

Chapter 2 - Preparing for Reduction in Force

Conducting a Reduction in Force (RIF) requires numerous tasks to be accomplished. All aspects of an organization are impacted by a RIF. Top management as a whole and the personnel office, in particular, must assure the organization is prepared to conduct a RIF prior to the actual implementation. These tasks and responsibilities are enumerated below:

A. Concerns

1. Often it is thought that the responsibility during the process of a RIF lies with the Civilian Personnel Office. Management at all levels play significant roles and should hold corresponding responsibility for these roles. Initially, top management must accept the task of assuring that all subordinate levels of management understand their roles. Being knowledgeable, understanding, sympathetic and open to listening to employees are important tasks. Recognizing that the mission may be impaired from the moment a RIF is announced should be expected. Knowing that production may decline, morale may drop, individual attitudes may change, being prepared to deal with these issues on a daily basis will become essential. Management and supervisors should strive to answer employees' questions and concerns. Being available and visible shows concern and sincere interest.
2. Top management should be prepared to make discretionary policy decisions that are such as, granting liberal use of administrative leave and encouraging attendance at job fairs/clubs. These decisions, once made, should be disseminated throughout the entire chain-of-command. All levels of supervision should know and understand the decisions top management is making and be "enablers" of those decisions.
3. Management should be sensitive with respect to the timeliness of recruitment cessations in relation to preliminary phases of any impending RIF. Since vacancies are significant assets during a RIF, it is important that recruiting cease sufficiently in advance of a RIF to make a positive difference when a RIF is implemented. All valid vacancies that are available to place affected employees will relieve the overall impact of a RIF.
4. Management should be far-sighted enough to ease any RIF that is conducted. Decisions on waiving qualifications, determining the specific cut-off dates to be used for performance appraisals, and other management policy decision should be made as soon as possible to avoid manipulation of the RIF process. Management should discuss, decide and disseminate its policies regarding employee use of any equipment and/or services, e.g. telephones, copy machines, etc., for which management is responsible and which could aid and assist employees to find future employment.
5. Within the personnel office, the following concerns should be analyzed, discussed, and acted upon as appropriate:
 - a. Data Base Cleanup - The majority of civilian personnel offices within DoD have a mechanized data base. Prior to conducting a RIF, it is necessary that a thorough inspection be done of the current data elements that can impact an accurate RIF, i.e., competitive level, tenure

group, sub-group, service computation date (for RIF purposes), adjusted service computation date, inclusion of accurate and complete performance appraisal ratings for the last three years as well as all codes reflecting excepted service and part-time vs full-time work schedules.

It should also be noted that where automated systems do not exist, the same review and precautions must take place for manual systems to insure that all information utilized is accurate. Figure 2-1 is a sample memorandum to verify employee data.

- b. **Training of Civilian Personnel Office Staff** - RIFs are cyclic in nature, occurring within DoD during times of downsizing/transitions/base closures. The result of this cyclic involvement can mean that personnel specialists assigned responsibilities for conducting RIFs can either be involved in their first RIF or not have experienced the process for long periods of time. It is imperative that all personnel specialists assigned to conduct a RIF, be provided training on to the policies, regulations and the Federal Personnel Manual (FPM). It is paramount that no personnelist participate on a RIF team without, at a minimum, refresher training on current policies and regulations of RIF.
- c. **Instruction/Policy Decisions** - To provide adequate time to properly determine employee retention standing prior to a RIF, civilian personnel offices should consider establishing a cutoff date, a specified number of days prior to the date of specific RIF notices. After the cutoff date, no new annual performance ratings will be used for RIF purposes.
- d. **Communication as a Tool** - A variety of placement assistance considerations should be reviewed to determine which ones are appropriate to the type of RIF expected. In particular, emphasis should be placed on providing employees with support in dealing with the uncertainties that develop prior to a RIF. The benefits in terms of morale and a sound employer/employee relationship can be immeasurable. Personnel specialists who are not involved in the actual RIF team can be assigned duties that relate to these efforts. A total involvement by the personnel office is beneficial.
- e. **RIF Team** - A RIF team should consist of personnel specialists who have both a background in Staffing and in Position Classification. Knowledge of the X-118 Qualifications Standards (reference (j) and (k)) as well as an overall knowledge of the mission and functions of the affected organization is essential. A RIF team should be sequestered from the remaining civilian personnel office to the extent the work to be performed will not be interrupted by necessity or excuse. Furthermore, until it is determined which specific positions and number of positions are to be impacted, no effort to actually run the RIF should commence. After management has decided the reduction to be accomplished, a RIF team should be given the opportunity to apply all appropriate rules and regulations without disruption or significant changes.
- f. **Vacancies** - As stated in the FPM, an agency is not required to fill vacancies in a RIF, but may choose to fill all, some, or none of them. The discrete use of vacancies can significantly reduce the overall impact of

any RIF. It is important to exercise caution in the filling of vacancies whenever there is any possibility of a RIF. Advance planning can provide variable options with positions that remain unfilled prior to a RIF.

- g. **Mock RIFs** - Mock RIFs can be utilized as a tool. They can provide management information concerning issues that could be significant when an actual RIF is conducted. They can also be used to determine seniority rights in accordance with RIF procedures if reassignments occur to unaffected organizational elements. It should be noted, however, that this is an unofficial process and that subsequent factors may impact an actual RIF.
- h. **Documentation** - It is essential that all decisions made in the preparation and conduct of a RIF be documented. All facts used to determine qualifications should be annotated and kept readily available for inquiries/appeals which may develop subsequent to a RIF.
- i. **Briefings and Meetings** - Collective bargaining agreements should be reviewed to determine what obligations are owed to a union local. Union officials need to be informed of the impact to their bargaining unit as soon as possible, at the same time an agency issues a specific written RIF notice to an employee, it must notify the Exclusive Representative(s) per 5 USC 7103(a) (16) (reference (l)) of each affected employee at time of notice. Managers should be informed as to the severity of impact prior to letters being disseminated. Individual letters should be presented to employees with as much privacy as can be provided by the supervisor. If necessary a higher level management official should be present as letters are issued to show support and to assist in the explanation of why certain positions were abolished. Everything should be geared to the sensitivity of and for the understanding of the employee.
- j. **Impact on Minorities and Women** - Upon the completion of a RIF, for both program and statistical purposes, it is necessary that the impact on minorities and women, negatively impacted by a RIF, be documented. This information should be provided to the Equal Employment Opportunity Office to reflect the change in the workforce profile. With respect to employees, the following concerns should be addressed:
- k. **Communication** - Employees (and their employee representatives, i.e., unions) should be informed and updated throughout the entire RIF process, not only at the point of issuance of RIF letters. Being informed reduces the element of rumor, mistrust and anger. As soon as management knows, that a RIF will occur, employees and/or unions should be notified. When dates are determined or subsequent changes occur, this information should also be provided. If mock RIF processes are utilized, complete explanations should be made available, detailing the significance of these processes and how they may impact upon employees.
- l. **Responsibilities** - Upon notification of an impending RIF, employees should be strongly encouraged to review pertinent personal data to verify accuracy. Employees should be told that performance appraisal

data for the past three (3) years, veterans preference, and service computation dates play significant roles when conducting RIFs. All potentially affected employees should be advised of how, where and when to review their personal information prior to a given cutoff date.

- m. **Outplacement Efforts** - Once a decision has been made to conduct a RIF, and it becomes apparent what effects the RIF will have on the activity, employees should be notified as soon as possible to avoid manipulation of the RIF process. Management should discuss, decide and disseminate its policies regarding employee use of any equipment and/or services, e.g. telephones, copy machines, etc., for which management is responsible and which could aid and assist employees to find future employment.

B. Plan of Action/Milestones

Once a management decision has been made to conduct a RIF, the effects on personnel must be considered and early plans of action initiated. This plan must include all events or actions in the RIF process and the dates the events will take place.

