maximum potential capacity and surge. These definitions have been reviewed by the OSD BRAC Office.

Over 1000 requests for data clarification have been sent to the Services and DLA from the S&S JCSG. Procedures governing the handling and tracking of these requests are outlined in their Data Clarification SOP of 4 June, 2004. This SOP was reviewed and approved by each Service and the DLA BRAC Office prior to it being signed by VADM Holder and the group beginning the data clarification process.

The briefing concluded with a discussion of the impact of current capacity data problems. LtCol Faulkner briefed that these problems degrade current analysis and result in inaccurate capacity numbers in many cases. If not corrected, these problems also stand to delay optimization analysis. He added the group continues to aggressively pursue accurate data and work closely with all involved in the process.

Mr. Potochney then briefed the attached scenario development slides (Attachment 3.), and encouraged dialog and discussion as part of the presentation. Mr. Potochney stressed the following points:

- Scenario development would follow the capacity and military value analyses and consider transformational options, guiding principles and policy imperatives.
- Imperatives are the safety valves for outcomes, tied to principles and prevent recommendations from violating principles.
- Because the JCSGs and Military Departments will be developing scenarios concurrently, coordination among all these players is exceptionally important to ensure a completely informed process. Where conflicts arise, competing analyses will be presented to the Infrastructure Steering Group and the Infrastructure Executive Counsel for review and decision.
- Exercise of military judgment, one of the aspects of military value, is very important to the scenario development process. The other aspect of military value is the quantitative analysis.
- The review of the 20-year Force Structure Plan (FSP) is very important and must be factored into the analyses and scenario development. The principals on the JCSG have a responsibility to translate the 20 year FSP into requirements or capabilities that apply to the JCSG functions. This would require close coordination between the principals and their Services.

- The principals agreed that work remains to be done in this area as the group has not yet reviewed the classified version of the 20-year FSP. There was discussion among the principals concerning the plan's level of detail and the level of detail required by the S&S JCSG to factor into their analysis.

- Transformational options, after approval by the Secretary, will be assigned to the JCSGs (and MilDeps) for consideration throughout the scenario development process.
- Experts on the Joint Process Action Teams for criteria 6, 7 and 8 will provide the JCSG the information they need for consideration as they analyze each of the scenarios with respect to economic impact on the community, ability of the community to support the military, and environmental impacts, respectively.
- The JCSGs will continue to have an active roll through the defense of their closure and realignment recommendations to the Commission and Congress. This would require some level of active JCSG participation through the Fall of 2005.

There being no further business, this meeting concluded at 1430 hours. The next meeting is tentatively scheduled for July 12, 2004 at 1500 hrs.

Approved: _____

G.S. HOLDER
Vice Admiral, USN
Chairman, Supply and Storage
Joint Cross-Service Group

Attachments:
1. List of Attendees
2. JCSG Briefing slides
3. Scenario Analysis Briefing slides

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Pages: 1-47

Supply and Storage JCSG Meeting
21 June 2004

Attendees

Members:
VADM Gordon Holder, Director, Logistics (J4), Joint Staff
VADM Keith Lippert, Commander, Defense Logistics Agency
LTG Claude Christianson, Assistant Deputy Chief of Staff, Logistics, G-4
RDML Al Thompson, Director, Supply, Ordnance, and Logistics Operations Division, N41

Alternates:
Ms. Sue Kinney, USMC, Logistics Plans, Policy, and Strategic Mobility (LP)

Others:
Major Dana Arenson, Navy JCSG
Mr. D. Blazer, AF JCSG
Major Lance Champagne, AF JCSG
Captain Dave Coderre, Navy JCSG
Ms Tara Cole, DoD IG
Mr. John Desiderio, OSD, ODUSD (I&E)
Mr. Ron Deming, Army JCSG
Captain Dave England, JS J4
CDR Steve Frake, Navy JCSG
Lt Col Mark Faulkner, JS J4
CDR Kelvin Goodwine, Navy JCSG
Mr. Dave Kelly, Navy JCSG
Colonel Dave King, AF/ILG
Mr. Barry Lowman, Army JCSG
Mr. John Marshall, HQ DLA
Captain Eric Myhre, Navy BRAC
LtCol Gerald Nalepa, Navy JCSG
1stLt Rachel Oates, AF JCSG
Mr T.J. O'Malley, AF BRAC
Mr Pete Potochney, OSD BRAC
LCDR Tim Stark, Navy JCSG
Mr Alex Yellin, OSD BRAC
Lt Col Greg Truba, IL HQMC
Mr. Robert Williams, USA rep

ATTACHMENT 31

DCN: 11428

Supply and Storage JCSG Meeting 21 June 2004

ATTACHMENT 2

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Agenda

- Opening Remarks – VADM Holder
- Administration
- Principles, Imperatives & Transformational Options
- Military Value
- Capacity Data Analysis
  - Final Report
  - Data Call #1: Clarification of Responses & Database Update
  - Capacity Methodology Overview / Initial Observations
- Scenario Analysis & Development
  - Mr Potochney / Director, OSD BRAC Office

