

BASE REALIGNMENT AND CLOSURE SMART BOOK FOR COMMANDERS





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14 May 2008

MEMORANDUM FOR SEE DISTRIBUTION

SUBJECT: Base Realignment and Closure (BRAC) Smart Book for Commanders

1. This document is designed to assist in managing and maximizing your human resource capabilities during the implementation of the 2005 Base Realignment and Closure (BRAC) events. The BRAC Commission recommendations were approved by the President and Congress in the fall of 2005 with the designated completion date of 15 September 2011. Many installations have initiated the planning process, while others are well underway in their implementation of the BRAC Commission recommendations. These decisions have a direct impact upon our civilian employees and their families as installations close or realign missions and workloads, creating a variety of situations that will result in gains or losses of highly skilled and experienced personnel. In an effort to provide additional human resource guidance on the topic, we developed the attached BRAC Smart Book (enclosure). The guidance contained within this document will aid commanders in sustaining their mission capabilities and accomplishments, while at the same time fostering a sense of care and concern for our Army civilian employees and their families during their difficult transitions.

2. The purpose of the BRAC Smart Book is to assist affected commanders and their staffs during their planning activities as well as provide guidance to the Civilian Human Resource community to meet the many challenges associated with carrying out the BRAC recommendations. The Smart Book describes the options that commanders have available to them to address a variety of BRAC situations, to include a matrix of incentive options, BRAC scenario descriptions, BRAC-related notice templates, and a set of web linked BRAC laws, policies, and references.

3. The BRAC Smart Book will also be posted to the current Army BRAC materials located at the Civilian Personnel On-Line website - <http://cpol.army.mil/library/general/brac/>. Suggestions and recommendations to improve the capability of this effort are welcome.

4. If you have specific BRAC-related questions pertaining to your installation, your servicing Civilian Personnel Advisory Center can assist you.

Encl


SUSAN DUNCAN
Assistant G-1 for Civilian Personnel

Introduction

This Base Realignment and Closure Smart Book for Commanders is designed as a guide for commanders and their staffs to manage and maximize their human resource capabilities during Base Realignment and Closure events. The document can be used during their planning activities as well as provide guidance to the Civilian Human Resource community to meet the many challenges associated with carrying out the BRAC recommendations. The Smart Book describes the options that commanders have available to them to address a variety of BRAC situations, to include a matrix of incentive options, BRAC scenario descriptions, BRAC-related notice templates, and a set of web linked BRAC laws, policies, and references.

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BASE REALIGNMENT and CLOSURE
(BRAC) INCENTIVES MATRIX

This section addresses the options that commanders have at their disposal or can request to provide BRAC-related incentives for civilians affected by BRAC events. The authorities and the incentives are identified within the matrix and are color coded for easy reference. The green color denotes that authority for this incentive is delegated below the Headquarters Department of Army level, the yellow color indicates that this incentive requires Headquarters Department of Army or Department of Defense approval, and the red color represents a requirement to obtain the Office of Personnel Management or Congressional approval before it can be used.

**BRAC INCENTIVES FOR NEW EMPLOYEES
(STATUS AS OF 6 MAY 2008)**

COMMAND AUTHORITY

DESCRIPTIONS

G	STUDENT LOAN REPAYMENT PROGRAM	EMPLOYEES MAY BE OFFERED THIS BENEFIT AS A RECRUITMENT OR RETENTION INCENTIVE, IF THEY SIGN AN AGREEMENT TO REMAIN IN GOVERNMENT SERVICE FOR A SPECIFIED PERIOD OF TIME. STUDENT LOANS ARE REPAYED AT THE RATE OF \$10,000 PER CALENDAR YEAR, NOT TO EXCEED \$60,000 PER EMPLOYEE.
G	ACCELERATED PROMOTION	IN ORDER TO ATTRACT HIGH QUALITY CANDIDATES, ACCELERATED PROMOTIONS OPTIONS HAVE BEEN APPROVED FOR NURSES, SCIENTISTS, AND ENGINEERS.
G	FLEXIBLE WORK SCHEDULES	ALTERNATIVE WORK SCHEDULES (AWS) HAVE THE POTENTIAL TO ENABLE MANAGERS AND SUPERVISORS TO MEET THEIR PROGRAM GOALS WHILE, AT THE SAME TIME, ALLOWING EMPLOYEES TO BE MORE FLEXIBLE IN SCHEDULING THEIR PERSONAL ACTIVITIES. AS EMPLOYEES GAIN GREATER CONTROL OVER THEIR TIME, THEY CAN, FOR EXAMPLE, BALANCE WORK AND FAMILY RESPONSIBILITIES MORE EASILY. THE EMPLOYEE BENEFITS PROVIDED BY AWS PROGRAMS ALSO ARE USEFUL RECRUITMENT AND RETENTION TOOLS.
G	REGULAR TELEWORK SCHEDULE	TELEWORK IS AN ALTERNATIVE WORK SCHEDULE WHERE AN EMPLOYEE IS AUTHORIZED TO PERFORM OFFICIAL DUTIES AWAY FROM THE AGENCY'S OFFICE LOCATION. THIS WILL REDUCE OR ELIMINATE AN EMPLOYEE'S COMMUTE TO THE AGENCY. ALTERNATIVE WORKSITES INCLUDE THE EMPLOYEE'S HOME, TELEWORK CENTERS, SATELLITE OFFICES, FIELD INSTALLATIONS, OR OTHER LOCATIONS. PRIMARY COST OF OPERATION INCLUDES THE APPROPRIATE GOVERNMENT EQUIPMENT TO ACCOMPLISH THE DUTIES NORMALLY PERFORMED AT THE OFFICIAL WORK SITE.
G	INCENTIVE PLAN FOR REFERRALS	INCENTIVES FOR REFERRALS AND EMPLOYEE RECOGNITION ARE EFFECTIVE TOOLS IN HIRING AND RETAINING EMPLOYEES. AN ESTABLISHED EMPLOYEE REFERRAL PROGRAM MAY BE COST-EFFECTIVE MEANS IN ATTRACTING TALENTED PEOPLE. TYPES OF INCENTIVES FOR EMPLOYEES ARE: CASH AWARDS, REFERRAL BONUSES, HONORARY AND INFORMAL RECOGNITION, TIME-OFF AWARDS.
G	FILL JOBS AT "NEW" LOCATION/ASSIGN TO BRAC SITE WITH INCENTIVES	NEW EMPLOYEES MAY BE APPOINTED TO POSITIONS AT THE NEW LOCATION OF REALIGNED FUNCTIONS AND THEN BE SENT ON TDY OR TCS FOR UP TO 30 MONTHS TO THE SITE OF FUNCTIONS BEING REALIGNED WITH A RELOCATION INCENTIVE.
G	FIRST DUTY LOCATION PCS	NEW EMPLOYEES MAY BE OFFERED FIRST DUTY STATION PCS. FDS PCS INCLUDES TRAVEL AND HHG SHIPMENT, BUT DOES NOT INCLUDE TQSE, MEAL, OR REAL ESTATE COSTS. THE AVERAGE ESTIMATED COST PER EMPLOYEE IS \$30,000.