1. Reduction in Force.

Figure 2-2 is a sample RIF plan of action delineating the responsibilities of the civilian personnel staff and identifying various tasks.

2. Transfer of Function.

Figure 2-3 is a sample action plan for transfers of function.

3. Communication Plan

a. A plan should be established by the Commander and the CPO for continuous communication throughout the period of the action. It is important that the information needs of the individual employees, supervisors and managers, local unions and the community be fulfilled on a continuing and timely basis. Past experience has proven that a sincere attitude on the part of personnel and management officials is most important to a successful communications plan. Honest, straightforward communication with the workforce is a key factor in reducing turbulence, maintaining confidence in management actions, and putting an end to unfounded rumors. One means of communication is to issue an "outplacement newsletter" on a regular basis. It should contain information on the operation of the program, vacancies in other Federal agencies and the private sector, and outplacement success.

b. Notification to employees, unions and community should contain the following information:

- (1) Action planned
- (2) Reasons for the action (provide as much detail as possible)
- (3) Effect on organization/function/mission

- (4) Effect on personnel
 - (a) Total positions affected and potential effect on employees
 - (b) Assistance (including outplacement programs) that will be offered
 - (c) Assurance that actions are not performance related and need for continued high-level performance.
 - (d) Statement of intent to keep workforce informed and to minimize disruption
- (5) Commanders should, whenever possible, make a personal announcement to the workforce.
- (6) When an outplacement team has been established, one individual should be designated to serve as Outplacement Officer and employees should be notified accordingly, see Figure 2-4.
- (7) Content of Local News Releases. The initial news release to local newspapers, radio and television should contain, at a minimum, the following information:
 - (a) Statement of the Commander's concern for the employees adversely affected
 - (b) The intent to provide employees who are scheduled for separation assistance in finding employment in other DoD, Federal, or state agencies and in private industry.
 - (c) A request to local business and other organizations to assist by providing the installation information on job opportunities for adversely affected employees
 - (d) A statement that further news releases will be provided as the implementation of the RIF progresses
- (8) See Figure 2.5 for a sample press release.

C. Identify the Team Players

The decision to conduct a RIF is made by management. The running of the RIF is a joint process shared by management and the personnel staff. Installations may choose to establish executive committees and/or working groups to facilitate the RIF process.

1. Management's Role

Management involvement is critical to conducting a well-run RIF, as is coordination between management and the personnel staff. Management's responsibilities include, but are not limited to, the following:

- a. Assuring that all subordinate levels of management understand their roles

Being knowledgeable, understanding, sympathetic and open to listening to employees are important tasks. Recognition that the mission may be impaired when the RIF is announced, should be acknowledged. Knowing that production may decline, morale may drop, individual attitudes may change, being preparing to deal with these issues on a daily basis will become essential. Management and supervisors should not plead ignorance, but strive to answer employees' questions and concerns. Being available and visible shows concern and sincere interest. Communication through briefings and individual counselling are recommended.

- b. Making discretionary policy decisions such as granting liberal use of administrative leave and encouraging attendance at job fairs/clubs

Management should decide its policies regarding employee use of any equipment and/or services, e.g., telephones, copy machines, etc., which could aid and assist employees to find future employment. These decisions, once made, should be disseminated throughout the entire chain-of-command. All levels of supervision should know and understand the decision top management has made, and be "enablers" of those decisions and not impediments.

- c. Identifying positions to be abolished, used as vacancies, or restructured for use in RIF placement

Management must decide when to cease outside recruitments. The decision to use vacancies is an administrative discretion of management. They can be significant assets during a RIF.

Therefore, it is gravely important that recruiting cease sufficiently in advance of a RIF to make a positive difference when a RIF is implemented. Any and all valid vacancies that are available to place affected employees will relieve the overall impact. The restructured grade levels and/or types of requirements, as well as the stage of the RIF process in which this alternative is exercised, should be decided with the advice of the civilian personnel office.

- d. Submitting documentation

This includes Requests for Personnel Action (SF-52's) and mass listings to abolish positions and to effect placements. The requests for personnel action should be submitted by deadlines established in the plan of action and milestones.

- e. Formulating the budget

Budget planning must include consideration of costs such as lump sum leave payments, severance pay, PCS costs, overtime, unemployment, compensation retained grade and pay, and special hiring needs.

- f. Delivering RIF notices to employees

This is not a pleasant task. However, it must be carried out with tact, diplomacy and empathy. Ensure that the employee is aware of the many services that are available for assistance. It is extremely important that management understand this is their responsibility, not the civilian personnel office's.

2. The Civilian Personnel Office

The personnel staff is responsible for coordination of all personnel functions necessary to accomplish the RIF and for actually running the RIF. Their responsibilities include, but are not limited to, the following:

a. Obtaining RIF authority

Major RIFs (more than 50 separations) must normally be approved by the component headquarters and may require Congressional notification. Any RIF in an industrial or commercial activity must be reported to Congress 45-days prior to implementation (issuance of notices) (see Section 322, National Defense Authorization Act for Fiscal Year 1991) (reference (m)).

b. Notifying OPM and the Labor Department

- (1) It is important to give the appropriate OPM office advance notice of a RIF which will result in separations. This is so efforts can be made to assist agencies and employees with their outplacement activities through the Interagency Placement Assistance Program and the Displaced Employee Program. The Department of Labor requires that agencies advise the Department when separating 50 or more employees in a commuting area by reduction-in-force. This information should be provided as far in advance as possible to:

Unemployment Insurance Service
Employment and Training Administration (TEUMI)
United States Department of Labor
200 Constitution Ave.
Washington, DC 20210

- (2) FPM letter 351-26 (appendix A) requires that the appropriate state dislocated worker unit be notified as well as the chief elected official of the local government jurisdiction(s) where the RIF separations will take place (See Figure 2-6 through 2-8).
- (3) Additionally, local offices should use the sample letters provided in figures 2-9 through 2-13.

c. Verifying employee data in automated or manual systems

The majority of civilian personnel offices within DoD have mechanized data base application. Prior to conducting a RIF of any size, it is necessary that a thorough inspection be done of the data elements previously entered that can impact an accurate RIF implementation, i.e., competitive level, veteran's preference, tenure group, sub-group,

service computation date (SCD), adjusted SCD based on years added for performance ratings for the last three years, as well as all information reflecting Excepted Service and part-time vs. full-time work schedules. It should also be noted that where automated systems do not exist, the same necessary review and precautions must take place using manual systems to insure that all information utilized is accurate.

d. **Establishing and training a RIF team**

RIFs are cyclic in nature, occurring within DoD during times of downsizing/ transitions/base closures. The net result of this cyclic involvement can mean that personnel specialists assigned responsibilities for conducting RIFs can either be involved in their first RIF or have not experienced the process for long periods of time. It is imperative that all personnel specialists assigned to conduct a RIF be provided training pertinent to the policies and regulations of their agency and the Federal Personnel Manual (FPM). It is paramount that no "personnelist" participate on a "RIF team" without, at a minimum, refresher training on current policies and regulations of RIF. A RIF team should consist of personnel specialists who have a background in staffing and position classification. Knowledge of the X-118 Qualification Standards (reference (j) and (k)), as well as an overall knowledge of the mission and functions of the organization to be affected, is essential. The RIF team should be located in an area which provides privacy, prohibits undue disruptions, and assures confidentiality of records.

D. **Adverse Impact Assessment**

One of DoD's human goals is to provide equity in civilian employment and increase the number of minorities, women, and people with disabilities. In order to continue DoD's progress toward these goals, it is particularly important that impact assessments are performed prior to major reorganizations or reductions in force to guard against any disproportionate impact on EEO goals.