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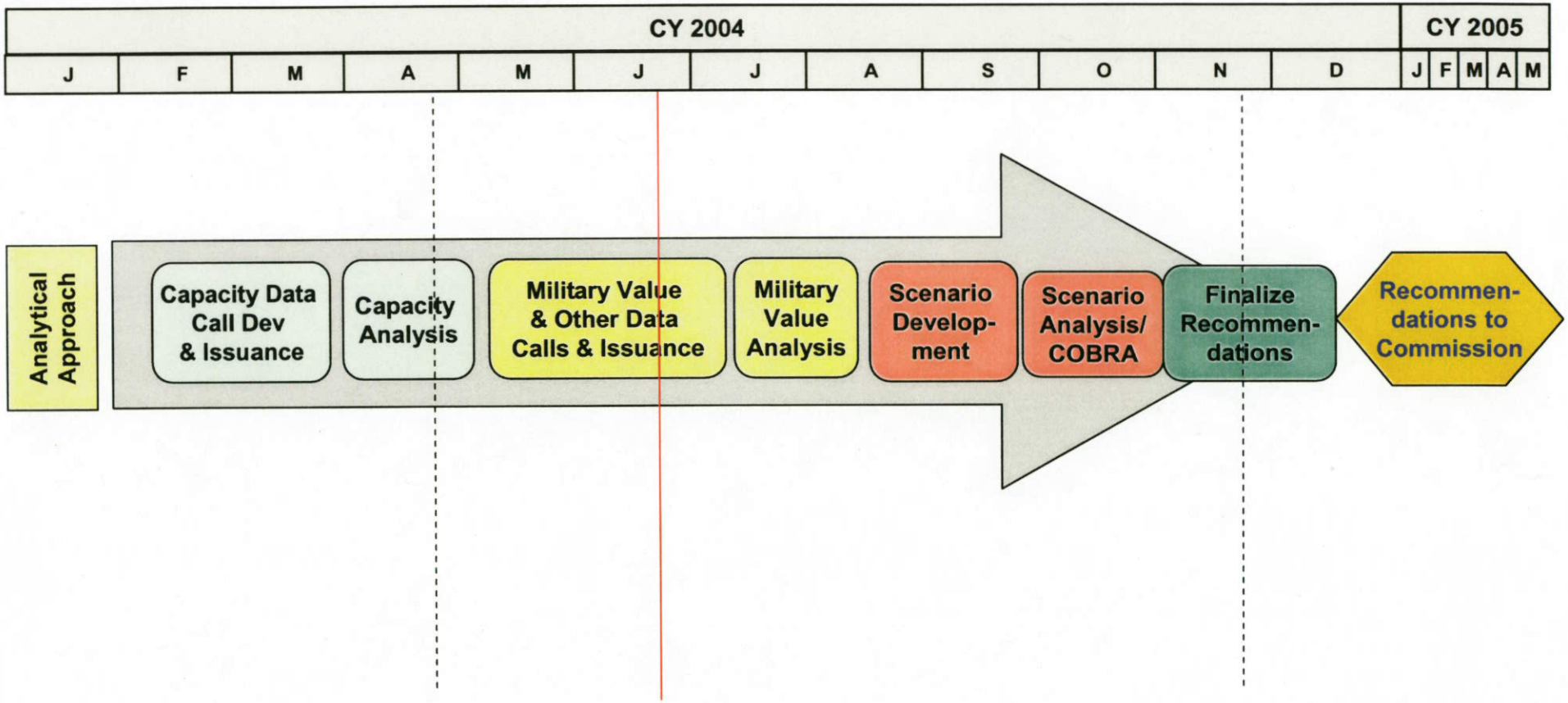
BRAC 05 Process Overview



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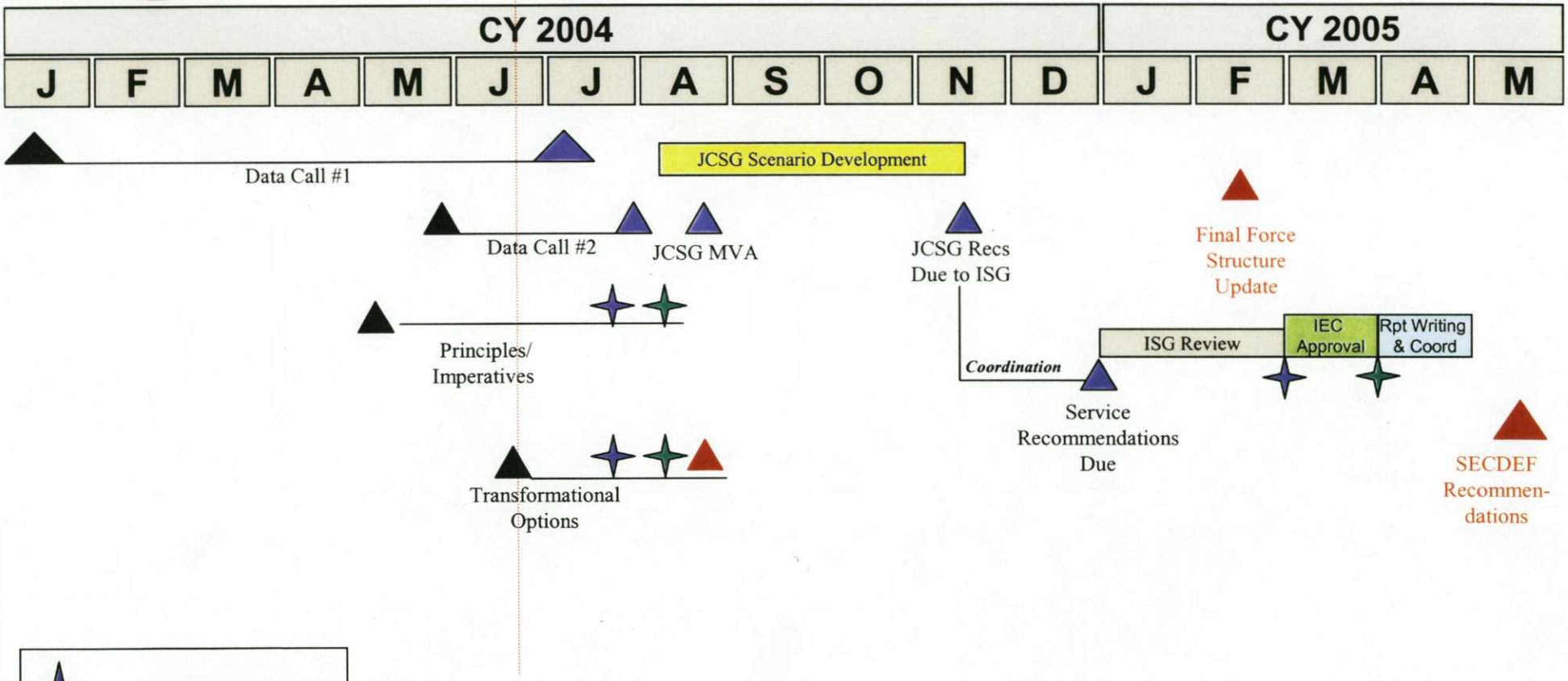
BRAC 2005 Timeline