KEY:

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- YELLOW = DA/DOD HAS AUTHORITY
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**BRAC INCENTIVES FOR NEW EMPLOYEES
(STATUS AS OF 6 MAY 2008)**

COMMAND AUTHORITY

DESCRIPTIONS

G	USE THE CURRENT INTERAGENCY CAREER TRANSITION ASSISTANCE PLAN (ICTAP) AND PRIORITY PLACEMENT PROGRAM (PPP)	USE ICTAP/PPP AS RECRUITMENT SOURCES FOR BRAC GAINING LOCATIONS. ICTAP IS A CAREER ASSISTANCE PROGRAM DESIGNED TO HELP SURPLUS AND DISPLACED WORKERS FIND OTHER FEDERAL JOBS AS THE GOVERNMENT DOWNSIZES AND RESTRUCTURES. SPECIAL SELECTION PRIORITY IS AFFORDED TO THE DISPLACED AND SURPLUS EMPLOYEES WHENEVER ANY DOD ORGANIZATION ACCEPTS APPLICATIONS FROM INDIVIDUALS EXTERNAL TO DOD. PPP IS A DOD INTERNAL PLACEMENT PROGRAM THAT PROVIDES SELECTION PRIORITY TO ITS OWN DISPLACED AND SURPLUS EMPLOYEES. ICTAP AND PPP ARE AT NO COST.
G	TERM APPOINTMENT WITH CONVERSION TO PERMANENT-NSPS ONLY	UNDER NSPS, EMPLOYEES MAY BE RECRUITED FOR TERM APPOINTMENTS WITH THE POSSIBILITY OF NON-COMPETITIVE CONVERSION TO PERMANENT APPOINTMENTS. THE INITIAL APPOINTMENT CAN BE EFFECTED FOR THE BRAC LOCATION AND THE CONVERSION MAY BE APPROVED FOR THE GAINING BRAC LOCATION. THERE IS A 2-YEAR MINIMUM PERIOD BEFORE AN EMPLOYEE CAN BE ELIGIBLE FOR THE CONVERSION. THE CONVERSION IS NOT PERMITTED UNDER THE LEGACY SYSTEM. THE NSPS PROCESS ALSO SIMPLIFIES THE ABILITY TO GAIN AN EXTENSION BEYOND 5 YEARS AND PROVIDES AN APPROVAL LEVEL AT THE AG-1 CP. NO COST.
G	RECRUITMENT INCENTIVE	RECRUITMENT INCENTIVE CAN BE AUTHORIZED UP TO 25% OF THE ANNUAL RATE OF BASIC PAY AS OF THE BEGINNING OF THE SERVICE PERIOD MULTIPLIED BY THE NUMBER OF YEARS COVERED BY THE SERVICE AGREEMENT. BASED ON THE CRITICAL NEED, OPM MAY WAIVE THE LIMITATION (UP TO 50% OF SALARY). TOTAL INCENTIVE CAN NOT 100% OF BASIC PAY AS OF THE BEGINNING OF THE SERVICE PERIOD.
G	RECRUITMENT OF BRAC SPOUSES (WITH STATUS) CAN BE INCLUDED IN THE AREA OF CONSIDERATION	SPOUSES (WITH STATUS) OF CIVILIAN EMPLOYEES ARE A RECRUITMENT SOURCE THAT CAN BE INCLUDED IN THE AREA OF CONSIDERATION FOR HIRING PURPOSES. NO COST.
G	ADVANCED IN-HIRE SALARY RATES	THIS IS A DISCRETIONARY AUTHORITY TO SET THE RATE OF BASIC PAY OF A NEWLY APPOINTED EMPLOYEE AT A RATE ABOVE THE MINIMUM OF A GS GRADE BECAUSE OF THE CANDIDATE'S SUPERIOR QUALIFICATIONS OR A SPECIAL FOR THE CANDIDATE'S SERVICES. COMMANDERS OF ARMY COMMANDS, ARMY SERVICE COMMANDS, DIRECT REPORTING UNITS, AND THE ADMINISTRATIVE ASSISTANT TO THE SECRETARY OF THE ARMY HAVE THE AUTHORITY TO APPROVE ADVANCED IN-HIRE RATES AND FURTHER DELEGATE THE AUTHORITY TO THE LOWEST PRACTICABLE LEVEL TO OFFICIALS WHO EXERCISE PERSONNEL APPOINTING AUTHORITY.