E. **Assistance Programs**

1. **Counseling**

This chapter explains the process of counseling employees and their family members who are facing some form of employment transition. Its aim is to explain what counseling is; outline some of the reasons counseling is necessary and useful; provide helpful hints for conducting effective counseling sessions; and identify resources which provide one or more types of counseling services. The guidance in this chapter will help fulfill the informational and socioemotional support needs of clients during a potentially traumatic period in their lives.

a. **What is Counseling?**

Counseling may take many different forms depending upon the nature of the subject matter involved, the purpose of the counseling, the needs of the client, and the training and background of the counselor. However, all counseling involves providing information, guidance, and

assistance through interpersonal communication. There is nothing mysterious or inaccessible about it. To some extent, we all conduct some form of counseling each and every day when we provide information, guidance, and/or assistance to our customers. Counseling can be most effective when the communication is systematically planned, organized, and carried out to fulfill the objectives of this publication.

b. Why is Counseling Important?

- (1) Counseling provides the information employees need to cope with new or altered situations. It also provides needed emotional support. Employment transition can be one of the most stressful situations ever encountered. The more stressful the situation, the greater the need for complete, accurate, and timely information, and the greater the need for empathy, understanding, and support.
- (2) The information and support provided by counseling provides many benefits to the employee and to DoD as an organization. The employee benefits because he or she gains knowledge which eases the transition experience. Just knowing the possibilities and how to pursue them dramatically reduces the anxiety employees inevitably feel. Additionally, counseling helps find ways to ease the negative effects of employment transition, including secondary effects such as direct and indirect unemployment costs, diminished self-esteem, and the potential spinoffs (alcoholism, family breakup, suicide, etc.) that often accompany stressful situations. Furthermore, listening to employees and exploring their options will enhance their feeling that DoD cares about them not only as employees but as individuals.
- (3) DoD also benefits from an effective counseling program. Possibilities may emerge which facilitate retention of quality employees in other areas or capacities. Furthermore, violations of employees' rights may be identified and avoided. Finally, as a vital component of an effective outplacement program, counseling helps maintain and enhance the reputation of DoD as a caring, compassionate employer. This, in turn, will help maintain the ability of DoD to recruit and retain quality employees in the future.

c. Helpful Tips for Conducting Effective Counseling

While there is no universally accepted right or wrong way to conduct counseling, there are several tips which are generally recognized as helpful:

- (1) Prepare for the Counseling session: As the personnel representative you will provide information on employee rights and benefits and employment assistance. Ensure that your knowledge of all related legal and regulatory provisions is as complete and up-to-date as possible. Identify available counseling resources and develop/improve existing ones as needed. Review information on the employee and learn as much as possible about his or her circumstances. Accept each employee as a unique case and personalize service delivery according to individual needs. Prepare

yourself mentally and emotionally for a potentially demanding and stressful session. While it is important to prepare, DO NOT prejudge the needs of your customers; hear them out first! Ensure that a private, comfortable space and ample time are allotted for each employee.

- (2) **Establish trust:** Open the counseling session in an easy, informal manner. Build a climate of trust, warmth, openness, and support. Be empathetic and patient with employees; they may be emotionally upset and, consequently, less reasonable and even-tempered than usual. Be absolutely truthful in all communications, without being brutal or callous. Express sympathy and support without insincerity or excess.
- (3) **Listen actively:** Listen to understand. Ask open-ended questions. Look at nonverbal communication. Examine carefully both what is said and the emotion underlying it; respond to the latter. Clarify messages by paraphrasing, repeating, and asking for confirmation.
- (4) **Control the counseling session:** Clearly state objectives and stick to them. Distribute talking time in favor of the employee. Show acceptance of their attitudes and feelings. Promise and maintain complete confidentiality. Limit the number and depth of ideas to be explored to that which can be comfortably handled in one sitting. Avoid potentially inflammatory expressions. Rather than offering solutions to personal problems, provide information and focus on helping clients help themselves. While obtaining information also help ease employees' anxiety and tension, the primary purpose is providing substantive facts which help clients make sound decisions and pursue positive courses of action.
- (5) **Close and follow-up:** Tactfully close the session by summarizing key points. Agree to specific actions and timeframes for accomplishment and put the agreements in writing. Follow up with the client at set intervals, ensuring all agreed-to actions have been taken or that satisfactory progress has been made. Initiate corrective action as appropriate. Evaluate your own counseling performance and continuously strive to improve.
- (6) **Resources available:** A very wide range of resources is available to you to ensure effective counseling. The following list is intended to be suggestive and illustrative, rather than all-inclusive. You will need to investigate what is available at your installation and in your community.

d. **Informational Counseling**

- (1) Rights under RIF, FPM Supplement 351-1(reference (e)).
- (2) Eligibility for the Defense Outplacement Referral System (DORS) (reference (n))
- (3) Rights under the DoD Priority Placement Program (PPP) (reference (o));

- (4) Agency reemployment priority lists/repromotion eligibility lists;
- (5) Family member employment programs (military spouse preference; EO 12721 eligible appointment) (reference (p));
- (6) Displaced Employee Program (DEP) and Interagency Placement Assistance Program (IPAP) (FPM Chapter 330, reference (q));
- (7) These programs are usually jointly operated with social service activities on the installation;
- (8) Legal and regulatory information on Federal civilian employment options;
- (9) Employee benefits and entitlements, e.g., retirement, health and life insurance, severance pay, etc;
- (10) State employment agency (information on employment opportunities within the state);
- (11) Chamber of Commerce (information on community employment opportunities);
- (12) Fraternal and professional associations;
- (13) Installation Education Office;
- (14) Local colleges and educational institutions;
- (15) Department of Veterans Affairs;
- (16) Installation financial advisor, usually in the social service activity;
- (17) Finance and Accounting Office;
- (18) Red Cross;
- (19) Installation Legal Office.

e. Emotional Counseling

- (1) Social workers/counselors in the installation social service activity and/or medical facility;
- (2) Chaplain or civilian religious leader;
- (3) Local hotlines and community leader;
- (4) Civilian Employee Assistance Program.

2. Defense Outplacement Referral System (DORS)

The Defense Outplacement Referral System (DORS) is an automated referral system for current DoD employees and their spouses who may be adversely affected due to closure, downsizing, realignment, disestablishment or reduction in force. While military members and their spouses are also covered under DORS, the information contained in this section pertains to civilian DoD employees only.

DORS provides maximum placement opportunities for these employees through referral to other DoD activities, non-DoD Federal agencies and private industry including state and local governments. Participation in DORS is strictly voluntary. DORS is distinctly separate from the Department's mandatory PPP. Eligibility for DORS typically occurs prior to eligibility for the PPP.

a. Eligibility

DoD employees and their spouses are eligible to register in DORS as long as their activity is identified for closure, realignment, disestablishment, or reduction in force. The Commanding Officer of the identified activity will decide which employees may register and when registration in DORS will begin. Normally, registration will not occur more than (12) twelve months prior to the anticipated closure, realignment, disestablishment or RIF.

b. Registration

- (1) For those employees who will simultaneously register with their spouse, the geographical area for referral must be the same for both individuals. Employees may register for geographical areas anywhere in the United States where they would be willing to accept employment. Moving expenses, however, are not guaranteed under DORS. If the employee is moved into mandatory placement under the PPP while a registrant in DORS, the geographical area will normally be restricted to the employee's commuting area but moving expenses would be guaranteed if employment was accepted within the Federal government. The geographical area of consideration remains unlimited for referral to the private sector even though the employee would still be liable for payment of moving expenses, however, if they accepted employment with the private sector.
- (2) An employee and their spouse may register for up to five skills. The employee must be fully qualified and able to demonstrate that they can perform the duties for which they have registered. In addition, the employee may not register for a grade higher than his or her current grade and no more than (3) three grades below their current grade. The CPO will have the final decision on qualifications for which an employee registers.
- (3) If the employee's spouse has no prior Federal government experience the CPO will be responsible for counseling and assisting

in the selection of skills. The CPO will determine the grade level for which the spouse qualifies.