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Administration

- Personnel
- Information Security
- DODIG / GAO
- Communications
  - Service BRAC Offices & MilDep DASs
  - OSD BRAC Office
  - JCSGs
- Training
- Capacity Database Management

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Principles, Imperatives & Transformational Options

- Defined:
  - Principle: *"top level strategic concepts that foster transformation, embrace change and avoid capacity reductions that reduce essential military capabilities…should drive framework for developing the imperatives"*
  - Imperative: *"specific, detailed statements that are tied to the principles … prevent scenarios from generating specific recommendations that would violate principles"*
  - Transformational Options: *"recommendations/ideas that must be considered during Scenario Development…encompass both restructuring & stationing options…if approved by SecDef, will be assigned to MilDeps &/or JCSGs for evaluation"*
- Principles & Imperatives are approved by IEC & may be MilDep/JCSG specific
- Timeline:
  - 16 June: Draft MilDep Imperatives were due to ISG
  - 25 June: Next ISG mtg - goal is to agree on each MilDep Principle
  - 8 July: MilDep & JCSG Transformational Options due to ISG

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Military Value

- Questions to OSD BRAC - 1 June
- Service status:
  - AF: Questions released via WIDGET to MAJCOMs - 4 June 04
  - Army: Questions released via ODIN – 4 June 04
  - Navy/Marine Corps: Questions released via DONBITS – 4 June 04
  - DLA: Questions released – 1 June 04 (loaded into ODIN 16 June)
- Final Report to OSD BRAC - 14 June
- Targeting:
  - Approx 287 S&S installations/activities per our definitions
  - Number will grow as AF and Army "unroll" installation data
- Preparing for receipt of data
  - Playbook – calculates total military value by activity
  - MV total is a key input into optimization

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Capacity Data Analysis

- Report Status
  - Interim: Submitted to ISG 1 June
  - Final: Due to ISG TBD July
- Capacity Data Clarification
  - ISG Memo of 28 May – emphasized communication between JCSG principals and Service DASs/BRAC Office to resolve data issues
  - S&S JCSG SOP published 4 June – guidance/roles/tracking
  - Data Clarification Weekly Status Report / Current Pending Requests:
    - Air Force - 318 *
    - Army - 264
    - Navy/Marine Corps - 220
    - DLA - 280

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Capacity Data Analysis

- Methodology Overview
  - Terminology:
    - Current Capacity – Total resources currently available to satisfy an activity's requirements (labor, workspace, available cubic footage in storage categories, maximum throughput capacity for each distribution mode)
    - Current Usage – Minimum number of resources currently being used to satisfy an activity's requirements.
    - Excess Capacity – Difference between current capacity and current usage.
    - Maximum Potential Capacity – Considered unbounded for this analysis. Limitation on capacity is number of resources available for each function. Can hire additional labor resources and lease/buy/build additional storage and distribution facilities/resources.
    - Surge – An increase in system-wide requirements with no additional resource increase. Results in greater use of resources effectively reducing system-wide excess capacity. Provides a method of mitigating risk that arises from real-world requirements.

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Capacity Data Analysis

- Inventory of Installations/Activities
  - Grouped for functional capacity determination
  - Four categories for standard product/productivity calculations **(Grouped for standard product/productivity rates – NOT comparison purposes)**
    - Inventory Control Points
    - Defense Distribution Depots
    - Defense Reutilization & Marketing Offices
    - All Others (NASs/MCBs/Forts/etc..)
  - Groupings support presentation of capacity results
- Capacity Methodology feeds Optimization Model

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Capacity Data Analysis

- Resource Categories
  - Supply: Five (four labor and one for work space)
  - Storage: Four (types of storage: regular, special, open, liquid)
  - Distribution: Five (Transport modes (air/sea/train/truck/pipeline)
- Supply
  - Standard Product
    - accounts for multiple resources / levels the playing field
    - representative of resource outputs of ALL activities
    - different standard product for each of 4 groupings
  - Resource Productivity Rates
- Storage
  - Determined based on reported space availability/usage
- Distribution
  - Determined based on reported throughput availability/usage

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Capacity Data Analysis

- Overarching Observations
  - Data problems degrade analysis and result in inaccurate capacity numbers
  - Quality of data hampers activity-by-activity analysis
  - Capacity calculations updated with each database update
- Functional Capacity Observations
  - Supply excess capacity status
  - Storage excess capacity status
  - Distribution capacity excess