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**BRAC INCENTIVES FOR NEW EMPLOYEES
(STATUS AS OF 6 MAY 2008)**

COMMAND AUTHORITY

DESCRIPTIONS

G	REEMPLOYED ANNUITANTS	AN REEMPLOYED ANNUITANT COVERED BY THE CIVIL SERVICE RETIREMENT SYSTEM OR THE FEDERAL EMPLOYEES RETIREMENT SYSTEM MAY BE EMPLOYED IN ANY POSITION FOR WHICH THEY QUALIFY. REEMPLOYED ANNUITANTS MAY BE HIRED ON EITHER A TIME-LIMITED OR PERMANENT POSIITON AND SERVE AT THE WILL OF THE APPOINTING OFFICER. THERE IS NO SPECIAL APPOINTMENT AUTHORITY FOR A REEMPLOYED ANNUITANT; HOWEVER PRIORITY PLACEMENT PROGRAM REQUISITIONS MUST STAY OPEN INDEFINITELY WHEN A REEMPLOYED ANNUITANT IS PLACED AGAINST A PERMANENT POSITION.
G	WOUNDED WARRIOR HIRING AUTHORITIES	SEVERAL APPOINTMENT AUTHORITIES CAN BE USED TO EMPLOY OUR WOUNDED WARRIORS AS CIVILIAN EMPLOYEES - THE VETERANS' RECRUITMENT AUTHORITY, VETERANS' EMPLOYMENT OPPORTUNITY ACT, DISABLED VETERANS APPOINTMENT, AND THE INDIVIDUALS WITH DISABILITIES APPOINTMENT.
Y	ACCELERATED PROMOTION	UNDER NSPS, AN ACCELERATED PROMOTION PLAN FOR SPECIFIC OCCUPATIONS CAN BE APPROVED BY THE DEPUTY UNDER SECRETARY OF DEFENSE.
R	NEW "SCHEDULE A" APPOINTMENT AUTHORITY TO HIRE SPOUSES WHO DO NOT HAVE STATUS	A NEW "SCHEDULE A" APPOINTMENT WILL BE REQUESTED FOR CIVILIAN SPOUSES OF EMPLOYEES WHO ARE GEOGRAPHICALLY REALIGNED UNDER BRAC. NO COST.
R	FIRST DUTY LOCATION PCS	INCLUSION OF REAL ESTATE COSTS FOR FIRST DUTY STATION WOULD REQUIRE LEGISLATION. THE ESTIMATED COST IS \$20,000 PER NEW EMPLOYEE.
R	ACCELERATED PROMOTION	UNDER THE LEGACY SYSTEM, OPM APPROVAL IS REQUIRED TO IMPLEMENT AN ACCELERATED PROMOTION PLAN FOR SPECIFICALLY REQUESTED OCCUPATIONS.
R	DIRECT HIRE AUTHORITY (DHA)	PERMANENT DHA WOULD REQUIRE LEGISLATIVE CHANGE. TIME LIMITED DHA REQUIRES OPM APPROVAL.
R	TUITION ASSISTANCE FOR CANDIDATE'S SPOUSE	TUITION ASSISTANCE FOR AN INDIVIDUAL'S SPOUSE COULD BE USED TO ATTRACT A HIGHLY QUALIFIED CANDIDATE FOR EMPLOYMENT. THIS INITIATIVE WOULD REQUIRE A LEGISLATIVE PROPOSAL.

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**BRAC INCENTIVES FOR CURRENT EMPLOYEES
(STATUS AS OF 6 MAY 2008)**

COMMAND AUTHORITY

DESCRIPTIONS

G	TUITION ASSISTANCE FOR CURRENT EMPLOYEES	USE OF EXISTING PROVISIONS TO PROVIDE REIMBURSEMENT FOR JOB-RELATED ACADEMIC STUDIES ON A COURSE-BY-COURSE BASIS OR THROUGH THE ASA M&RA FOR SPECIFIED DEGREE PROGRAMS..
G	TCS FOR SPECIFIED PERIOD OF TIME	TCS IS CURRENTLY AUTHORIZED FOR MOVES OF 6 TO 30 MONTHS DURATION. TCS INCLUDES TRAVEL, HHG SHIPMENT, AND STORAGE. TCS DOES NOT INCLUDE MOVEMENT OF DEPENDENTS, TQSE, MEAL, AND REAL ESTATE COSTS.
G	LAST MOVE HOME PCS ENTITLEMENT FOR SES EMPLOYEES	CURRENTLY AUTHORIZED FOR SES EMPLOYEES ONLY.
G	STUDENT LOAN REPAYMENT PROGRAM	EMPLOYEES MAY BE OFFERED THIS BENEFIT AS A RECRUITMENT OR RETENTION INCENTIVE, IF THEY SIGN AN AGREEMENT TO REMAIN IN GOVERNMENT SERVICE FOR A SPECIFIED PERIOD OF TIME. STUDENT LOANS ARE REPAYED AT THE RATE OF \$10,000 PER CALENDAR YEAR, NOT TO EXCEED \$60,000 PER EMPLOYEE.
G	FLEXIBLE WORK SCHEDULE	ALTERNATIVE WORK SCHEDULES (AWS) HAVE THE POTENTIAL TO ENABLE MANAGERS AND SUPERVISORS TO MEET THEIR PROGRAM GOALS WHILE, AT THE SAME TIME, ALLOWING EMPLOYEES TO BE MORE FLEXIBLE IN SCHEDULING THEIR PERSONAL ACTIVITIES. AS EMPLOYEES GAIN GREATER CONTROL OVER THEIR TIME, THEY CAN, FOR EXAMPLE, BALANCE WORK AND FAMILY RESPONSIBILITIES MORE EASILY. THE EMPLOYEE BENEFITS PROVIDED BY AWS PROGRAMS ALSO ARE USEFUL RECRUITMENT AND RETENTION TOOLS.
G	REGULAR TELEWORK SCHEDULE	TELEWORK IS AN ALTERNATIVE WORK SCHEDULE WHERE AN EMPLOYEE IS AUTHORIZED TO PERFORM OFFICIAL DUTIES AWAY FROM THE AGENCY'S OFFICE LOCATION. THIS WILL REDUCE OR ELIMINATE AN EMPLOYEE'S COMMUTE TO THE AGENCY. ALTERNATIVE WORKSITES INCLUDE THE EMPLOYEE'S HOME, TELEWORK CENTERS, SATELLITE OFFICES, FIELD INSTALLATIONS, OR OTHER LOCATIONS. PRIMARY COST OF OPERATION INCLUDES THE APPROPRIATE GOVERNMENT EQUIPMENT TO ACCOMPLISH THE DUTIES NORMALLY PERFORMED AT THE OFFICIAL WORK SITE.
G	RETENTION INCENTIVE	RETENTION INCENTIVE IS AUTHORIZED UP TO 25% OF BASIC PAY EARNED IN THE SERVICE PERIOD PRECEDING PAYMENT (UP TO 10% FOR GROUP INCENTIVES). BASED UPON A CRITICAL NEED, OPM MAY WAIVE THE LIMITATION (UP TO 50%OF SALARY).

