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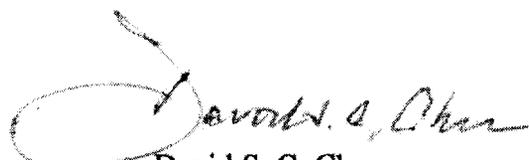
APR 21 2008

PERSONNEL AND  
READINESS

MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS  
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SUBJECT: Department of Defense Supplemental Guidance for 2005 Base Realignment  
and Closure (BRAC) Joint Basing (JB) Implementation

On January 22, 2008, the Deputy Secretary of Defense signed initial guidance for implementing BRAC recommendation #146, Joint Basing, which transfers installation management functions to a single service at each location. Attached is supplemental Civilian Personnel/Human Resources (HR) guidance. The point of contact (POC) for BRAC transition assistance is Jeffrey Nelson, Chief, Civilian Assistance and Re-Employment Division, Civilian Personnel Management Service (CPMS), 703-696-1799. For other HR issues, the POC is Andrew Jensen, CPMS Field Advisory Services, 703-696-6301, ext 624.

  
David S. C. Chu

Attachment:  
As stated



**DEPARTMENT OF DEFENSE  
CIVILIAN PERSONNEL/HUMAN RESOURCES  
SUPPLEMENTAL GUIDANCE  
FOR BRAC 2005 JOINT BASING IMPLEMENTATION**

REFERENCES:

- a) Defense Base Realignment and Closure (BRAC) Act of 1990 (Part A of Title XXIX of Public Law 101-510; 10 U.S.C. 2687 Note)
- b) Defense BRAC 2005 Report to the President
- c) DoD Initial Guidance for BRAC 2005 Joint Basing Implementation, January 22, 2008
- d) Title 5, United States Code (U.S.C.), Chapter 71, Labor-Management Relations
- e) DoD 1400.25-M, DoD Civilian Personnel Manual, Subchapter 711, Labor-Management Relations
- f) 5 U.S.C. Chapter 43, Performance Appraisal
- g) Title 5, Code of Federal Regulations, Chapter 430, Performance Management
- h) DoD 1400.25-M, DoD Civilian Personnel Manual, Subchapter 1940, National Security Personnel System (NSPS) Performance Management

1 PURPOSE

- 1.1 Provide supplemental guidance regarding civilian Human Resources (HR) management in support of Joint Basing implementation, in order to fully implement BRAC 2005 Joint Basing decisions per references (a) and (b).
- 1.2 Ensure that DoD installations affected by Joint Basing in a particular geographic area take into account the mix of appropriated fund employees, nonappropriated fund (NAF) employees, military members, and DoD contractors who currently accomplish any functions identified in reference (c), Attachment D, titled "Installation Support Function Definitions."
- 1.3 Ensure effective continuity of operations by identifying mission-critical functions and the civilian employees needed to support them.

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- 1.4 Ensure that workforce shaping tools are used to mitigate the impact of Joint Basing on employees. For any employees identified as surplus during the Joint Basing process, provide support through the Department's BRAC transition/placement programs.

2 BACKGROUND

- 2.1 Reference (a) directs implementation of the BRAC Commission's recommendations, which includes the transfer of installation management functions as specified in Commission Recommendation #146, Joint Basing.
- 2.2 Reference (c) requires that, "Once the Joint Base organization is fully implemented, all civilian personnel authorizations providing Installation Support will become part of the supporting Component's Joint Base Command under the supporting Component's civilian personnel management system" (reference (c), paragraph 3.2.3.1). Civilian personnel authorizations providing mission support remain with the supported Component or tenant.
- 2.3 Reference (c) also provides for a Civilian Personnel Sub-Working Group (SWG) to develop guidance on HR issues relating to Joint Basing (reference (c), paragraph 4.14.3.4). The Civilian Personnel SWG includes senior staff representatives with civilian HR expertise from the Departments of the Army, Navy, and Air Force; Washington Headquarters Services (representing DoD agencies); the Office of the Deputy Under Secretary of Defense (Civilian Personnel Policy); and the Civilian Personnel Management Service (CPMS). The role of the Civilian Personnel SWG is to support functionally-based Joint Basing Working Groups as they deal with the process of implementation.
- 2.4 This supplemental guidance incorporates and builds upon inputs provided by the Civilian Personnel SWG. Joint Base commanders shall use this supplemental guidance and may adapt it to local needs as necessary to ensure continuity of operations, provided the adaptation is consistent with the direction herein.