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BACKUP

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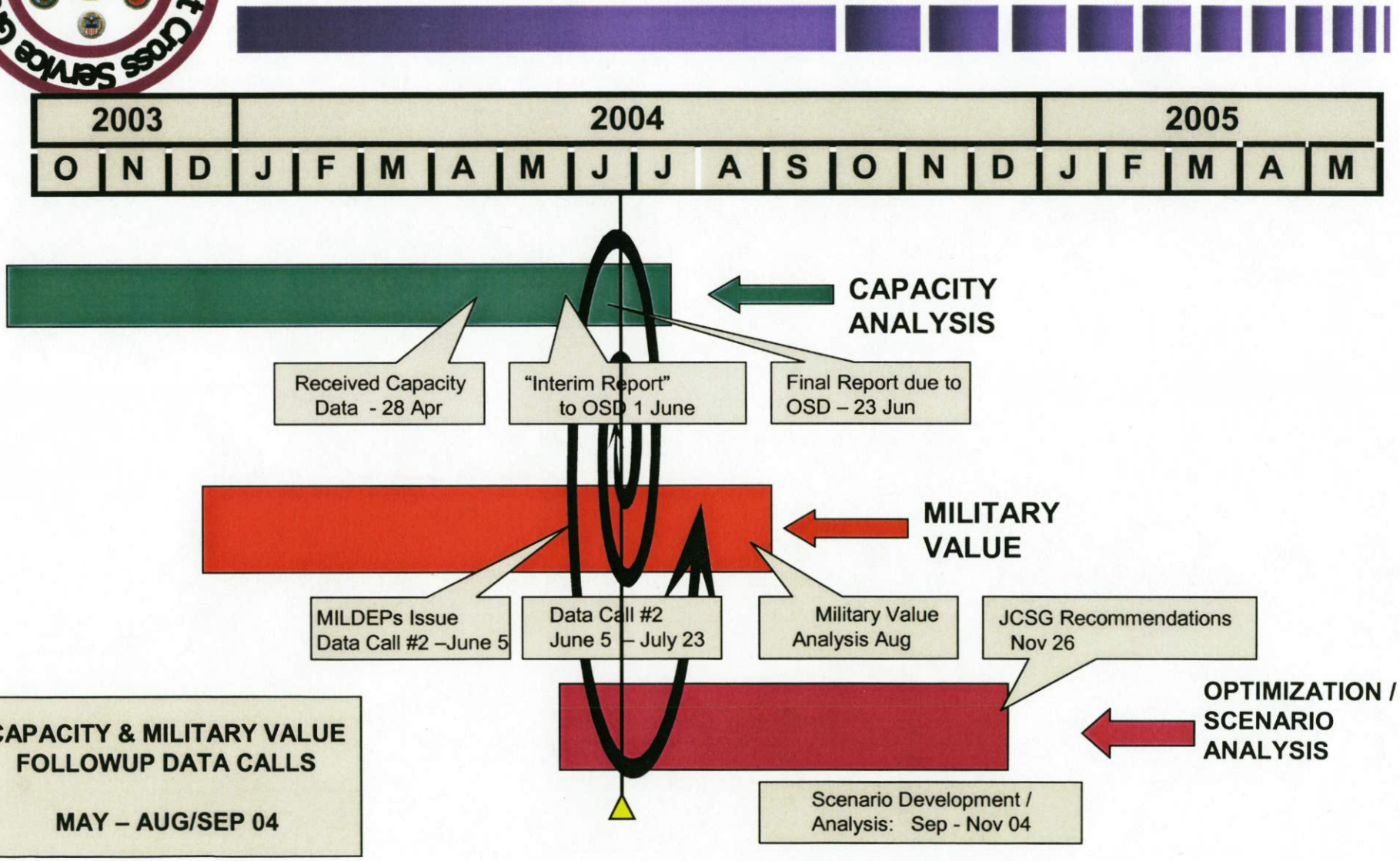
BRAC Timeline Overview

21 June 04



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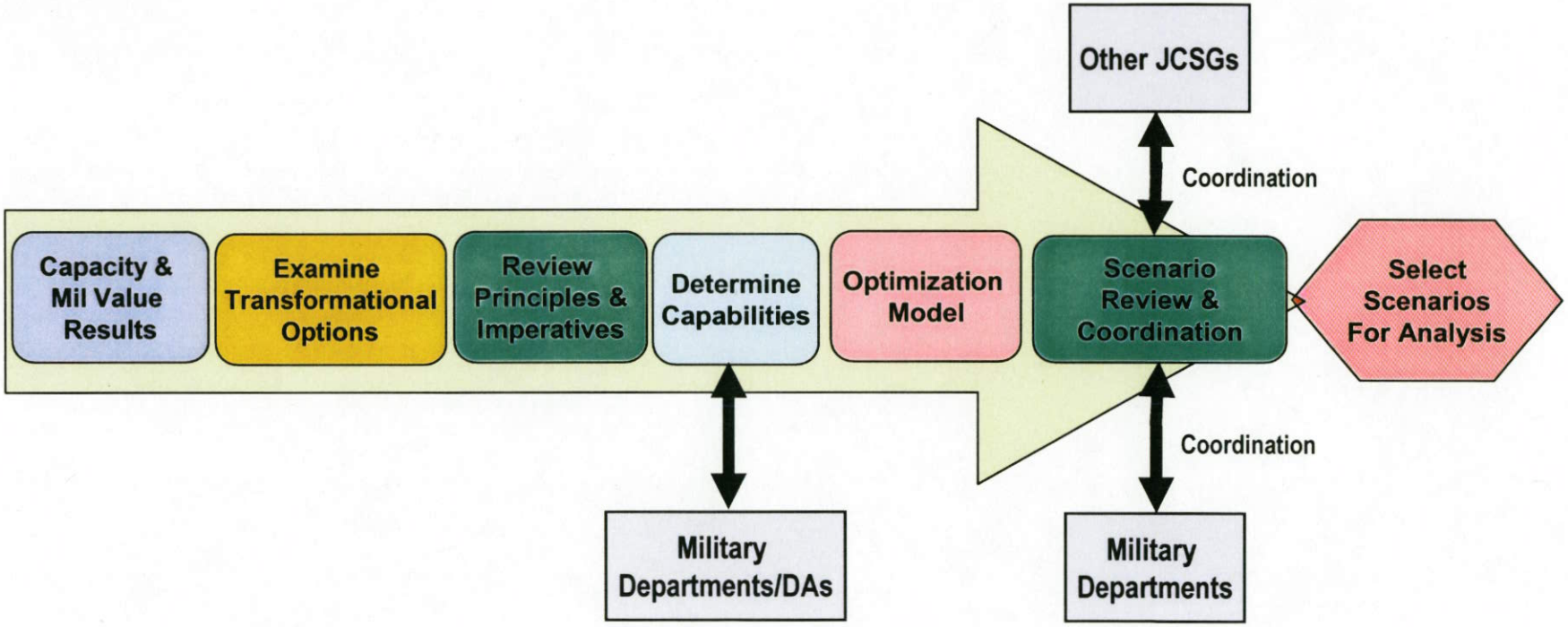
Scenario Development Overview



JCSG and MILDEP information crosswalks are key to Scenario Development.