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**BRAC INCENTIVES FOR CURRENT EMPLOYEES
(STATUS AS OF 6 MAY 2008)**

COMMAND AUTHORITY

DESCRIPTIONS

G	RELOCATION INCENTIVE	RELOCATION INCENTIVE CAN BE AUTHORIZED UP TO 25% OF THE ANNUAL RATE OF BASIC PAY AS OF THE BEGINNING OF THE SERVICE PERIOD MULTIPLIED BY THE NUMBER OF YEARS COVERED BY THE SERVICE AGREEMENT. BASED ON THE CRITICAL NEED, OPM MAY WAIVE THE LIMITATION (UP TO 50% OF SALARY). TOTAL INCENTIVE CAN NOT 100% OF BASIC PAY AS OF THE BEGINNING OF THE SERVICE PERIOD.
G	JOB EXCHANGE PROGRAM	AUTHORITY WAS GRANTED ON 14 MARCH 2008 TO ALLOW EMPLOYEES ELIGIBLE FOR OPTIONAL OR DISCONTINUED SERVICE RETIREMENT ON OR BEFORE THE INSTALLATION'S CLOSURE DATE TO QUALIFY FOR CERTAIN SEPARATION BENEFITS IF THEY EXCHANGE POSITIONS WITH AN EMPLOYEE AT A CLOSING BASE WHO IS NOT ELIGIBLE OR READY TO RETIRE. THE 12-MONTH SERVICE REQUIREMENT BEFORE CLOSURE AND THE 12-MONTH POSITION CERTIFICATION REQUIREMENT FOR JOB EXCHANGES ARE WAIVED PER DOD MEMORANDUM FROM THE DEPUTY UNDER SECRETARY, CIVILIAN PERSONNEL POLICY.
Y	RETENTION INCENTIVE	THE NEW RETENTION INCENTIVE WOULD INCLUDE EMPLOYEES AT CLOSING ACTIVITIES WHO INDICATE THEY WILL DEPART FOR SERVICE AT ANOTHER FEDERAL AGENCY.
R	TEMPORARY CHANGE OF STATION WITH SEPARATE MAINTENANCE ALLOWANCE	PAYMENT OF SEPARATE MAINTENANCE ALLOWANCE IN CONJUNCTION WITH A TCS WITHIN CONUS WILL REQUIRE LEGISLATION. THE ESTIMATED COST IS \$15,000 PER EMPLOYEE.
R	TUITION ASSISTANCE FOR EMPLOYEE'S SPOUSE	TUITION ASSISTANCE FOR AN EMPLOYEE'S SPOUSE COULD BE USED TO RETAIN A HIGHLY QUALIFIED CANDIDATE. THIS INITIATIVE WOULD REQUIRE A LEGISLATIVE PROPOSAL.
R	LAST MOVE HOME PCS ENTITLEMENT FOR NON-SES EMPLOYEES	LAST MOVE HOME PCS ENTITLEMENT CURRENTLY ONLY AUTHORIZED FOR SES EMPLOYEES. EXPANSION OF A SIMILAR PROVISION FOR NON-SES EMPLOYEES WOULD REQUIRE LEGISLATION. THE ESTIMATED COST IS \$30,000 PER EMPLOYEE.

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BRAC WORKFORCE SHAPING SCENARIOS

In this section, several workforce reshaping actions are described as examples of situations that can occur during the BRAC process. With each identified BRAC or BRAC-related workforce shaping action, there is a section defining the action and a related scenario. The BRAC shaping actions include closure and realignments comprised of losing and gaining situations. The BRAC-related shaping actions include joint basing and restationing from overseas locations.

Major Workforce Shaping Actions - Background Information and Scenarios

Closure

Description

A situation where the installation or activity will no longer have a mission and all jobs will either be eliminated or relocated, except for those employees who act as ‘caretakers’ to dispose of property and equipment and/or environmental cleanup. If an employee’s position is eliminated, the individual will be separated no later than the effective date of the base closure unless employee finds employment elsewhere, separates voluntarily, or is offered a ‘caretaker’ position. Involuntary separations will be processed using formal reduction-in-force procedures.

Scenario

Fort McHenry is scheduled for closure on 15 September 2011. The positions of the employees of the installation will be abolished by this date, unlike the positions of tenant activities, which will in most instances be transferred to a new geographic location. Base Realignment and Closure (BRAC) restored annual leave accounts are established for all employees located at the installation. The installation commander will hold a series of town hall meetings with the employees for updates and to provide information from various subject matter experts, e.g., Department of Defense (DoD) Priority Placement Program (PPP) officials and HQDA and Department of Labor (DOL) representatives. The caretaker workforce will be identified. Installation employees will begin to depart for employment with other Federal, state or local employers before the BRAC closure date, necessitating recruitment of new employees to ensure that ongoing installation requirements are met.

Commander’s Guidance

The commander may:

- temporarily promote installation employees to cover vacated positions.
- make and extend temporary appointments for up to the closure date.
- offer retention incentives to employees occupying installation-critical positions.
- decide whether to offer Voluntary Early Retirement Authority (VERA)/Voluntary Separation Incentive Pay (VSIP).
- approve extended PPP registration for all installation employees, up to 1 year before installation closure (15 Sep 10); request DoD Civilian Assistance Re-employment Division (CARE) approval of 2 years early registration (15 Sep 09).

- distribute information regarding Department of Labor (DOL)/state 1-stop centers that provide re-training and local employment contacts to affected employees.
- 3-6 months prior to issuance of RIF notices, implement job exchanges/VSIP II
- offer BRAC outplacement subsidy (up to \$20,000 of transportation expenses) to agencies who offer employment to impacted employees.
- open VERA/VSIP window prior to issuance of Reduction-in-force (RIF) notices.

