

Unclassified

Headquarters, Department of the Army
Pentagon, Washington, DC

Fragmentary Order (FRAGO) Number 2 to EXORD: Headquarters, Department of the Army, Base Realignment and Closure (BRAC) Command Plans, 12 March 2009 (U)

(U) Reference: HQDA EXORD BRAC Command Plans, 12 March 2009

1. (U) Situation.

a. (U) Background: The 2005 BRAC Commission recommendations approved by the President are to be effected by 15 September 2011. Some Army installations are in the planning process, while others are well underway in their implementation of the BRAC requirements. BRAC 2005 affects approximately 22,294 civilian positions and will require about 53,504 personnel actions. The three peak periods of civilian personnel movement are the 4th Quarters of 2009, 2010, and 2011. The Commands most impacted by BRAC 2005 are Army Materiel Command, Forces Command, Reserve Command, Installation Management Command, Training and Doctrine Command, Human Resources Command, Medical Command, and Office of the Administrative Assistant. These commands account for 86% of the moves. The largest of these moves include: Ft. Monmouth to Aberdeen Proving Ground (5,435 Army civilian positions), National Capitol Region (5,186 Army civilian positions), and Human Resources Command to Ft. Knox (2,783 Army civilian positions). BRAC actions will directly impact our civilian employees and their families as installations close or realign. The loss of intellectual capital will be significant.

b. (U) General: The Army Campaign Plan (ACP) governs the planning, preparation, communication, and execution of BRAC actions for the Department of Army. Implementation is driven by Army BRAC timelines and applies to the Headquarters, Department of the Army (HQDA) Staff, Army Commands (ACOMs), Army Service Component Commands (ASCCs), Direct Reporting Units (DRUs), and supporting agencies and activities.

c. (U) Strategic Environment:

(1) (U) The Army is fully engaged in a transformation effort to simultaneously Grow the Army, in-source work currently performed by contractors, implement joint-basing and effect BRAC during an era of persistent conflict.

(2) (U) Within the Department of Defense (DoD), Army is the largest employer of Federal civilians with over 310,000 employees on board in 550 occupations. The demands placed on the civilian component have dramatically increased since 11 September, 2001. Army civilian support of overseas contingency operations will continue to expand.

2. (U) Mission: Execute the civilian implementation guidance contained in this order. Successful completion of this event will be attained by meeting the milestones and targets for information and products incorporated throughout this guidance.

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a. (U) Objectives:

(1) (U) Overarching Objectives:

(a) (U) The Army staff will synchronize BRAC efforts across the enterprise to ensure resources are properly prioritized and allocated and that enabling policies and strategies are in place. Enabling initiatives will address friction points and provide mitigation strategies to Commanders that provide the tools needed to address their "above the line" human capital issues.

(b) (U) The Department of Army will minimize the loss of human intellectual capital and hire highly qualified civilians that possess the competencies to sustain the mission.

(c) (U) BRAC affected ACOMs, ASCCs, and DRUs will develop detailed, phased civilian personnel implementation plans that permit Army staff to synchronize BRAC enterprise efforts.

(d) (U) Commanders will be sensitive to the affects of stress upon employees and their families and mitigate as much as possible that stress while adhering to the requirements of BRAC law. Effective communication is key.

(e) (U) Resources must be prioritized and allocated to optimize overall Department missions. Commands will identify personnel resource requirements that cannot be funded internally in a timely manner.

(2) (U) Supporting Objectives:

(a) (U) Commanders will develop detailed movement and recruitment plans for their organizations.

(b) (U) Incentives, to include recruitment, relocation, and retention incentives will be used, where appropriate, to meet the Commanders' mission needs.

(c) (U) All employees who wish to relocate with their organizations will be offered positions with no decrease in base pay or band. Employees required to relocate outside their commuting area will generally be eligible for government funded Permanent Change of Stations (PCS), Defense National Relocation Program (DNRP) and the Homeowner's Assistance Program (HAP).