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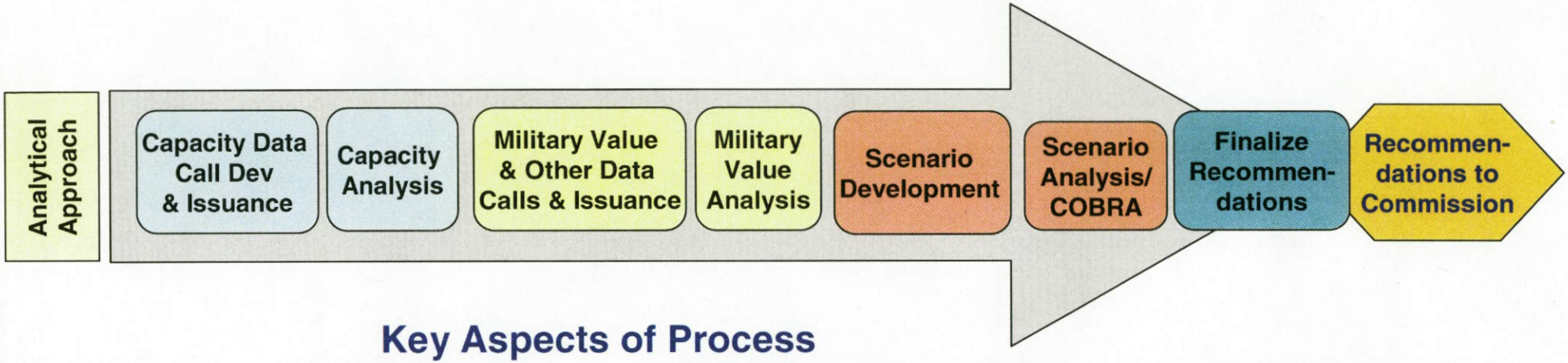
BRAC 2005 SCENARIO DEVELOPMENT AND ANALYSIS

June 2004

ATTACHMENT 3

BRAC 05 Process Overview



Key Aspects of Process

CAPACITY

Inventory
- What
- Where
- How Big
- Usage
- Surge

MILITARY VALUE

Selection Criteria 1 - 4
- What's important
- How to measure
- How to weight
- Rank order

SCENARIO DEVELOPMENT

20-Year Force Structure Plan
Capacity Analysis
Military Value Analysis
Transformational Options
Principles (Guiding)
- Imperatives (Policy)

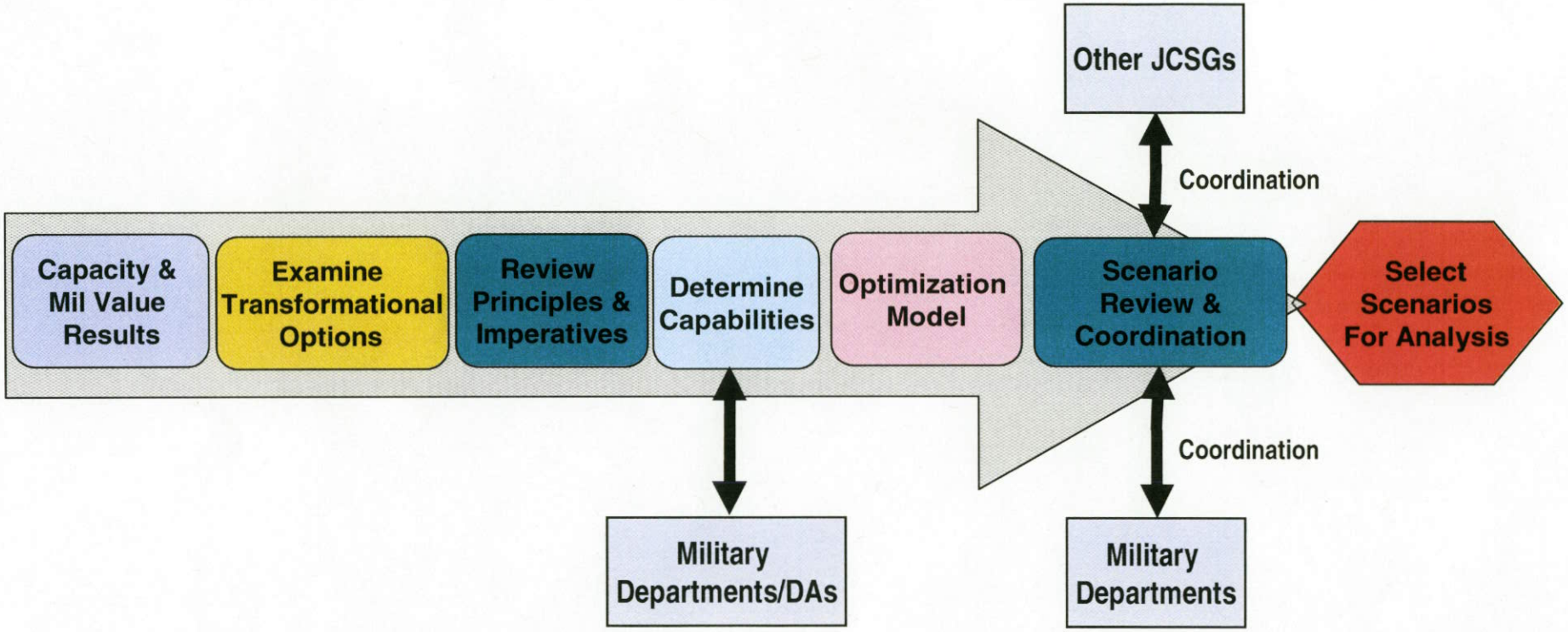
SCENARIO ANALYSIS

Selection Criterion 5 – Potential Costs & Savings (COBRA)
Criteria 6, 7, 8 – Economic, Community, & Environmental Impacts

What is a BRAC Scenario?