3 GUIDANCE

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- 3.1 The supporting Component shall, in coordination with the supported Component(s), develop a plan that addresses the following items (as a minimum):
- 3.1.1 Establishment of a Joint Base Partnership Council between supporting and supported Component(s) to discuss HR issues and recommend courses of action (such as concurrent voluntary early retirement authority/voluntary separation incentive payments (VERA/VSIP) windows, the need for reduction in force, registration in the DoD Priority Placement Program (PPP), retention tools, and the recruitment area for vacancies) that meet mission requirements and consider employee needs.
  - 3.1.2 Coordination with the CPMS Civilian Assistance and Re-Employment (CARE) Division regarding early registration in the PPP. The supporting Component will consult with the CARE Division during the planning process to coordinate delivery of transition assistance for displaced employees, e.g., PPP, re-employment priority list, VERA, and VSIP. Affected Component(s) will provide HR support for employee counseling and outplacement program registration.
  - 3.1.3 Organization structure for the new joint organization, including the numbers, pay plans/schedules, occupational series/codes, and grades/pay bands of civilian appropriated fund and NAF positions, as well as the numbers and types of any military and contractor positions, in compliance with appropriate statutory and regulatory guidelines, as well as the Organizational Structure supplemental guidance.
  - 3.1.4 Local communications plan and its execution throughout the Joint Basing process. This plan should be wide ranging in order to address the interests and concerns of those affected by Joint Basing. For example, the local communications plan must ensure that NAF employees receive a comprehensive explanation of their portability benefits.

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- 3.1.5 Supporting Component responsibility for filling positions in the new joint organization and outplacing employees as a result of any necessary reduction in force actions implemented after the transfer.
  
- 3.1.6 Issues regarding the movement of affected employees into or out of NSPS.
  - 3.1.6.1 Since the timelines for implementing NSPS and Joint Basing overlap, employees at the supporting and/or supported Component might be under different personnel systems. The supporting and supported Components should work closely with their servicing HR Offices to review NSPS conversion timeframes and determine how NSPS conversion may affect the employees' transition to a Joint Base operation.
  
  - 3.1.6.2 Even after Joint Basing implementation has occurred, there may be Joint Base installations where some employees are in NSPS while others are not (i.e., bargaining unit employees who remain under a different pay system). In such cases, supporting Components need to be aware that they have employees covered under different personnel systems and need to take those differences into account when establishing processes and procedures.
  
- 3.1.7 Coordination between NAF employers regarding the new organization structure, transfer of employees, labor relations obligations, and business-based actions. Each NAF employer is responsible for establishing and maintaining a reemployment priority list for affected employees.
  
- 3.1.8 Coordination with appropriated fund and NAF HR Offices regarding DoD – Office of Personnel Management Interchange Agreement and portability of benefits in cases of moves between employment systems.

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- 3.2 Development of the plan required by paragraph 3.1 of this supplemental guidance will address all installation management functions that are transferring to the supporting Component as a result of Joint Basing. The plan must be developed in conjunction with the other affected Components at any given location. The supporting Component is responsible for ensuring that the issues and concerns of other Components are given full and fair consideration, and for consulting with the servicing HR Offices of supporting and supported Components during the development and execution of the plan. Both supporting and supported Components are responsible for the following functions, either separately or through the Joint Base Partnership Council:
- 3.2.1 Labor relations, to include collective bargaining and bargaining unit representation issues, as appropriate.
  - 3.2.2 Determination if performance appraisal action (i.e., early annual, close-out, informational, etc.) is required for affected employees.
- 3.3 To ensure uniform and consistent treatment of similarly situated, appropriated fund employees, reduction in force actions required as a result of Joint Basing will be conducted by the supporting Component after the positions have been transferred.
- 3.4 In Joint Basing actions requiring movement of NAF employees from one NAF employer to another, or between the appropriated fund and NAF employment systems, the supporting Component will determine the new organization structure prior to moving employees, in accordance with the Organizational Structure supplemental guidance. This will reduce changes to employees' severance pay and benefits entitlements, and it will ensure proper application of separation and adverse action provisions and procedures. Absent extraordinary circumstances, the new organization will be composed of employees from both supporting and supported Component organizations. Eligible NAF employees will be placed in the new organization via business-based action procedures, which include performance and seniority criteria. Employees who are not placed in the new organization will be subject to their employer's separation policies and will be provided with placement assistance.

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- 3.5 There are two situations in which return rights may be preserved: (1) When an employee is stationed overseas (OCONUS – outside the continental United States) with return rights to a CONUS position, and the OCONUS position is transferred under Joint Basing (as in Guam, Hawaii, and Alaska); and (2) when an OCONUS employee has return rights to a position that is transferred under Joint Basing (i.e., the CONUS position is obligated to the OCONUS employee). To the greatest extent possible, employees occupying positions identified for transfer from one Component to another under Joint Basing shall have these return rights preserved. Employees occupying positions at overseas locations whose positions are transferred under Joint Basing to a different Component shall retain these return rights to their former Component, and employees having return rights to positions that transfer under Joint Basing shall retain those return rights to their position, even though the position has transferred to another Component. Transfers under Joint Basing do not begin a new five-year period of return rights eligibility.