The commander will:

- twelve months prior to issuance of RIF notices, request DoD clearance for a major RIF (50 or more employees are expected to be separated), or notify HQDA of an anticipated RIF of fewer than 50 employees.
- issue RIF separation/Interagency Career Transition Assistance Plan (ICTAP) eligibility notices are issued in July 2011.
- separate employees without PPP offers or other competitive offers of employment from other Federal agencies on 15 Sep 11. PPP registrants remain in PPP for 1 year from the date of separation; Re-employment Priority List (RPL) registrants remain in RPL for 1-2 years from the date of separation (1 year for career-conditional employees/2 years for career employees).

Major Workforce Shaping Actions - Background Information and Scenarios

Realignment

Description

Relocating a specific type of work or function as well as the civilian positions needed to perform the work, from BRAC affected bases to other DoD installations. The specific circumstances will determine how the employees currently performing the work will be affected. Some or all the employees may receive offers to follow their jobs to the new location. If an individual is affected by realignment and he/she does not receive a relocation offer, the employee may be considered for placement in another position at the current installation. If there are not enough positions for the employees who are available for work, the installation may apply reduction-in-force retention factors to determine the order of job offers.

Scenario – Realignment – Losing Situation

Fort McHenry is scheduled for closure on 15 September 2011. The positions of the employees of the tenant command will be transferred to a new geographic location where the function is not currently being performed; tenant command human resources (HR) officials begin consultation with AG-1 Policy and Program Development Division (PPDD) to determine whether to implement the transfer of function (TOF) or transfer of work (TOW). BRAC restored annual leave accounts are established for all employees located at the installation. The tenant Commander will hold a series of town hall meetings with the employees for updates and to provide information from various subject matter experts, e.g., DoD PPP officials and representatives from HQDA and DOL. Tenant command employees are surveyed to determine interest in realigning to the new geographic location. Employees will begin to depart for employment with other Federal, state or local employers before the BRAC realignment date, necessitating recruitment of new employees to ensure that ongoing tenant command mission requirements are met.

Commander's Guidance

The commander may:

- temporarily promote tenant command employees to cover vacated positions.
- make and extend temporary appointments up to the realignment date.
- offer relocation incentives to employees to encourage a decision to move with the position.
- offer retention incentives to employees occupying command-critical positions and who agree to remain until realignment is completed.

- decide to offer VERA/VSIP.
- decide to implement TOF or TOW with phased realignments.
- decide if TOF notices will be issued or management-directed reassignments will be initiated.
- approve extended PPP registration up to 1 year (15 Sep 10) for command employees who were not offered, or who declined TOF/TOW.
- request DoD CARE approval for extended PPP registration up to 2 years (15 Sep 09).
- distribute information regarding DOL/state 1-stop centers that provide re-training and local employment contacts to affected employees.

The commander will:

- request DoD clearance twelve months prior to issuance of RIF or other separation notices for a major RIF (50 or more employees are expected to be separated).
- notify HQDA twelve months prior to issuance of RIF or other separation notices of an anticipated RIF impacting fewer than 50 employees.
- issue RIF separation/Interagency Career Transition Assistance Plan (ICTAP) eligibility notices in July 2011 to employees who were not offered TOF/TOW.
- issue adverse action separation notices for employees who declined TOF/TOW in August 2011.
- separate employees without PPP offers or other competitive offers of employment from other Federal agencies on 15 Sep 2011. PPP registrants remain in PPP up to 1 year from separation. Re-employment Priority List (RPL) registrants remain in RPL for 1-2 years from the date of separation (1 year for career-conditional employees/2 years for career employees).

Scenario – Realignment – Gaining Situation

Fort McHenry is scheduled for closure on 15 September 2011. The positions of the employees of the tenant command will be transferred to a new geographic location where the function is not currently being performed. Tenant command HR officials begin consultation with PPDD to determine whether to implement TOF or TOW. Tenant command analyzes results of losing activity employee surveys/canvas letters and initiates recruitment where shortfalls appear.

Commander's Guidance

The commander may:

- assign tenant command employees to positions at the new location on permanent or temporary change of station up to the realignment date.
- authorize recruitment bonuses for position vacancies at the gaining location.
- sponsor house hunting trips for families of realigning employees.
- utilize DOL/state 1-stop centers as a source of local employment contacts.
- authorize Defense National Relocation Program (DNRP) expenses for employees who relocate to the gaining location.

Major Workforce Shaping Actions - Background Information and Scenarios

Restationing from Overseas Locations

Description

The DoD is in the process of repositioning and restructuring its stateside and overseas bases and facilities. The plan directs, by 2013, the movement and consolidation of major military elements with the goal to significantly enhance the nation's capacity to train Soldiers and leaders and to generate combat power during time of war. The plan integrates BRAC decisions, global defense posture realignments, and the other actions required to build a modular Army. The plan requires careful synchronization of stationing, construction, and deployment schedules to posture U.S. forces, logistics activities, and power projection platforms to respond to the demands of the Nation efficiently and effectively.

Scenario

U.S. Army Logistical Support Command, Europe Headquarters is scheduled for closure on 15 September 2011; the mission of the command will be assumed by the Rock Island Region. The positions of the employees of the European-based command will be abolished by this date. The commander will hold a series of town hall meetings with the employees for updates and to provide information from various subject matter experts, e.g., DoD PPP officials and representatives from HQDA. Command employees' overseas tours will not be renewed or will be curtailed as Rock Island assumes the mission. Command employees begin to depart for employment with other CONUS and OCONUS employers before the closure date, necessitating recruitment of new employees to ensure that ongoing command requirements are met.

Commander's Guidance

The commander may:

- temporarily promote employees to cover vacated positions.
- make and extend temporary appointments for up to the closure date.
- decide to offer VERA/VSIP.
- approve extended PPP registration for all command employees, up to 1 year before restationing/closure (15 Sep 10).
- request CARE approval for 2 years early registration (15 Sep 09).