- A description of a potential closure or realignment action.
- Normally includes:
  - Transfer of unit(s), mission(s), &/or work activity.
  - Facilities/locations that would close or lose such effort.
  - Facilities/locations that would gain from the losing locations.
  - Tenants and/or other missions/functions that would be affected by the option.
- Examples:
  - *Close Facility XX and relocate all missions to Facility CC.*
  - *Realign Facility YY by relocating its training mission to Facility ZZ. All other missions remain at Facility YY.*

Scenario Development Overview



JCSG and MILDEP information crosswalks are key to Scenario Development.

Capacity Analysis Results

Capacity Analysis--

- Examined functions/sub-functions at specific locations.
- Used certified, quantifiable data to determine:
  - Maximum potential capacity
  - Current capacity
  - Current usage
  - Capacity needed for surge

Military Value Analysis Results

Military Value Analysis--

- Assesses operational & physical characteristics set out in Criteria 1-4.
- Discriminates one installation/facility from its peers.
- Results in:
  - Military Value scores for each installation/ facility.
  - A Military Value array of peer locations.

Transformational Options

- Are recommendations/ideas that must be considered during Scenario Development.
- Were solicited from a range of sources.
- Encompass both restructuring & stationing options.
- Include a broad set of statements, which require refinement and specificity (e.g. "*…examine opportunities for greater joint basing of aviation assets.*")
- If approved by SecDef, will be assigned to MILDEP(s) &/or JCSG(s) for evaluation.

Principles & Imperatives

- **Principles** are top level strategic concepts that foster transformation, embrace change, and avoid capacity reductions that reduce essential military capabilities.

- **Imperatives** are specific, detailed statements tied to the Principles, which function chiefly to prevent scenarios from generating specific recommendations that would violate Principles.

- **Principles & Imperatives** are approved by the IEC & may be MILDEP &/or JCSG specific.

Principle Used in BRAC 95

"Retaining the ability to pursue and sustain essential technological effort." (US Navy)

Imperatives Used in BRAC 95

"Maintain ammunition storage facilities which will not complete planned chemical demilitarization before 2001." (US Army)

" Flight training requires access to ranges, targets, low level routes, outlaying fields, and over-water training airspace." (US Navy)

"Maintain FE Warren AFB as the nation's only Peacekeeper missile base." (US Air Force)

Determine Capabilities

Capabilities—

- Are quantifiable projections of function/sub-function workload needs.
- Based on an assessment of DoD's 20-Year Force Structure Plan (classified SECRET) & Capacity Analysis.
- Are developed by JCSGs in close consultation with the MILDEPs.
- Follow the same function/sub-function breakdown used in Capacity and Military Value Analysis.
- Are certified by each JCSG Principal for their respective MILDEPs/DA's.

The 20-Year Force Structure Plan establishes the basis for the capabilities development and the context for Scenario Development.

Optimization Model

- An analytical program designed to support Scenario Development.
- Various parameters & constraints are available.
- Suggests potential realignment & closure options within a function/sub-function.
- Example:

  Objective: *Reduce excess infrastructure*
  Subject to: *Maintain Military Value*
  Constraint: *Retain site(s) with X capability*

Model results provide the basis for Option Refinement.

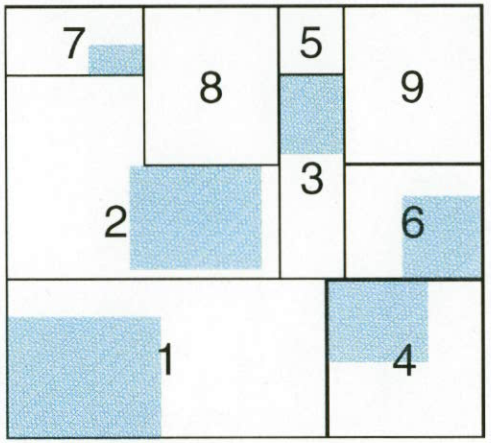
Optimization Model Input

Function/ Sub-Function: *Maintain Widgets* **Needed Capability:** *1000 units (Includes surge of 250 units)*	**Location X**	**Location Y**	**Location Z**
Current Capacity in units	500	600	300
Maximum Potential Capacity in units	650	800	500
Military Value Score	85.3	92.5	81.9
Constraints: *Must retain two locations*			

Capability and all capacity figures must be in the same units of measure.

Illustration of Model Results

Current Capacity of 9 Locations Performing Function "A"
(Graphical Depiction)

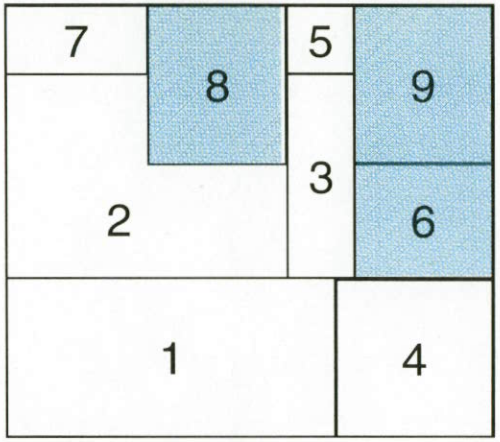


Military Value Array for Function "A" Locations

- Locations rated from 1 (highest) to 9 (lowest)
- Function "A" has excess capability across multiple locations