- (4) An employee may make changes to their DORS registration at anytime.

c. Referral

When DoD activities, non-DoD Federal agencies, private sector including state and local government employers have a vacancy and wish to access the DORS referral system, they will request a list of eligible employee who match the skills and geographical requirements of the position. Interested employers may contact either the CPO or the employee directly to obtain additional information and/or to schedule interviews.

d. Official offers

All official offers will be made through the CPO. If an employee has not been mandatorily registered in PPP at the time an offer is made, they may decline an employment offer without penalty of removal from DORS. However, if the employee has received RIF notice and is registered in PPP, any declination of a valid offer (an offer from a DoD activity or non-DoD Federal agency for which the employee is registered) a DoD activity or non-DoD Federal agency will result in removal from PPP and their name will also be deleted for referral through the automated system for positions with Federal agencies. The employee will still be considered for positions with the private sector including state and local government until expiration of their eligibility in DORS. Also, acceptance of a temporary position with a DoD activity will have no impact on the employee's registration in DORS.

e. Length of Registration

Employees and their spouses will be terminated from registration in DORS under the following circumstances:

- (1) employee no longer wishes to be considered for automatic referral.
- (2) employee does not receive a specific RIF notice
- (3) one year has expired from the employee's date of separation
- (4) employee declines a valid offer within his or her commuting area after the employee is registered in PPP. (If the employee declines a valid offer outside of their commuting area while under PPP, they will continue to be registered for placement under DORS to DoD activities and non- DoD Federal agencies within their commuting area).
- (5) employee accepts a temporary position with a non-DoD Federal agency or with the private sector including state or local government.

3. Priority Placement Program (PPP)

The Priority Placement Program (PPP) provides the primary method of registration and referral of DoD personnel for placement consideration at DoD activities within the United States and Puerto Rico who are: scheduled for involuntary separation by reduction-in-force; scheduled for involuntary furlough for a period of 6 months or more; scheduled for demotion by reduction-in-force; and scheduled for separation due to declination of functional transfer outside the commuting area or whose positions have been relocated outside the commuting area, but within the competitive area, and who are not on a mobility agreement.

a. Eligibility

Among the employees eligible for PPP registration are displaced employees with career/career-conditional status, whose job performance and conduct are satisfactory, and meet one of the following criteria: identified to be adversely affected by RIF or functional transfer, full time employees who decline a part-time position offered under RIF procedures or TOF provisions; retained grade who are impacted by subsequent RIF action (separation or further reduction in grade/pay); employees who are eligible for and take Discontinued Service Retirement as a result of RIF or declination of TOF and have a desire to continue working; optional retirement eligibles who elect Discontinued Service Retirement as a result of RIF or declination of TOF and desire to continue working; and an otherwise eligible registrant who resigns but desires continued employment. Excepted service employees with personal career/career conditional status are also eligible for registration. Employees occupying excepted service positions who do not have personal competitive status may be registered in PPP for excepted service positions. See reference (o) for more detailed information.

b. Registration

Registration for PPP is mandatory during the RIF notice period and for one year from separation for employees who have entitlement to severance pay. Registration can take place prior to receipt of a specific advance notice, at the discretion of the activity head or designee, when such action is consistent with mission requirements. Registration will be for the full range of skills for which the employee is qualified (up to five), and will normally include the current skill. Registration must be down to and including two grade or pay levels below the current grade or level. Involuntary registrants will be deleted from PPP twelve (12) months following separation from activity rolls or when the registrant declines a valid job offer. For complete details on PPP, refer to reference (o).

4. Reemployment Priority List (RPL)

- a. The Reemployment Priority List regulations afford priority consideration for employees separated from competitive service in tenure groups I or II. It is maintained by the agency for each commuting area in which the agency separates employees. It restricts most hiring from outside the agency. The RPL eligible can be given consideration ahead of internal candidates as well. Career/career conditional employees separated by RIF are eligible for RPL consideration, if they have not declined a RIF offer for a permanent competitive service position with a rate no lower than that of the position from which separated. Employees who resign or retire before the RIF date are not eligible for RPL registration. Eligible registrants are placed on the RPL the day after receipt of the notice of separation due to RIF. The period of eligibility is two (2) years for tenure group I (career) and one (1) year for tenure group II (career conditional) employees. Eligibility begins on the date of separation.
- b. Consideration is afforded for permanent and temporary positions if the registrants are qualified and available. Employees may be removed from the RPL upon declination of a position at the same grade, or with a representative rate at least as high as that of the position from which separated; acceptance of permanent reemployment in the same the different agency; failure to reply to an inquiry concerning a specific permanent position (valid job offer as defined in FPM Supplement 351-1 (reference (e))); or at their own request.

5. Interagency Placement Assistance Program (IPAP)

The Interagency Placement Assistance Program is a pre-RIF placement program administered by OPM to give priority referral for positions in other agencies to surplus employees facing separation by RIF. Registration in the program is optional. The area of registration is nationwide; employees may be registered from receipt of the general notice of RIF until the separation date.

6. Displaced Employee Program (DEP)

The Displaced Employee Program is a post-RIF program administered by OPM to give separated employees priority referral for positions in other Federal agencies. Registrants are referred for vacancies filled from OPM registers or vacancies in the excepted service for which agencies request recruiting assistance. Registrants must have competitive status; Group I employees have registration eligibility for two years, Group II employees, for one year.

7. Homeowners Assistance Program (HAP)

The Homeowners Assistance Program is one of several programs available to assist employees affected by a major RIF. The objective of this program is to provide financial assistance to military and DoD civilian homeowners - occupants of a one or two family dwelling at or near military installations ordered closed or reduced-in-scope when the home ownership market is adversely affected as a result, as validated by the Executive Agent. To reach this determination, a survey and economic analysis of the real estate market are made to determine the extent to which the base closure or major reduction impacted the market. The Executive Agent for this program is the U. S. Army Corps of Engineers. They are responsible for the determination of eligibility and provide assistance to those who are eligible. Eligible employees also include Non-Appropriated Fund Instrumentalities (NAFI) personnel and overseas employees with reemployment rights to installations designated for closing or reduction. Temporary employees and independent contractors and their employees are not covered. (See Appendix B, DoD Directive 4165.50 of 26 June 1991).

8. Economic Adjustment Assistance

When a serious economic impact from a Defense action is unavoidable, the DoD in conjunction with other Federal departments and agencies form the Economic Adjustment Committee (EAC) which assists Defense-impacted communities. Through the assistance of the EAC, community economic adjustment programs can be developed. Economic adjustment assistance combines the resources of Federal, State, and local governments and the private sector to support local initiatives to minimize severe hardships to DoD employees and the community. For additional information contact the Director, Office of Economic Adjustment, OASD, (FM&P), Pentagon, Room 4C767, Washington, D.C. 20301, extension (202) 697-9155. (See DoD Directive 5410.12 dated 22 December 1987, Appendix C)

SAMPLE

MEMORANDUM

From:

To:

Subj: VERIFICATION OF PERSONNEL DATA BASE INFORMATION

Encl: (1) Employee data base verification sheet
(2) Information sheet

1. Since the inception of the DoD hiring freeze in January, the Civilian Personnel Office has been involved in a "Clean Sweep" operation to ensure the accuracy and update of employee information maintained in the Civilian Personnel Data System. The Official Personnel File for each employee was reviewed and compared with information maintained in the data base. In some cases employees were requested to provide additional documentation and corrections were made where necessary.
2. Enclosure (1) is a display of the employee record. Definitions for these data elements are provided by enclosure (2).
3. Request enclosure (1) be reviewed and corrections to the data annotated directly on the form. In order to update information on performance appraisals, veteran's preference and/or education, documentation must be provided to _____.
4. When completed, enclosure (1) should be signed and returned to _____ prior to 31 January 1991.