The commander will:

- request clearance and notification of RIF for a major RIF (50 or more separations) twelve months prior to issuance of RIF notices.
- a small RIF (fewer than 50) notification is required.
- three to six months prior to issuance of RIF notices, job exchanges/VSIP II will be implemented with CONUS-based employees.
- open VERA/VSIP window prior to issuance of RIF notices.
- issue RIF separation/ICTAP eligibility notices in July 2011.
- separate employees without PPP offers or other competitive offers of employment from other Federal agencies on 15 Sep 2011. PPP registrants remain in PPP for 1 year from separation.

Major Workforce Shaping Actions - Background Information and Scenarios

Joint Basing

Description

On 22 January 2008, the Deputy Secretary of Defense signed a memorandum to implement the joint consolidation of installation management support service functions across Component lines. This joint basing initiative is an outgrowth of the BRAC 2005. Under BRAC 2005, there are 26 installations that share a common boundary or are in close proximity to one another and perform similar installation management services. These 26 installations will be merged into 12 joint bases with a single overall Component responsible for managing the installation's support services. The Joint Basing initiative is designed to eliminate redundancies, streamline work processes, and save operational costs by providing a common set of efficient and effective service standards. A detailed analysis of manpower and operational requirements will be completed before the individual joint basing plans are finalized and implemented at the designated installations. Maximum use of existing human resource policies and programs will minimize the impact on the civilian employee workforce.

Scenario

Joint Base Langley-Eustis, VA (installation management functions move from Ft. Eustis, VA to Langley Air Force Base, VA), date to be determined. The lead component commander (Air Force), also known as the supporting component, will coordinate with commander of Ft. Eustis, the supported component, to ensure there is a proper mix of military, DoD civilian employees, non-appropriated fund employees, and contractors. A Joint Base Partnership Council will be established to discuss HR issues and make decisions to implement a plan of action that meets mission requirements and employee needs. To ensure continuity of operations, there will be a need to identify mission-critical functions and the employees to support them. During the planning phases, the supporting component needs to be mindful that affected employees will be covered by various personnel systems with different rules for performance management, merit staffing actions, reduction-in-force procedures, etc.

Commander's Guidance

The supporting (lead) commander will:

- need to make sure workforce reshaping tools (VERA/VSIP, PPP, retention incentives, etc.) are in place to mitigate the impact of the joint basing upon employees.
- provide opportunities to use DoD's transition and placement programs for employees identified as surplus during the process.

- consult with CARE during the planning process to coordinate delivery of transition services for displaced employees.
- ensure RIF actions are conducted in a uniform and consistent manner for similarly situated employees after the positions have been combined with the positions of the supporting and supported components.

The supported commander will:

- provide HR support for employee counseling and outplacement program registration.

BRAC LAWS, POLICIES, and REGULATIONS

In this section, there are a variety of web linked references that cite major BRAC laws, policies, and regulations.

BRAC Laws, Policies, and Regulations

Laws

- Defense Base Realignment & Closure Act of 1990
5 USC 6304(d)(3) and 10 USC 2687 – Restored Annual Leave

Policies

- OPM Guidance on Interchange Agreements
- Employment of Annuitants for BRAC

Regulations

- Priority Placement Program Operations Manual
- DoD 1400.25-M Subchapter 1701: Approval & Announcement of RIF
- DoD 1400.25-M Subchapter 1703: Retraining & Outplacement Assistance
- DoD 1400.25-M Subchapter 1704: Post Separation Entitlement & Benefit Authority
- DoD 1400.25-M Subchapter 1705: Operational Continuity During Closure
- Base Redevelopment & Realignment Manual (DoD 4165.66-M)
- AR 5-10: Stationing
- AR 690-351: Reduction-in-Force (RIF)
- AR 690-300: Civilian Personnel Employment
- AR 215-3: Nonappropriated Funds Personnel Policy

BRAC-RELATED NOTICES

(Canvas letter, Transfer of function letter, and RIF package documentation)

This section provides some BRAC-related documents that are representative of the types of notices that will be required during BRAC or BRAC-related workforce shaping actions. The samples are not all inclusive. For each BRAC or BRAC-related event, it is very important to coordinate these actions with the local installation Civilian Personnel Advisory Center.

The examples include:

Canvas letter with acknowledgement

Transfer of function letter with acknowledgement

Notice of RIF document

Sample Unofficial BRAC Canvas Letter (Non-Binding)

OFFICE SYMBOL

Date

MEMORANDUM FOR _____ Civilian Employees

SUBJECT: Unofficial BRAC Canvas Letter (Non-Binding)

1. The 2005 Base Realignment and Closure (BRAC) law directed the Army _____ Command to move from its current locations to Fort _____. IAW Title 5, USC 351, this relocation constitutes a transfer of function (TOF) for the assigned full time permanent civilian employees. In a TOF, the work is moved to a different geographic location out of the commuting area to a location where the functions are not already being performed IAW Title 5, USC Section 351.301. By law, the BRAC process must be completed by 15 September 2011.
2. As part of our preparation and planning purposes for this move, _____ would like to know whether or not you intend to relocate to Fort _____, to the best of your knowledge at this time. We want you to know that this is a **non-binding** query letter, which means your answer **will not commit you**, nor will it trigger eligibility for entitlements or benefits.
3. As we progress along in the BRAC process, we need to analyze potential staffing shortfalls when we reach Fort _____. At the same time _____ is posturing itself to provide assistance to those who elect not to relocate and might be displaced or elect to retire.
4. For your convenience, we have enclosed a memorandum to allow you to indicate your intentions. Please provide your series, grade, and directorate or office reference symbol. Your name is not necessary. We simply seek to know at directorate level the potential short falls by grade and series at Fort _____, as well as to make more accurate plans for providing retirement and displacement services.
5. Once finished, either hand carry the enclosure to the drop box in the _____, Room 7N57, email it to _____@us.army.mil or fax to COML: (703) 325-####; DSN: 221-####. Employees in _____ and _____ can also use drop boxes located at the CPAC office in _____ and _____ in _____. We ask you return this form within 10 calendar days of receiving this memorandum. Remember, we are soliciting your intentions at this time. This is not a commitment on your part.
4. We understand you are faced with an important decision. Please consider all aspects very carefully. I encourage you to talk to your supervisor, your CPAC representatives, and/or a member of the _____ BRAC Team.