(e) (U) Selecting officials will afford veterans and especially wounded warriors every consideration for employment when recruiting for available positions.

(f) (U) Personnel who separate will be afforded appropriate benefits and awards. Their departure will be handled in a manner that reflects positively on the Department of Army.

(g) (U) New employees will be warmly welcomed and seamlessly integrated into the workforce.

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(h) (U) Personnel actions required for closure and realignment must be completed not later than 15 September 2011.

b. (U) Assumptions:

(1) (U) The Army's global commitments will continue to demand more of the civilian work force and will require a flexible and agile civilian human resource system that supports Commanders.

(2) (U) The civilian expeditionary workforce will continue to grow and will be required to fill spaces vacated by Soldiers deployed to overseas contingency operations (OCOs), and the alignment of Soldiers from the generating force.

(3) (U) The Army will reduce the number of support service contractors and replace them with full-time government civilian employees.

(4) (U) The Civilian Human Resources Agency (CHRA) will be sufficiently resourced to effectively execute BRAC.

(5) (U) Commanders will aggressively utilize all available recruitment tools to retain and recruit a highly qualified civilian work force.

(6) (U) Thirty percent of BRAC affected civilian employees will relocate outside the commuting area.

(7) (U) The anticipated loss of intellectual capital will impair operational readiness if aggressive, proactive recruitment strategies are not executed in a manner that ensures Commanders have the civilians who possess the right competencies on-board in a timely manner.

c. (U) Roles and Responsibilities:

(1) (U) Vice Chief of Staff of the Army. The Vice Chief of Staff will oversee enterprise-level BRAC 2005 planning and execution.

(2) (U) Deputy Chief of Staff, G-1 for Civilian Personnel.

(a) (U) AG-1 Civilian Personnel (CP)

(1) (U) AG-1 (CP) will advise the VCSA and senior HQDA leaders on a monthly (VTCs, Summits, etc.) basis of BRAC civilian human capital issues.

(2) (U) AG-1 (CP) will collaborate with the Assistant Secretary of the Army (Manpower and Reserve Affairs) to gain personnel policy approval as well as coordinate potential funding requirements in support of BRAC civilian personnel policy implementation.

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(3) (U) AG-1 (CP) will partner with the Assistant Chief of Staff for Installation Management and the Financial Management and Comptroller organizations to validate funding requirements for BRAC related civilian personnel requirements.

(4) (U) AG-1 (CP) will partner with DoD and the Office of Personnel Management to obtain civilian personnel policies, authorities, and legislation to mitigate human capital challenges. Commands will be notified of updates/changes via various media (e-mail, posting on BRAC sites, bulletins, VTCs, etc.).

(5) (U) AG-1 (CP) will secure a contract for out-placement services for employees not relocating or retiring by FY10.

(6) (U) AG-1 (CP) will partner with Defense Finance and Accounting Service (DFAS) to ensure they are aware of additional BRAC-related demands on its operation so that it will be prepared to handle the surge of BRAC-related personnel and transportation transactions.

(7) (U) AG-1 (CP) will develop automated tools to facilitate, track, and assess recruitment progress to map a recruitment strategy based on requirements developed by CHRA and Commanders. Tools are completed and available through CHRA.

(8) (U) AG-1(CP) will ensure the legal community is aware of the potential surge of real estate claims associated with BRAC movements. Office of the Judge Advocate General (OTJAG) will report quarterly on the number of claims submitted.

(b) (U) Civilian Human Resources Agency (CHRA)/Civilian Personnel Advisory Center (CPAC).

(1) (U) CHRA/CPAC will facilitate partnerships that bring together key stakeholders to develop and execute outreach recruitment strategies.

(2) (U) CHRA/CPAC will advise leaders at all levels on BRAC issues.