Figure 2-1

SAMPLE

Letter to Office of Personnel Management - Area Office

Office of Personnel Management
(Local Area Office Address)

The (Activity) will be conducting a Reduction-In-Force (RIF) due to the disestablishment of (organization). (Insert here a brief statement describing the organization's function).

There are (number) employees at (Activity) who are expected to be impacted. Of this (number), we expect (number) employees to be separated from (Activity) rolls. We anticipate that (number) of these employees will exercise a retirement option. Extensive outplacement efforts will be conducted within the Federal Government and the private sector to place as many of the remaining (number) employees as possible.

If you have any questions, or if additional information is required, please do not hesitate to contact (point of contact), Personnel Staffing Specialist, on (telephone number).

Figure 2-9

PLAN OF ACTION

DATE

1. Establish RIF team/coordinators _____
2. Designate outplacement team including equal employment opportunity action officer to review RIF effects on minorities, disabled, etc. _____
3. Notify major command of impending RIF action _____
4. Prepare employee notification/press release _____
5. Notify unions in accordance with local negotiated agreements _____
6. Obtain RIF approval _____
7. Notify PPP of estimated numbers of adversely affected employees _____
8. Notify Department of Labor if 50 or more employees in a commuting area are separated _____
9. Notify Congress in accordance with DoD Directive 5410.10 _____
10. Notify appropriate State dislocated worker unit _____
11. Notify the chief elected official of the local governmental jurisdiction(s) where the RIF separations will take place _____
12. Freeze vacancies and promotions _____
13. Contact other Federal, state and local agencies and solicit assistance in placing employees _____
14. Prepare environmental impact study _____
15. Review competitive levels for accuracy _____
16. Review employee assignments to assure position descriptions are accurate. _____
17. Review and verify service computation dates of all affected employees _____
18. Review and verify entitlement to veteran's preference _____
19. Provide a definite time period for employees to review and update their OPF/SF 171/data base information _____
20. Identify positions to be abolished by title, series, grade, position number, organization, name of incumbent and social security number _____

Figure 2-2

21. Determine administrative guideline; i.e., use of vacancies, waivers of qualifications and tie-breaking procedures. _____
22. Notify employees in overseas areas with return rights if position will be abolished _____
23. Establish cut-off date for receipt of performance appraisals (prior to producing retention registers) _____
24. Establish effective date of RIF _____
25. Identify employees on temporary promotion/reassignment and return them to their permanent positions _____
26. Identify employees who will be converted from career-conditional to career or excepted to competitive appointments before the effective date _____
27. Prepare retention registers and vacancy listing _____
28. Annotate retention registers to identify each position to be abolished _____
29. Obtain OPM approval to offer Voluntary Early Retirement Authority _____
30. Identify/contact employees who meet optional and discontinued service retirement eligibility and offer option to retire instead of RIF _____
31. Separate reemployed annuitants, temporaries _____
32. Obtain copies of current pay scales and prepare representative rate chart _____
33. Determine/identify employees released from their competitive level _____
34. Determine qualifications of affected employees _____
35. Identify employee assignment rights _____
36. Prepare RIF notices _____
37. In conjunction with management, deliver RIF notices, and obtain employee's acknowledgement _____
38. Arrange for DORS, PPP and RPL briefing and registration _____
39. Register employees faced with separation in OPM's employee placement programs _____
40. Effect personnel actions _____

The following timetable can be used when management determines a transfer of function will take place. The plan of action items may not apply in all cases and installation responsibility may be subject to negotiation.

TRANSFER OF FUNCTION ACTION TIMETABLE

Destination: _____

MISSION _____ Effective Date: _____

<u>PLAN OF ACTION</u>	<u>DATE OR TIME FRAME</u>	<u>INSTALLATION RESPONSIBLE</u>
1. Identify Mission and Support Positions	_____	Losing
2. Notify Receiving Installation(s) of Mission and Support Positions	_____	Losing
3. Identify Personnel for Transfer	_____	Losing
4. Issue Inquiry/Canvass Letter to Employee	_____	Losing
5. Receive Employee's Reply	_____	Losing
6. Issue Notification of Destination as Result of Injury	_____	Losing
7. Forward Lists of Personnel to Receiving Installation	_____	Losing
8. Merge Retention Registers Preparatory to Offers	_____	Losing
9. Issue Job Offers	_____	Losing
10. Issue Notice of Separation/Proposed Letters: a. To those initially declining an inquiry b. To those subject of RIF	_____ _____	Losing Receiving
11. Receive Employee's Reply to Job Offers	_____	Losing
12. Notice of Decision on Job Offers	_____	Receiving
13. Issue Notice of Separation Letters to Those Declining Job Offers	_____	Losing

Figure 2-3

<u>PLAN OF ACTION</u>	<u>DATE OR TIME FRAME</u>	<u>INSTALLATION RESPONSIBLE</u>
14. Issue Separation Notice to Those Declining Change to Lower Grade Offer	_____	Receiving
15. Issue Notices of Decision and SF 50s: a. To those declining initial inquiry b. To those subject to RIF - Declined offer at lower grade	_____	Losing
	_____	Receiving
16. Establish Effective Date for Transfer of Personnel	_____	All
17. Issue Notice of Proposed Separation for "No Shows"	_____	Losing
18. Issue Notice of Decision for "No Shows"	_____	Losing

SAMPLE

MEMORANDUM FOR (All Employees)

Subj: APPOINTMENT OF OUTPLACEMENT OFFICER

1. Effective (date), Mr./Ms. _____ of the _____ is appointed Outplacement Officer to coordinate outplacement services for all employees. Mr./Ms. _____ will be located at _____, extension _____. Office hours will be from _____ to _____ daily.

2. Although industrial firms and Federal agencies in the (city) area and other DoD installations already know of our (closing, reduction-in-force, or transfer of function) we will take special steps to secure job opportunity information for you from them. One of our first steps is to contact employers in the immediate area, requesting that they refer their vacancies for (installation) people who will be affected by the (closing, reduction-in-force, or transfer of function). The Outplacement Officer will make all contacts with these employers and advertise any vacancies for your information and interest. Job opportunities and instructions on how to apply for these various jobs will be posted on the official bulletin boards throughout the installation.

3. In addition to the local (city) area, we will advertise vacancy listings obtained from other government agencies throughout the country for those who may be interested in relocation.

4. The Outplacement Officer will work closely with the _____ State Employment Service to identify job opportunities which might arise. In the past we had very fine cooperation with these agencies, and they have assured us of their continuing efforts to help locate gainful employment for those interested.

(Commander's signature block)

(The information in a notice such as this should be given to all employees. Employee newsletters, Daily Bulletins, letters, DF's or other media may be used to assure receipt by all employees).

Figure 2-4

SAMPLE
PRESS RELEASE

The (command) announced today that (command organization) will be disestablished/undergo a reduction-in-force effective _____. (Provide a brief mission statement).

Officials state that the decision to disestablish/undergo a reduction in force is based on: (Provide reason for disestablishment/reduction in force).

Officials state that every effort will be made to assist displaced employees to obtain other acceptable employment. All adversely affected employees who desire placement assistance will be registered in the DoD-wide Priority Placement Program. Registrants will be afforded priority placement rights to vacancies throughout the Department of Defense for which they are qualified and available. Additionally, the help of other Federal and state agencies and private industry will be solicited. (Provide statement as to length of notice period given).

Officials will be working closely with the Office of Personnel Management to provide job opportunities to affected employees. Eligible employees will be registered in the Office of Personnel Management's Displaced Employee Program for referral to and consideration by other Federal agencies.

A liaison will be maintained with the Department of Labor, state employment offices, and private industry to help employees obtain placement assistance.