Encl

CG Signature Block

Sample Acknowledgement of the Unofficial BRAC Canvas Letter (Non-Binding)

OFFICE SYMBOL

Date

MEMORANDUM FOR The Deputy Chief of Staff for Personnel

SUBJECT: Unofficial BRAC Canvas Letter (Non-Binding)

I understand that my response to this unofficial BRAC canvas letter is non-binding. It does not commit **me in any** way, nor will it trigger eligibility for entitlements or benefits. The command simply seeks to know potential staffing short falls by grade and series at the directorate level upon arrival at Fort _____, as well as to plan for the number of employees who may need displacement or retirement services.

My non-binding intent at this time is as is as follows:

_____ I intend to relocate to Fort _____.

_____ I do not intend to relocate to Fort _____.

Series

Pay Grade Band

Directorate or Office Reference Symbol

Please return this form by either hand carrying the enclosure to the drop box in the HRC DCSPAL office, Hoffman II, Room 7N57, email it to Cyndi.fisher@us.army.mil or fax it to COML: (703) 325-####; DSN: 221-####. Employees in St. Louis and Indianapolis can also use drop boxes located at the CPAC office in St. Louis and __TBD__ in Indianapolis. We ask you return this form within 10 calendar days of receiving this memorandum.

Thank you.

Enclosure (1)

Sample Transfer of Function Letter

SUBJECT: Notice of Transfer of Function

(LETTERHEAD)

Office Symbol (690-351)

Date

MEMORANDUM FOR:

1. Under the Base Realignment and Closure Plan the _____ Command has been directed to move from _____ to a new competitive area located at Fort _____. This relocation constitutes a transfer of function (TOF) for the assigned civilian employees because the function will cease being performed at _____ and will move to another competitive area where the function is not currently being performed. Your servicing Civilian Personnel Advisory Center (CPAC) will change from _____, to _____. This TOF will be effective not earlier than _____.

2. The _____ function is being transferred to the _____ located in Fort _____. You have the right to transfer with your function to _____. The _____ needs to retain the skills of its current employees to every extent possible; therefore, you are encouraged to exercise your right to transfer. You should clearly understand that if you decline to exercise your right to transfer, or change your mind after having initially decided to exercise your right to transfer with the function you may be separated under adverse action procedures.

3. Please indicate whether or not you wish to exercise your transfer of function right by checking one of the answers and signing/dating the enclosed form (enclosure 1). The completed form must be returned to the Organization POC/address or the CPAC POC/address, no later than 10 calendar days from the date of this letter. Failure to respond to this letter within 10 calendar days constitutes a declination of the offer to transfer with your function. If you choose NOT to transfer, your election is considered final and may not be changed.

4. If you accept your transfer right, your Official Personnel Folder and retention information will be forwarded to the CPAC servicing the _____. Upon receipt of this information from all of the _____ employees with transfer of function rights, the gaining CPAC will consolidate the retention registers of all competing employees. In some cases, the number of employees who have TOF rights to the new location in _____ may be greater than the number of positions available. In those cases, the _____ Civilian Personnel Operations Center will use reduction in force procedures under the authority of 5 CFR Part 351 to determine employees' placement rights.

5. If you accept your transfer right and receive a job offer at _____ , transportation expenses for you and your dependents, and costs for moving your household goods will be paid by the _____ under provisions of the Joint Travel Regulations, Volume II. The servicing CPAC in _____ will provide you with information regarding the new area to which you will be transferred.
6. You are faced with an important decision and should consider all aspects of the transfer very carefully. Your supervisor and CPAC representative will be available to answer any questions you may have concerning this transfer. They will provide advice and information about the transfer; however, the final decision must be yours.
7. The service you have provided is greatly appreciated and we encourage you to consider pursuing your career by exercising your transfer of function right. If you decide not to transfer with your function or do not receive a job offer at the gaining installation, you will be counseled concerning your eligibility for placement assistance.
8. If you have any questions or need an appointment to discuss specific issues related to the transfer of function, please contact Name of CPAC Representative, _____ CPAC, (DSN) 555-5555.

Encl
Director

Signature of Organization Official or CPAC

Sample Acknowledgement Letter

ENCLOSURE

MEMORANDUM FOR CPAC or Organization Unit full address

SUBJECT: Acceptance/Declination of Transfer of Function Right

I understand my right to transfer with my function. My decision is as follows:

_____ I will accept transfer with the _____.

_____ I will not accept transfer. I understand that this election is final and may not be changed and that I forfeit my right to transfer with the function.

PRINT NAME

SIGNATURE AND DATE

TELEPHONE NUMBER

This form is to be returned to the CPAC _____, ATTN: CPAC Representative,
_____, (fax number (DSN) 555-5555 by
_____ date.

Failure to respond within 10 calendar days of receipt constitutes a declination of the offer to transfer with your function.

Sample Notice of Reduction-in-force

OFFICE SYMBOL

DATE

MEMORANDUM FOR: NAME
ORGANIZATION
LOCATION

SUBJECT: Notice of Reduction in Force

1. I regret to inform you that you have been identified for release from your competitive level through application of reduction-in-force procedures. This action is necessary due to closure of the activity directed by the Base Relocation and Closure 2005 recommendations. This constitutes a specific notice.

2. The retention register has been prepared in accordance with current regulations that give full consideration to veteran's preference, civil service tenure, length of federal service, performance appraisals and competitive levels. The duties and grade level of your position determines your competitive level. The retention register for your competitive level contains the following information concerning your personal status:

- a. Type of Service/Appointment:
- b. Position Title, Series, and Grade:
- c. Salary/Pay Rate:
- d. Competitive Area:
- e. Competitive Level:
- f. Retention Subgroup:
- g. Service Computation Date:
- h. Adjusted Service Computation Date For RIF:
- i. Annual Performance Appraisals for Last Three Years:

3. Based on the reduction-in-force procedures prescribed by 5 Code of Federal Regulations 351, you have been reached for reduction-in-force action and will be separated effective _____. Unfortunately, an offer of continued employment cannot be made to you at this time. However, be assured that we will continue to assist you in locating a position.

