

Human Resources Joint Basing Guidance for Managers

This guidance is intended to provide critical human capital decision points for you to consider as you prepare to implement the Joint Basing requirements mandated by the 2005 Base Realignment and Closure (BRAC) Commission. This guidance is not all encompassing, as each joint base site will have unique challenges to address. However, it will help establish a beginning framework to build on. It is imperative that immediate, ongoing cooperation and planning between management at the Supporting and Supported Components is achieved to ensure that required joint basing outcomes are successful.

STEP 1 - Below is a listing of critical human capital decision points that managers must address first to ensure a successful transition to a joint base operation.

- **Joint Base Organizational Structure** - Supporting and Supported Components, with guidance from the Human Resources community, must create the desired joint organizational structure (military, civilian appropriated fund and nonappropriated fund, and contractors), including the numbers, occupational series, and grades/pay bands of civilian positions. This is one of the first and most critical steps that must be accomplished since it will drive many subsequent decisions.
 - **Identification of Positions** - The Supporting and Supported Components should identify the positions to transfer into the joint base organizational structure.
 - **Position Descriptions** - The Supporting and Supported Components should review and revise position descriptions as needed to capture the skills required to support the desired joint base organizational structure.
 - **Analyze the Joint Base Organizational Structure** - The Supporting and Supported Components will need to compare the proposed joint base organizational structure with the Components' existing organizational structures. This will enable management to develop strategies to address recruitment, retention, restructuring and/or downsizing requirements as they align mission responsibilities at the joint base.
 - **Identify Actions to Fill Positions in Joint Base Organizations** - The Supporting and Supported Components will need to work with their Human Resource principals to determine the best procedures to fill the positions in the new joint organizations. Once a course of action is determined, it is extremely important to fill key management and supervisory positions first so they can plan, facilitate and implement recruitment and retention strategies and transition assistance for affected employees.

- **Communication Plan** - The Supporting and Supported Components should develop and distribute a Communication Plan. This plan should be considered a living document and will need to be modified throughout the Joint Basing

process. Communication is a key element to success at every stage of the joint basing process. Management should develop a plan that emphasizes communication with employees and union representatives, as appropriate. Incorrect or lack of information stimulates mistrust of management and damages morale. The Communication Plan should be established immediately after the joint organization's structure is known.

- **Labor Relations Obligations** – The Labor Relations Issues resulting from the Implementation of the 2005 Base Realignment and Closure Joint Basing Initiative guide has been developed to provide a labor relations reference for use in implementing the Joint Basing Initiative provided for under the requirements of the 2005 BRAC legislation.

STEP II - Once the joint base organizational structure is established, here are some additional issues that require your review and consideration as you progress towards completing the joint basing requirements.

- **Transition Assistance Programs** - The Department of Defense has many transition assistance programs that are available to lessen the adverse effects of workforce restructuring. The Supporting and Supported Components must work together to determine how and when these programs should be used to best serve both the employees and the Components. This is extremely important since management has an obligation to strike a balance between mission requirements and employee needs in the most humane and efficient manner possible. Once employees are enrolled in the outplacement assistance programs, management must be prepared to release them when they receive offers of other employment. Management must have a clear understanding that whole departments may be quickly affected and have a plan in place to continue the work if this happens.

Programs for Appropriated Fund (AF) Employees include:

- Priority Placement Program (PPP)
- Interagency Career Transition Assistance Plan (ICTAP)
- Reemployment Priority List (RPL)
- Job Exchanges
- Voluntary Separation Incentive Payment (VSIP)
- VSIP II
- Voluntary Early Retirement Authority (VERA)
- Outplacement Subsidy
- Workforce Investment Act
- AF/NAF Portability of Benefits
- DoD-OPM Interchange Agreement

Programs for Nonappropriated Fund (NAF) Employees include:

- NAF Reemployment Priority List (RPL)
- Workforce Investment Act

Voluntary Separation Incentive Payment (VSIP)
Voluntary Early Retirement Authority (VERA)*
AF/NAF Portability of Benefits
DoD-OPM Interchange Agreement

Additional information on these programs can be found on the BRAC Transition website at http://www.cpms.osd.mil/brac/brac_index.aspx.

*Retirement plans differ under NAF, please check with your local HR for information on VERA.

- **Alternative Strategy for Recruitment** - It is essential that each joint basing plan contain a joint approach to filling positions during the transition period. All decisions should be consistent with requirements established in the projected joint base organizational structure (including grade/pay bands, series, and number of positions required). Components should institute selective hiring policies and determine whether certain positions should be filled, how they should be filled – permanent, time-limited, or details, and whether the vacancy can be tailored to fit into the future joint organizational structure? Some alternative recruitment sources to consider include:
 - Temporary/Term hires - Management should consider hiring employees on a time limited basis for positions that will not be included in the joint base organizational structure. This is a good alternative for positions that will not be in the new joint base organization but that are necessary for meeting current mission requirement. This option allows management to fill positions without later affecting current career employees during the actual transition.
 - Rehired annuitants - Management should consider rehiring annuitants for positions that will not have a place in the joint base organizational structure. Since annuitants serve at the will of the appointing authority, they can be released immediately once the positions are no longer required. NAF rules differ; please consult with your local NAF Human Resources Office.
 - Details - Management should consider detailing employees to critical positions to ensure that the mission is carried out.
 - Overtime - Management should consider the feasibility of using overtime instead of hiring additional personnel to address short term mission requirements.
 - Freezing of Positions - Management should consider the possibility of not filling certain positions if the mission can otherwise be met.
- **Performance Appraisals** - The Supporting and Supported Components should complete close-out performance appraisals on affected employees before they are realigned or transferred to the new joint organization.

- **Workers' Compensation** – Under Title 5 U.S.C. Chapter 81, Section 8147 (b) states that “...If an agency or instrumentality (or part or function thereof) is transferred to another agency or instrumentality, the cost of compensation benefits and other expenses paid from the Fund on account of the injury or death of employees of the transferred agency or instrumentality (or part or function) shall be included in costs of the receiving agency or instrumentality...” Accordingly, Components must identify employees who are in receipt of workers’ compensation. Documentation should be prepared that clearly states which Component will have management responsibility for the claims. It should also provide specific dates for any transfer of claims management and who has financial responsibility should be spelled out, as appropriate. Consideration must also be given to the rights of partially disabled appropriated fund employees who are able to return to duty in the new joint base organization that did not exist when the employee stopped working because of his or her injury. Any chargeback changes should be reported to the Civilian Personnel Management Service, Injury and Unemployment Compensation Division to ensure the Department of Labor bills the correct Component. NAF employees are covered by the provisions of the Longshore and Harbor Worker’s Compensation Act. NAF workers’ compensation claims remain with the NAF component where those claims originated.
- **National Security Personnel System (NSPS)** – Since the timelines for implementing NSPS and Joint Basing overlap, it is possible employees at the Supporting or Supported Component may be under different personnel systems. As a result, the Supporting and Supported Components should work closely with their Human Resources Offices (HRO) to review the timetables for conversion to NSPS and to determine how it will affect their conversion to a joint base operation. The HROs will be able to provide pertinent advice for your particular circumstances.