Displaced employees who are required to relocate, in order to continue their Federal employment, may have their transportation and moving expenses paid in accordance with governing regulations.

Employees placed in lower graded positions may be entitled to retain the grade and pay of their former position for two years from the date they are placed in the lower graded position. At the end of the two year period, if employees have been repromoted, they will be placed in the lower grade and their pay will be set at the appropriate rate of the lower grade or at a rate which does not exceed 150% of the maximum rate for the grade in which the employee is placed and they will receive 50% of any comparability adjustment until the rate of the employee's new grade equals or exceeds the individual's pay.

Employees selected for other job opportunities will be promptly released in accordance with their desires and those of the gaining employers.

Employees who cannot be placed into other Federal positions may be eligible for severance pay for up to one year, based upon length of service, or for immediate retirement under one of the voluntary or involuntary retirement options.

Figure 2-5



THE OFFICE OF THE ASSISTANT SECRETARY OF DEFENSE

WASHINGTON, D.C. 20301-4000

FORCE MANAGEMENT
AND PERSONNEL

17 AUG 1990

Mr. Al Bilik
President
Public Employee Department
815 Sixteenth Street, N.W.
Washington, DC 20006

AUG 22 1990

Dear Mr. Bilik:

Thank you for your letter of July 17, which followed up on our meeting of the previous week.

The comments you present pertaining to the establishment of joint labor-management committees at military installations scheduled for closure or significant realignment have merit, as evidenced by the findings presented in the U.S. General Accounting Office report which accompanied your letter. However, we don't believe the establishment of such committees should be imposed as a requirement from this organization. The concept would be better received and acted upon if the Office of the Secretary of Defense only suggests that the use of such committees be considered useful by the Department of Defense Components involved and where compatible with existing labor-management relationships and obligations under the Federal Service Labor Management Program. To this end, we plan to advise appropriate representatives of the Department of Defense Components of the contents of your letter and the GAO report. We will ask them to contact your organization directly for those instances in which the adoption of this course of action appears to have merit.

Your offer of assistance in this highly important undertaking is truly appreciated. A similar letter is being sent to John Leyden.

Sincerely,

FRANK P. CIPOLLA
Acting Deputy Assistant Secretary
(Civilian Personnel Policy)

Figure 2-6

GAO

Report to the Committee on Education
and Labor, House of Representatives

November 1989

DISLOCATED WORKERS

Labor-Management Committees Enhance Reemployment Assistance





United States
General Accounting Office
Washington, D.C. 20548

Human Resources Division

B-223485

November 21, 1989

The Honorable Augustus F. Hawkins
Chairman, Committee on Education and Labor
House of Representatives

The Honorable William F. Goodling
Ranking Minority Member
Committee on Education and Labor
House of Representatives

This report, prepared at your request, contains information on four demonstration projects operating labor-management committees whose purpose was to assist dislocated workers. We found that the use of such committees enhanced the assistance provided to dislocated workers.

We are sending copies of this report to other congressional committees and subcommittees, the Secretary of Labor, and other interested parties. Major contributors to this report are listed in appendix VI.

William J. Gainer
Director, Education and
Employment Issues

Executive Summary

Purpose

Each year nearly a million workers lose their jobs because of business closures and permanent layoffs. Although the chances of finding a new job are improved by reemployment assistance, public and private sector help has reached relatively few.

In 1988, the Congress enacted the Economic Dislocation and Worker Adjustment Assistance Act to improve assistance provided to dislocated workers. Key provisions of this legislation are the establishment of (1) state rapid response teams to offer workers assistance before they are laid off and (2) labor-management committees to facilitate this assistance. However, relatively few states have experience with dislocated worker projects involving labor-management groups.

GAO obtained information on four committees in Idaho, Michigan, New Jersey, and Vermont to assess the influence of the labor-management approach on factors critical to project success and identify practices that enabled the committees to work better. This work was requested by the Chairman and Ranking Minority Member of the House Committee on Education and Labor.

Background

The new legislation, which builds upon lessons learned from the Canadian Industrial Adjustment Service, is based on the premise that worker adjustment assistance should begin before layoff and that assistance is best accomplished by those directly involved in the work-force reduction. Under the new law, committees composed of employer and employee representatives and an independent chairperson help devise and implement a strategy for helping dislocated workers find new jobs.

Results in Brief

Labor-management committees enhanced the ability of the four dislocated worker projects to help workers cope with job loss and find employment. Committees played a key role in achieving four elements critical to the success of such projects. The committees helped

- tailor assistance strategies to meet worker needs through their involvement in project planning, oversight of worker progress, and direct assistance to individual workers;
- facilitate early intervention by informing workers of their reemployment assistance options before layoff;
- coordinate project activities by serving as a focal point for planning and monitoring service delivery and providing a communication link between workers and service providers; and

- support and encourage worker adjustment efforts by establishing on-site assistance centers, maintaining personal contact with workers, and sponsoring other supportive activities.

While each of the four committees had a positive influence on project success, the extent of their contribution in helping the workers varied considerably. The extent of committee contribution appeared linked to two factors: (1) strong state leadership and (2) the committee's composition and sustained involvement after layoff.

GAO's Analysis

Tailoring Assistance to Workers' Needs

Labor-management committees helped plan, implement, and monitor service delivery. In each of the four projects, committees gathered information on worker skills and interests, and then used this information to match jobs and training to individual worker needs. Committees also worked with service providers, such as the Employment Service and educational institutions, to determine when and where services would be offered, and monitored worker participation and their success in finding jobs. When workers encountered problems, committees intervened to expand or add services, speed up worker enrollment in training, or resolve complaints about service quality.

Committees also helped tailor assistance to worker needs by sponsoring orientation sessions and talking to workers to acquaint them with services and promote participation in the project. Committee members told GAO these outreach efforts were very important, because many workers were unclear about how services could help them find a job. Three committees also helped identify jobs that matched worker skills or interests by visiting local employers, advertising in newspapers and on television, and sponsoring job fairs.

Early Intervention

Prompt state involvement appeared to be the most important factor in making assistance available to workers before layoff. For example, in three projects, state officials facilitated early intervention by presenting the committees with alternative strategies for assisting workers, identifying local agencies available to deliver services quickly, and committing funds to support project activities before the committee was established. The importance of the state role was especially evident at the project

where the time between announcement and layoff was short, less than 1 month. Nonetheless, the labor-management committees also contributed to timely intervention by quickly disseminating needed information to workers before layoff.

Coordinated Service Delivery

In three projects, the labor-management committee provided a forum for communication among the numerous local service providers, which helped them reach agreement on outreach, service delivery, and follow-up strategies. Committees also were a communication link with workers. For example, members informed workers of provider services and provided feedback to service providers on worker progress and concerns.

While the fourth committee served as a focal point for the workers, the committee and service providers independently planned and monitored service delivery. This disjointed approach led to duplication of effort and little monitoring of worker participation in project activities.

Support and Encouragement

A cornerstone of each labor-management committee's strategy was personalizing the adjustment process by reaching out to individual workers through regular telephone calls and informal meetings. In addition, three committees offered encouragement through newsletters that responded to questions or concerns voiced by workers and included worker "success" stories. These committees also made it easier for workers to receive assistance by helping establish assistance centers on the company premises. The centers opened before layoff, and two remained open for several months after layoff.

State Leadership

Each of the four projects had a state official assigned to work with the labor-management committee. In three projects, these state officials regularly attended committee meetings and guided committee activities. According to committee members, these officials helped build effective working relationships within the committee and with local service providers by explaining the committee approach, helping sort out their roles and responsibilities, and resolving problems.

In contrast, state involvement at the fourth project was limited. As a result, neither the committee nor service providers clearly understood their role or responsibilities, which led to confusion, misunderstanding, and ill-feelings. Both groups said they would have benefited from better

state guidance. State officials agreed that this experience demonstrated the need for closer state interaction with the committee.