(3) (U) CHRA/CPAC will develop movement, recruitment and outplacement indicators for Commanders based on on-board strength totals in relation to approved implementation plans. The Personnel Requirements List and BRAC Reporting Tool will measure pertinent indicators.

(4) (U) CHRA/CPAC will adhere to Commanders' recruitment priorities.

(5) (U) Management officials will submit the Request for Personnel Action (RPA) at least 90 days before the desired Entrance on Duty (EOD) date. The CPAC will issue a referral list with a reasonable number of highly qualified candidates at least 45 days in advance of the requested EOD 90% of the time. The CPAC will strive to meet the managers requested EOD for RPAs not identified in BRAC implementation plans. Performance metrics will not apply in those cases where adequate lead time was not provided.

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(6) (U) CHRA/CPAC will develop internal civilian staffing plans to meet Commanders' phased implementation plans, NLT 2nd Quarter of FY10.

(7) (U) CHRA/CPAC will provide HR support in execution of job fairs and other recruitment venues. EXSUMs will be published following each event.

(8) (U) CHRA/CPAC will partner with responsible installation offices to expedite in-processing of new personnel.

(3) (U) Deputy Chief of Staff, G-2. G-2 will develop procedures/policies to expedite personnel security determination requirements for appointments of new personnel. Implementation of the Army Investigative Enterprise Solution (AEIS) will be completed at all CPACs NLT Jan 2010.

(4) (U) Deputy Chief of Staff, G-6. G-6 will partner with Installation Management Command officials to expedite overall in-processing (i.e., computers, phones, office space, etc.) procedures for new personnel.

(5) (U) Senior Mission Commanders. Each senior mission commander must ensure collaboration and synchronize installation level BRAC issues.

(a) (U) Identify impediments to successfully sustain recruitment, movement and outplacement, quarterly at BRAC Summits.

(b) (U) Identify "above the line/below the line" issues, quarterly at BRAC Summits.

(c) (U) Seek higher level support via ROC Drills, ACP, and Summit forums.

(6) (U) Installation and Tenant Commanders.

(a) (U) Commanders will ensure CHRA representatives are strategic partners in the BRAC process.

(b) (U) Commanders will submit detailed civilian personnel movement, recruitment, and outplacement plans to their Army Commands/higher headquarters to achieve a smooth transition and ensure continuity of mission. Commanders will update as appropriate their civilian recruitment and outplacement plans at future BRAC Summits.

(c) (U) Commanders will assess and authorize the use of appropriate recruitment, relocation, and retention incentives and report on their use in the command execution plan updates, at ROC Drills and other appropriate forums.

(d) (U) Commanders will partner with their servicing CPACs to determine the timing of Priority Placement Program (PPP) registration for appropriate employees. The needs of the organization and needs of the employees will be balanced. Commanders will determine and provide PPP registration dates to CHRA by NLT Nov 2010.

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(e) (U) Commanders will monitor metrics made available by the CHRA to remain situationally aware and intervene if recruitment goals are not being achieved.

(f) (U) Commanders will keep affected employees informed of BRAC plans via town halls and various forms of printed media.

(g) (U) Commanders will submit their prioritized recruitment actions to the CPAC NLT 9 months before desired EOD or as soon as practical.

(h) (U) Commanders will streamline internal processes for recruitment and selection, e.g., using standardized position descriptions and identifying multiple vacancies. Commanders will recruit for multiple positions and make multiple selections for similar positions and grade levels when feasible.

(i) (U) Commanders will establish a standard selection process to be used by selection panels in the interest of efficiency. Selection authority should be delegated to the selection panel chairs or other senior officials when feasible to reduce the number of individual selection officials that receive duplicative referral lists.

(j) (U) Commanders will provide forums for advance party participants to relay lessons learned to command and to share experiences with other affected employees.

(7) (U) Command Human Resource Managers.