Excess/Closed

Scenario Development Optimization Model
Scenario I

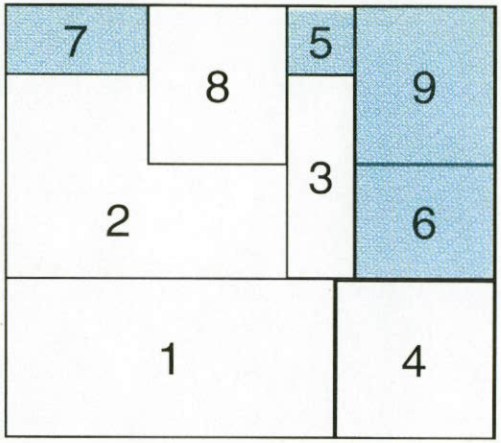


Minimize Excess Capacity While Maintaining Overall Military Value

- Model suggests closing "6", "8", and "9" to eliminate excess capacity
- Note: "8" and "9" are identified for closure although they do not currently possess excess capacity

OR

Scenario Development Optimization Model
Scenario II



Minimize Excess Capacity While Maintaining Overall Military Value - with Policy Imperative to Retain a Strategic Location

- Location "8" meets the Strategic Location requirement
- Model suggests "5", "6", "7" and "9"
- Closes less excess capacity and higher Military Value locations

Scenario Review

- A review of Optimization Model results along with other potential closure & realignment scenarios.
- Relies upon feasibility checks, brainstorming, Installation Visualization Tool (IVT), and military judgment.
- Ensures consideration of assigned Transformational Options & consistency with approved policy Imperatives.
- Includes all scenarios the JCSG wants to include in Scenario Analysis.

A refining process, intended to identify scenario options suitable for comprehensive assessment.

Scenario Documentation

- Each potential scenario must:
  - Be numbered for easy identification.
  - Specify units/missions/work effort to be transferred.
  - Identify losing and gaining sites.
  - Address tenants or other facilities/activities that would be impacted by the option.
  - Reference applicable policy imperatives and/or Transformational Options.
- Scenario documentation added to scenario tracking system

Scenario Coordination

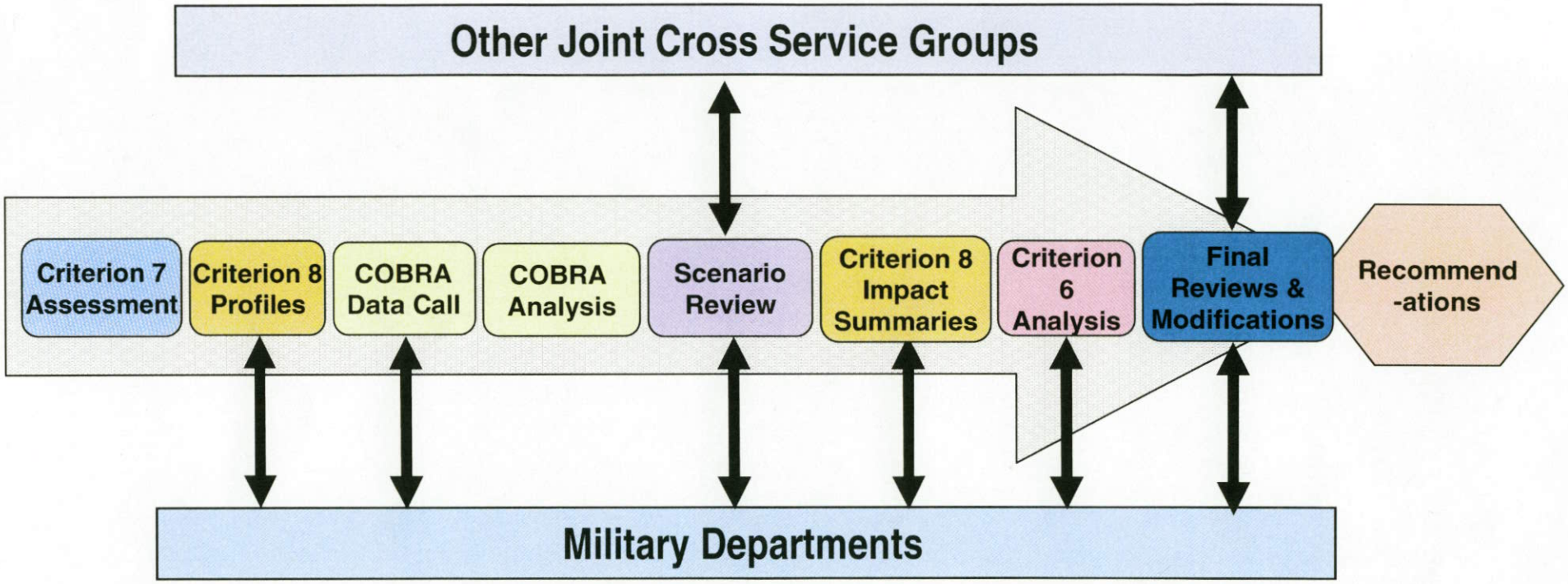
- A full exchange of information on each option JCSGs & MILDEPs are considering for Scenario Analysis is required.
- Facility/activity "overlaps" necessitate joint JCSG/MILDEP evaluation to determine if the overlap is significant.
- If the overlap significantly impacts respective scenario options:
  - Another scenario option may be considered by the JCSG or MILDEP.
  - Alternatively, analysis of overlapping scenarios may be warranted.
- Process requires JCSG MILDEP Principals take the lead on coordination with their respective organizations.

Goal is to identify all potentially viable scenarios for analysis, not eliminate conflicting scenarios.

ISG Role During Scenario Process

- ISG will conduct "quick looks" of JCSGs/MilDeps scenarios throughout process
  - Tracking scenarios uniformly is required
  - ISG provides initial review of JCSG scenarios prior to scenario analysis phase
  - DASs will develop and implement mechanism and process
- ISG reviews:
  - Adequacy, scope (to include transformational agenda)
  - Overlaps and recommended solutions
- ISG may direct additional scenarios for analysis

Scenario Analysis Overview



Extensive MILDEP – JCSG coordination is required during Scenario Analysis.