Committee Composition and Sustained Involvement

Three labor-management committees drew their membership from persons employed at the plant who were dislocated workers themselves. Each of these committees started with six members who held varied occupations at the sites—ranging from manager to production worker. In contrast, the fourth committee had four members, but only two had worked at the closed stores. The other two members' involvement was generally limited to attending committee meetings. While the two active members helped workers for many months after the stores closed, this committee's capacity to provide assistance was limited.

Another factor that influenced the level of committee effort was whether committee assistance continued after workers were laid off. Three committees helped workers for many months after layoff. However, one committee disbanded early. Committee members said one of the reasons for disbanding before all the workers were laid off was that several members were unable to continue working on the committee. While some members of the other committees did not participate for the full length of the project, additional workers were recruited to sustain committee membership.

Recommendations

GAO is not making recommendations in this report.

Agency Comments

Labor concurred with our conclusions and observations regarding the ability of labor-management committees to enhance the assistance provided to dislocated workers. Further, they acknowledged the importance of strong state leadership. In addition, Labor noted that under the new dislocated worker assistance legislation, governors have less control over local program resources than in the demonstrations. Labor noted that the success of the labor-management committee approach will rely particularly on effective coordination between the state offices, the committees, and local service providers. (The Labor Department comments are included in app. V.)

Comments From the Department of Labor

U.S. DEPARTMENT OF LABOR

SECRETARY OF LABOR
WASHINGTON, D.C.

SEP 12 1989

The Honorable Lawrence H. Thompson
Assistant Comptroller General
U.S. General Accounting Office
Washington, D.C. 20548

Dear Mr. Thompson:

This is in response to your recent letter requesting our views on the General Accounting Office's draft report to the House Committee on Education and Labor entitled Dislocated Workers: Labor-Management Committees Enhance Reemployment Assistance. The report spells out the generally successful experience of four states trying out the techniques of labor-management-neutral third party committees in addressing the needs of workers dislocated by plant closings and layoffs. This approach has been used successfully by Canada for over 25 years.

The study also supports favorable conclusions about the efficacy and adaptability of labor-management-neutral committees in this country that were reached independently by the House Education and Labor Committee, the Congressional Office of Technology Assessment, and Secretary William Brock's Task Force on Economic Adjustment and former Worker Dislocation in a Competitive Society. As you know, Congress endorsed the Canadian approach in the Economic Dislocation and Worker Adjustment Assistance Act of 1988 (EDWAA), which in part requires rapid response by State Dislocated Worker Units, and recommends they set up these committees to guide worker outplacement and retraining.

We concur with the report's findings concerning the seminal importance of strong leadership on the part of state officials in making labor-management-neutral committees an effective worker adjustment mechanism in the United States. The Bureau of Labor-Management Relations and Cooperative Programs (BLMRCP) has promoted this idea among the states from the beginning of its dislocated worker program, and has targeted most of its adjustment workshops and many of its technical assistance efforts over the years for state personnel, including those individuals involved in learning about and/or testing the Canadian approach.

You will be interested in knowing that since BLMRCP and the National Governors' Association first initiated this Canadian-

- 2 -

American Demonstration Project with six states and a target of 12 test sites, an additional seven states have joined in, many with funding from the Employment and Training Administration and the Secretary's Discretionary Fund. We now have a total of 13 states participating at 34 test sites. This development and your report's optimistic conclusions about the demonstration project are evidence that the Canadian approach to providing assistance to dislocated workers could work well on our side of the border.

Now on p. 11.

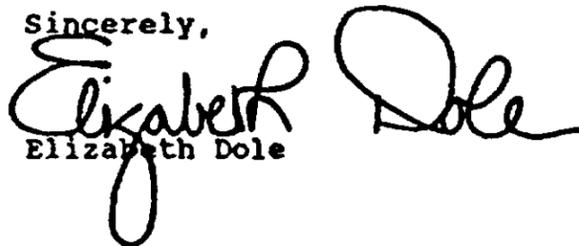
The report makes reference in the Executive Summary and page two of the text to EDWAA which amended Title III of JTPA. Without questioning the validity of the findings of the report, there are some differences between the circumstances of the demonstration and program operations under EDWAA.

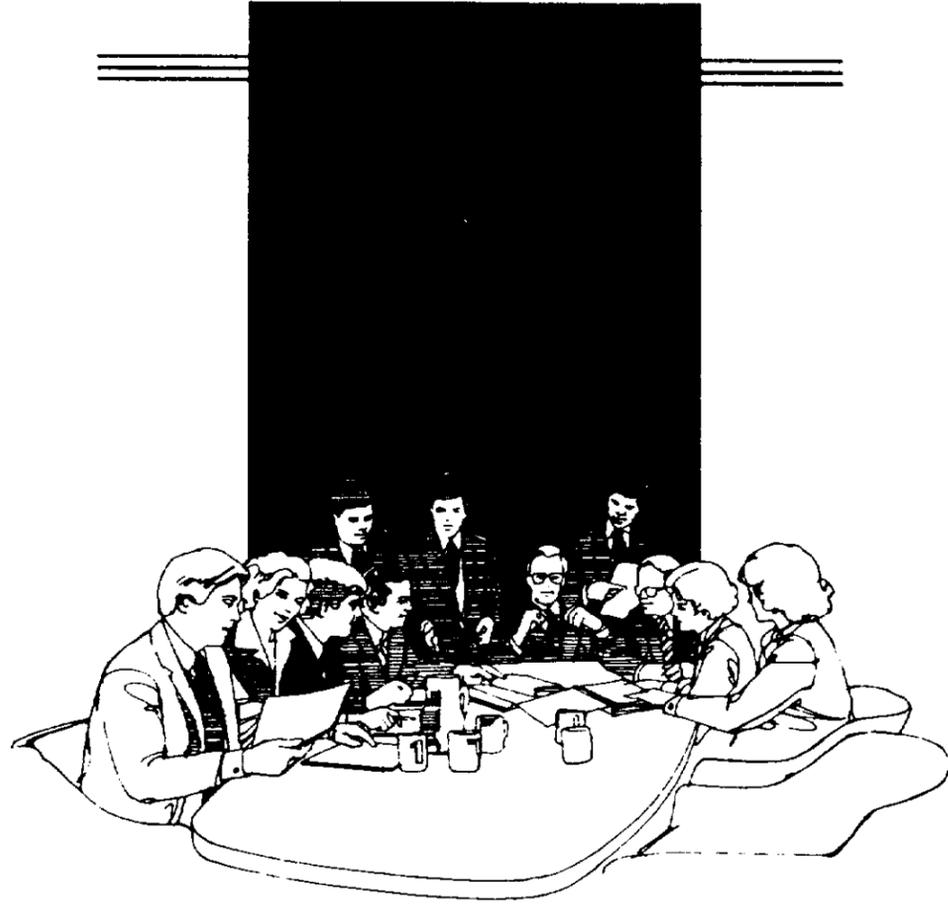
In the demonstration project, the Governors controlled Title III funds and had oversight for the entire project. They played the role of the Federal Government in Canada. Under EDWAA, as you know, 60 percent of the State Title III funds go to the local substate grantees which operate programs in the substate area. Rapid response and the establishment of labor management committees (LMCs) is clearly a State responsibility. Accordingly, one of the issues that must be addressed in EDWAA implementation is the relationship between statewide rapid response assistance, including the establishment of LMCs, and the delivery of readjustment and retraining services at the local level.

We would like to suggest that there be some recognition in the report of the differences between the demonstration project and the provisions of EDWAA under which the States, companies and unions will attempt to adapt the Canadian experience of using labor-management-neutral committees as the Congress recommends. This might be done in the text where EDWAA is mentioned or in a "GAO Observation" on this topic.