(a) (U) Work with senior command leaders to develop strategic workforce and succession planning for space and face movement to new locations. Ensure that all BRAC detailed reporting requirements for civilian positions at all BRAC activities, with position move plans based on mission requirements are forwarded to HQDA and CHRA in a timely manner. Monitor metrics made available by CHRA to remain situationally aware and intervene if recruitment goals are not being achieved.

(b) (U) Identify "above the line/below the line" Civilian HR issues and friction points (i.e., recruitment; relocation/movement; and transition assistance) and work with all stakeholders (i.e., senior leaders, HQDA and CHRA) to address using appropriate mitigation strategies at quarterly BRAC Summits.

(c) (U) Participate in all BRAC communication venues including VCSA BRAC Summits, AG-1(CP) sponsored BRAC video teleconferences, and ROC drills, to remain abreast and keep Army Commanders informed of critical Civilian HR issues (above and below the line).

(d) (U) Develop command delegations, as appropriate, for use and execution of incentives, including recruitment, relocation and retention (3R's) incentives. Additionally, develop command guidance on use of 3R's and other incentives and submit command plans/guidance to HQDA, AG-1(CP).

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(e) (U) Establish recruiting/retention strategies and develop command guidance on staffing and recruitment plans to provide senior leadership, managers and supervisors with the ability to fill vacancies in an expeditious manner with a diverse group of well-qualified candidates, and to retain experienced personnel. Coordinate staffing and recruitment plan with the CHRA and its servicing CPACs. Comply with all HQDA reporting requirements.

(g) (U) Partner with CHRA on all staffing and recruitment requirements, short and long-term. Advise CHRA of hard-to-fill, critical and key position vacancies that will require extensive recruitment and/or possible overlap for training and orientation purposes.

(h) (U) Coordinate with BRAC Offices at every echelon of the command to ensure that accurate and timely HR information is provided to the civilian workforce in order that informed decisions on Reduction in Force (RIF) or Transfer of Function (TOF) actions may be made. Provide dates of anticipated RIF/TOF notification letters NLT 31 Dec 2009 to the local CPAC.

(i) (U) Oversee distribution of official employee RIF/TOF Letters; ensure compliance with statutory and regulatory guidance, and advise management of relocation projections based on analyses on consolidated employee responses (acceptance or declination of job offers).

(j) (U) Initiate, support and encourage strategies to facilitate the transition of employees and their immediate Families to the new BRAC location. Partner with HQDA on all initiatives to aid in the recruitment of spouses and to facilitate placement of Army civilians affected by BRAC 2005.

(k) (U) Ensure that all notification requirements on RIF/ TOF actions are met within established HQDA guidelines.

(8) (U) Selecting Officials.

(a) (U) Selecting officials will convene or serve on selection panels when required to conduct interviews and/or make selections for as many "like" positions throughout the organization as possible.

(b) (U) Selecting officials will instruct CHRA to announce vacancies as "multiple vacancies" so multiple selections can be achieved. Selecting officials will limit vacancy announcement time and work closely with CPACs in determining the most effective area of consideration for producing quality candidates.

(c) (U) Selecting officials will submit selections in an order of merit with as many selections as possible to mitigate re-work for declinations. Selections will be made within 30 days of desired EOD.

(d) (U) Management officials will submit RPAs to CHRA at least 9 months in advance of anticipated EOD.

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(e) (U) Selecting officials may request screened or unscreened lists of candidates prepared and issued by the CPACs.

(f) (U) Selecting officials may make tentative job offers to selectees and must work with selected individuals and responsible organizations to complete employment processes expeditiously, e.g., physicals, security processing, etc. Selecting officials may opt to allow the CPACs to make tentative job offers. All final offers are made by the CPACs. The goal for tentative offers is within 24 hours of selection.

(g) (U) Selecting officials will assign a sponsor for each new selectee who will contact the selectee within 24 hours of acceptance of the job offer and contact at least weekly to assist with on-boarding needs.