Criterion 7 Assessment

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

- Community Impact assessments will evaluate scenario impacts on both existing & receiving communities.
- JCSGs will perform this assessment based on location-specific data for ten attributes collected by MILDEPs/DAs & formatted into summary reports by the Criterion 7 JPAT:
  - Population
  - Child Care
  - Cost of Living
  - Education
  - Employment
  - Housing
  - Medical/Health
  - Safety/Crime
  - Transportation
  - Utilities

Criterion 8 Analysis - Profiles

Selection Criterion 8 - The environmental impact, including the impact of costs related to potential environmental restoration, waste management, and environmental compliance activities.

- Initial Criterion 8 assessments will be based on MILDEP-prepared "***Environmental Profiles***" (for each installation).
- Profiles will take into account the following ten environmental factors:
  - Air Quality
  - Dredging
  - Cultural Resources
  - Marine Resources
  - Land Use
  - Noise
  - Wetlands
  - Threatened/Endangered Species
  - Waste Disposal
  - Water Resources

38

COBRA – Criterion 5 Analysis

Selection Criterion 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.

- COBRA estimates costs & savings associated with a realignment or closure scenario over a 20-yr period.
- Calculates the cost of moves, construction, procurement, closures, salary & a variety of other factors.
- Uses OSD-approved standard data factors (e.g. discount rate, packing & crating cost/ton, etc.).
- Requires specific losing & gaining site inputs.
- Is not designed to produce budget-quality data.

39

Working with COBRA

- The COBRA Model uses a Windows format & is easily tailored to provide a variety of reports and information, including:
  - Payback Year
  - One-time Costs
  - 6-yr Costs & Savings
  - Annual Recurring Costs & Savings
  - 20-yr Net Present Value (NPV)
- JCSGs will be provided with training, software, data call formats, & approved standard factors to conduct COBRA assessments.
- JCSGs obtain COBRA data using data calls sent to MilDeps/DAs impacted by scenarios.

All COBRA reports related to evaluated scenarios must be retained as a documentary record of the JCSG/MilDep deliberative process.

Required Scenario Data for COBRA

To perform a COBRA analysis, answers to the following types of questions are needed for a typical scenario:

Move Activity A from Base X and consolidate it with Activity B at Base Y

- **Operations**
  - **What are the operational cost implications from doing Activity A at Base Y and performing its mission when consolidated with Activity B at Base Y?**
  - **What is the timing and phasing for moving Activity A's resources from Base X to Base Y?**
- **Organization**
  - **What organizational efficiencies (e.g., numbers of staff, equipment requirements) are possible for the newly consolidated organization at Base Y?**
  - **What reductions are possible for units remaining at Base X?**
- **Facilities**
  - **What new facilities are needed at Base Y? Can existing facilities be renovated or are new facilities needed?**
  - **How many facilities can be closed at Base X when Activity A moves?**

Answers to these questions are obtained using data calls sent to the responsible MilDeps

Reviewing COBRA Scenarios

- COBRA will provide quick feedback on the cost & savings associated with each scenario.
- Data reviews may identify opportunities or limiting factors, which suggest scenario refinements or alternatives.
- JCSGs/MILDEPs will evaluate costs, payback timing, infrastructure reductions, approved imperatives, & other factors to reduce the number of scenarios under consideration.
- Potential alternative actions after review
  - Accept scenario as-is, or reject scenario
    - If accepted, request preparation of environmental impact summary
    - If rejected, add an explanation to scenario tracking system
  - Modify element of scenario (sites involved) and create new scenario
    - Must restart scenario analysis process
  - Modify COBRA data, but not scenario
    - Must rerun COBRA to evaluate effect of changes

Criterion 8 Analysis – Impact Summaries

Selection Criterion 8 - The environmental impact, including the impact of costs related to potential environmental restoration, waste management, and environmental compliance activities.

- Final Criterion 8 assessments will be based on MILDEP-prepared "***Scenario Environmental Impact Summaries***" (for each realignment/closure option).
- Profiles & summaries will take into account the following ten environmental factors:
  - Air Quality
  - Dredging
  - Cultural Resources
  - Marine Resources
  - Land Use
  - Noise
  - Wetlands
  - Threatened/Endangered Species
  - Waste Disposal
  - Water Resources
- The Impact Summary will consider the costs related to potential environmental restoration, waste management, & environmental compliance.
  - May require rerun of COBRA analysis

Criterion 6 Analysis

Selection Criterion 6 - The economic impact on existing communities in the vicinity of military installations.

- Economic Impact assessments will be made using personnel data derived from COBRA as well as regional economic summaries provided by OSD.
- Closure/realignment options will be evaluated in terms of:
  - Potential direct job loss (Military Personnel, DoD civilian personnel, & on-base contractors).
  - Potential indirect job loss (local commercial & governmental activity).
  - Total potential job change in the economic area.
  - Considers impact of other recommendations affecting the same economic area.

44

Final Reviews & Modifications

- JCSGs & MILDEPs will review closure/realignment scenarios & prepare their recommendations.
- Each recommended scenario will include:
  - A brief summary.
  - Reference to applicable imperatives and transformational considerations.
  - A one page COBRA summary.
  - Results of Economic, Community, & Environmental Impact assessments.
  - Summary of coordination with other JCSGs & MILDEPs.

45

Recommendations

- Recommendations from JCSGs & MILDEPs will be reviewed for compatibility by the ISG.
- The ISG will:
  - Resolve JCSG-JCSG overlaps.
  - Provide the IEC with recommended scenario solutions relating to JCSG-MILDEP overlaps.
- The IEC will resolve incompatible scenario options & forward recommendations to SecDef for approval.
- With approved recommendations, JCSGs will prepare their BRAC Reports.

Scenario Development and Analysis

Final Thoughts

Questions?