Please convey our thanks to all of your capable staff who were involved in carrying this study out, especially Robert T. Rogers and Barbara Moroski-Browne of your Detroit Regional Office.

Sincerely,


Elizabeth Dole



**State and Local
Government
Labor-Management
Committee**

*"Excellence in government
through labor-management cooperation"*

Figure 2-8

"We currently are celebrating the anniversary of the longest, most successful experiment in democratic government the world has known. The people of the United States have achieved two centuries of uninterrupted self-rule under the Constitution.

"It is appropriate that, for a fuller understanding and appreciation of our own role in this continuing experiment, those of us who manage and deliver the public services of the American democracy have resolved to join together to 'look back to the future' of government in the United States in order to provide a positive understanding of the role of government, to preach excellence and try hard to accomplish it, and to seek public recognition of such achievements."

---Statement of Purpose and Objectives



The State and Local Government Labor-Management Committee brings together the major national-level public employer and union organizations concerned with labor relations in state and local government. From its initial meeting in December 1985, the committee has committed itself to the promotion of excellence in government through labor-management cooperation.

Successful cooperative efforts result in increased job satisfaction, improved productivity, and more effective services to the public. Involvement of employees in the decisions that affect them and their jobs improves the quality of those decisions and results in a more committed work force. Issues of mutual concern, addressed jointly in a nonadversarial manner, yield to solutions that are more acceptable to both sides. Though cooperation is not a substitute for collective bargaining, the understanding and trust it fosters between the parties generally result in a much improved labor relations climate.

A grant from the Federal Mediation and Conciliation Service (FMCS) enables the Committee to coordinate the biennial National Labor-Management Conferences held in Washington, D.C. These Conferences attract as many as 1,500 participants.

OUTREACH ACTIVITIES

- The Committee will provide assistance in establishing public sector statewide and local labor-management committees.
- The Committee will assist in the development and implementation of cooperative labor-management committees at the work sites.
- The Committee will provide speakers and/or assist in planning conferences on labor-management cooperation.

AVAILABLE RESOURCES

- "Working Together" is a 29-minute video documentary featuring exemplary labor-management programs in Madison, Wis.; Jackson County, Ore.; Dade County Fla. public schools; and New York state. Video cassettes in VHS format are available at \$30.00 each, including a discussion guide. An Instructors Guide is also available at \$5.00.
- "Joint Solutions to Substance Abuse" is a 16-page booklet on how public sector employee assistance programs solve alcohol and drug abuse problems. Single copies are free; multiple copies are \$.75 each.
- The State and Local Government Cooperative Labor-Management Program Clearinghouse is a computer database to facilitate the direct exchange of information among employers, labor organizations, and others about cooperative labor-management programs. It is established in cooperation with the U.S. Department of Labor.

PARTICIPATING ORGANIZATIONS

AFL-CIO Public Employee Department
Council of State Governments
American Federation of State, County
and Municipal Employees
International City Management
Association
American Federation of Teachers
National Association of Counties
Communications Workers of America
National Conference of
State Legislatures
International Association
of Fire Fighters
National Governors Association
International Brotherhood
of Teamsters
National League of Cities
International Federation of
Professional and
Technical Engineers
National Public Employer Labor
Relations Association
International Union of
Operating Engineers
National School Boards Association
International Union of Police
Associations
Laborers' International Union of
North America
Service Employees International Union
U.S. Conference of Mayors

In Cooperation With:
Federal Mediation and Conciliation Service
U.S. Department of Labor



*Officially Recognized by the Commission on the
Bicentennial of the United States Constitution*

**State and Local Government
Labor-Management Committee
815 16th Street, N.W., Suite 308
Washington, D.C. 20006
202/393-2820**



SAMPLE

Letter to Unemployment Insurance Service

Unemployment Insurance Service
Employment and Training Administration - TEUMI
United States Department of Labor
200 Constitution Avenue, NW
Washington, DC 20210

The (Activity) will be conducting a Reduction-In-Force (RIF) due to the disestablishment of the (organization). (Insert here a brief statement describing the organization's function).

There are (number) employees at (Activity) who are expected to be impacted. Of this (number), we expect (number) employees to be separated from (Activity) rolls. We anticipate that (number) of these employees will exercise a retirement option. Extensive outplacement efforts will be conducted within the Federal Government and the private sector to place as many of the remaining (number) employees as possible.

If you have any questions, or if additional information is required, please do not hesitate to contact (point of contact), Personnel Staffing Specialists on (telephone number).

Figure 2-10

SAMPLE

Letter to Other Federal Activities

The (Activity name) will be conducting a Reduction-In-Force (RIF) due to the disestablishment of the (Dept/Div), responsible for (a brief statement describing the function of the organization).

We expect approximately (number) employees to be separated from (Activity name) rolls and we are conducting extensive outplacement efforts for these individuals. As a part of this effort, we would appreciate your assistance by referring to the attached listing of skills available when filling vacancies and requesting Personal Qualifications Statements (SF-171's) when appropriate. Or, if you prefer, we will be happy to make the necessary arrangements for on-site interviews. (Name of POC), Personnel Staffing Specialist, is available to assist you. He/she may be reached on (telephone number),

Every effort your office may make to assist in the placement of these valuable employees will be greatly appreciated.

Figure 2-11

SAMPLE

Letter to Members of Congress

On (date) official notification was provided to Congress that the (Activity name) will be conducting a Reduction-In-Force (RIF) due to the disestablishment of the (Department/Division). (Insert here a brief statement describing the organization's function). This letter is to provide you with more specific information on the possible impact on your constituents.

As background information, (Activity) management, based on continuing workload reviews, determined that an in-depth study of the cost effectiveness of maintaining the (organization) capability was needed. This study revealed and confirmed a continuing decline in the demand for (organization) services, much of it due to the (reason). Furthermore, the recent Department of Defense (DoD) downsizing compounded this situation. As a result, the decision was made to disestablish (organization). This disestablishment will be effective on (RIF date).

There are (number) of employees at (Activity) who are expected to be impacted. Of this (number), we expect that (number) would be separated from (Activity) rolls but placed in positions in other Federal agencies or obtain employment in private industry, (number) will be placed in other positions within (Activity), and the remaining (number) employees will probably exercise a retirement option. There are approximately (number) employees being separated from rolls who reside in your district. These employees are in the following occupations:

Extensive outplacement efforts will be conducted by (Activity) personnel specialists to assist all displaced employees. Specifically, (Activity) will be contacting all Federal activities throughout the area in an effort to obtain transfers for the displaced (organization) personnel. Furthermore, all eligible career and career-conditional employees will be registered in the Department of Defense Priority Placement Program and the Office of Personnel Management's Displaced Employee Program and Interagency Placement Assistance Program, and the Department of Labor will be notified. In addition, we have gathered a list of approximately (number) private businesses who traditionally utilize skills similar to those found in (organization). As a result of these combined outplacement efforts, we expect a minimal impact to the local economy.

Please be assured that we will make every reasonable effort to achieve either internal or external placement of the personnel affected by this decision. If placement opportunities should become known to your staff, please have them contact (point of contact) on (telephone #).

Figure 2-12

SAMPLE

Letter to Private Industry

The (Activity name) will be conducting a Reduction-In-Force (RIF) due to the disestablishment/reduction of Dept/Div. (Insert here a brief statement describing the organization's function).

We are in the process of contacting all firms in the area who may have a need for the services the affected employees possess. We expect approximately (number) employees to be separated from our rolls. Attached is a listing of the employees to be separated by occupation. If you are interested in considering any of these employees for positions you may have available, we will be happy to make all necessary arrangements for you, including coming on-site to (Activity) to conduct interviews.

(Points of contact), Personnel Staffing Specialists, are available to provide assistance to you. They may be reached on (telephone #). Every effort your office may take to help these people find suitable employment will be greatly appreciated. Thank you for your support.

Figure 2-13