(f) (U) Selecting officials will establish and/or conduct new employee orientation to ensure the large numbers of new hires are properly integrated into the Department of Army.

3. (U) Execution:

a. (U) Concept of Operations:

(1) (U) DA BRAC for implementation will occur in a phased approach through Sep 2011.

(2) (U) There are three types of major civilian personnel actions: relocation, recruitment, and outplacement.

(3) (U) Current employees will be canvassed for interest/acceptance of positions in the new location, and geographically or virtually realigned consistent with the Command's implementation plan.

(4) (U) Employees who relocate, newly recruited employees, and employees who agree to remain in place for operational continuity may be offered appropriate incentives at the discretion of the Commander.

(5) (U) Employees who do not relocate or who will be separated from Army employment as a result of BRAC will be offered Department of Defense (DoD), OPM and Department of Labor (DOL) outplacement assistance at the earliest feasible date, consistent with operational requirements.

(6) (U) PPP registration will be effected at the earliest date commensurate with employee placement opportunities and the needs of the organization.

(7) (U) RIF and/or Adverse Action Notification will be effected when required by BRAC statutory completion timeframes.

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(8) (U) Submission of RPAs will be timed and tracked to ensure the desired EOD dates.

(9) (U) Orientation of new employees will be accomplished within 14 days of EOD date.

(10) (U) Development of training plans will be accomplished for all new hires.

b. (U) BRAC Strategic communications:

(1) (U) An effective communication plan is essential to help the civilian workforce understand, accept, and implement BRAC actions. Army leaders must actively and frequently communicate to all civilians BRAC objectives, timelines, and impacts. A good strategic communications plan will enable the effective and efficient management of resources, increase operational readiness, and facilitate new ways of doing business.

(2) (U) The Vice Chief of Staff of the Army (VCSA) BRAC Summits, AG-1(CP) sponsored BRAC video teleconferences, ROC drills, and the Army Campaign Plan (ACP) sessions are some of the many venues for communicating progress and issues.

(3) (U) Informational tools (i.e., the BRAC Commanders' Quick Reference Guide, the Civilian Human Resources Agency BRAC Employee Service Guides and the DoD BRAC Transition Assistance for DoD Civilian Employees brochure) have been developed and posted to the Army's Civilian Personnel On-Line web site for management and employee access.

(4) (U) At the installation level, commanders and senior leaders will keep their civilian work force informed of BRAC related activities through installation BRAC working groups, town halls, use of labor organizations, and various forms of printed and web-based media.

c. (U) Assessment and Evaluation:

(1) (U) The AG-1(CP), CHRA and Commanders will assess progress against metrics in order to synchronize BRAC actions and to identify friction points associated with the movement, recruitment and outplacement of civilians. Staff will monitor performance indicators and tool utilization in all HR life cycle functions, and submits timely reports as required by various command levels. Progress will be regularly reported at the enterprise levels at BRAC Summits, ROC Drills, AG-1(CP) lead video-teleconferences and venues addressing the Army Campaign plan.

(2) (U) AG1-CP Enabling Initiatives, Fix CHRA Initiatives, and CHRA BRAC Activities will be graded Red, Amber, Green, Blue to measure progress the Human Resources community has made in providing commanders tools they need to minimize loss of intellectual capital and enhance their ability to recruit and hire replacements for those who do not remain with the organization.

(3) (U) The Position Requirement List will measure as a percentage how well commands are reporting BRAC positions as well as the quality of the data.

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(4) (U) The BRAC Reporting Tool will measure projected hiring requirements with actual requirements.

4. (U) Service Support. None.

5. (U) Command and Signal.

a. (U) POC is Mr. Robert McIlwaine: telephone number 703-325-8930, DSN 221-8930, e-mail Robert.mcilwaine@us.army.mil

b. (U) Civilian Personnel On-Line (CPOL) web address is <http://cpol.army.mil/library/general/brac>

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