4. You may be entitled to unemployment compensation and Benefits available under the State dislocated worker unit(s), as designated or created under title III of the Job Training Partnership Act. Eligibility is determined by the appropriate State Employment Security Office. To determine your eligibility, you should contact the nearest State Employment Office located at, _____ and file a claim. You may also be eligible for referral to public

OFFICE SYMBOL
SUBJECT:

and private sector employers. If you are interested in being referred please sign the attached release form (enclosure 2) and return to your local Civilian Personnel Advisory Center.

5. This action is being taken in accordance with the regulations and policies of the Office of Personnel Management and the Department of Army. You may inspect these regulations and the retention records which have a bearing on your case at the Civilian Personnel Advisory Center (CPAC). If requested, your servicing Personnel Management Specialist will explain your relative standing on the retention register and answer any questions you may have.

6. You may file an appeal to the US Merit Systems Protection Board (MSPB). A petition of appeal must be filed during the period beginning with the day after the effective date. The appeal must be filed in writing with the Regional Director, Merit Systems Protection Board (MSPB), Seattle Field Office, 915 Second Avenue, Room 1840 Seattle, WA 98174. A copy of the MSPB appeal form is at Enclosure 3; a copy of the MSPB rules and regulations will be provided to you by your CPAC, if you request it.

7. This action is being taken to promote the efficiency of the Federal service. It is being taken solely for the reasons stated above and in no way reflects adversely on your performance or conduct. The service you render toward the accomplishment of our mission is sincerely appreciated.

FOR THE APPOINTING OFFICER:

3 Encls

NAME
TITLE

CIVILIAN HUMAN RESOURCES AGENCY GUIDES ON SURGE REQUIREMENTS

This final section provides Civilian Human Resources Agency guidance on tools to support surge requirements.

Civilian Human Resources Agency Guides On Surge Requirements

The CHRA has outlined a plan to ensure that the Civilian Personnel Advisory Centers (CPACs) are appropriately staffed to handle the surge in recruitment resulting from BRAC workforce shaping events.

Many of the BRAC moves will result in a reallocation of current CHRA assets from the losing to the gaining CPAC. In some cases, the planned reallocation of the CHRA assets does not coincide with the recruitment surges. Consequently, CHRA has been authorized 105 overhires to support this additional workload as follows: FY08 - 67 (49 of the number will be interns), FY09 - 31 (16 of the number will be interns), and FY10 – 7 overhires.

Based on the BRAC movements known at this time, the majority of the surge hiring requirements are targeted for FY10/FY11. In most gaining CPAC locations, the ability to attract seasoned HR specialists is low, therefore; we are hiring a significant number of interns in FY08/FY09 to be fully trained by FY10/FY11.

CHRA will continue to track all BRAC recruitment activity and adjust staffing levels as appropriate.

Glossary

BRAC - Base Realignment and Closure (BRAC) covers the DoD activities which are scheduled for closure or realignment as a result of the 2005 BRAC Commission recommendations

CARE - the DoD organization responsible for administration of the Priority Placement Program.

DOL/State 1 Stop Center - Department of Labor (DOL) and States pool resources to establish employment/retraining centers for employee impacted by BRAC.
http://wdr.doleta.gov/directives/corr_doc.cfm?DOCN=2081

Interagency Career Transition Assistance Program (ICTAP) - ICTAP provides that employees who are adversely affected by BRAC may apply for other Federal vacancies that are being advertised outside of the agency workforce and receive priority consideration, if well qualified.

Job Exchange - the DoD program which permits a retirement eligible employee of a non-BRAC activity to exchange jobs with an adversely affected employee of an activity scheduled for closure or realignment under BRAC.

Outplacement Subsidy - BRAC activities may offer an outplacement subsidy as an incentive to non-DoD Federal agencies to hire BRAC-impacted employees who accept employment in another geographic area. The BRAC activity can reimburse the gaining agency up to \$20,000 of the moving expenses.

Priority Placement Program (PPP) - the DoD program for placement of DoD civilian employees who are adversely affected by RIF, BRAC, and re-stationing.

Reduction-in-Force (RIF) - the Federal process for reshaping and drawing down the civilian workforce.

Reemployment Priority List (RPL) - the Federal program that provides priority consideration for an agency's position vacancies for employees who were separated from the agency by RIF in the same commuting area.

Three Rs - recruitment, relocation, and retention incentives are delegated to Army activities for use in recruiting new Federal employees, offering monetary incentives to current employees to relocate to a different geographic area, and offering retention incentives to employees who are offered non-Federal employment to remain at an activity for a fixed period. The retention incentive has been expanded to include employees who are offered other Federal employment (also known as the **4th R**), but this incentive has not yet been delegated to Army commands.

Transfer of Function (TOF) - the total transfer of a line of work from one geographic area to another geographic area where the same line of work is not being currently performed. Employees who are identified as having TOF rights must be offered TOF if the alternative is separation or demotion. An employee who declines TOF may be separated under adverse action procedures or may be included in an ongoing RIF.

Transfer of Work (TOW) - the whole or partial transfer of a line of work or of specific positions from one geographic area to another. Employees do not have a right to a TOW, but may be directed by management to relocate. Employees who decline a management-directed reassignment are separated under adverse action procedures.

Voluntary Early Retirement Authority (VERA) - an employee with 50 years of age and 20 years service, or 25 years of service at any age may be offered VERA in order to lessen the effect of RIF, or to restructure a position as a result of new mission requirements.

Voluntary Separation Incentive Pay (VSIP) - also called buyouts. VSIP equals the lesser of an employee's earned severance pay amount and \$25,000. VSIP is a management tool to lessen the effect of RIF, or to restructure a position as a result of new mission requirements.

VSIP II - a VSIP which is offered to an employee of a DoD activity that is not impacted by BRAC in order to create a vacancy for a BRAC-impacted employee.



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