

AIR FORCE  
GUIDE TO CONDUCTING  
A REDUCTION IN FORCE  
OR  
FUNCTIONAL TRANSFER

A. INTRODUCTION 1. PURPOSE. This guide has been issued to provide a "how-to" document which will assist those involved in the a ministration of RIF/TOF. The body of this pamphlet is principally concerned with RIF procedures. Specific guidance on TOF is in Attachment 1. Actions specific to base closure are covered in Attachment 2. This guidance is intended as a supplement to FPM Supplement 351-1, associated FPM Letters, the AF Supplement to the FPM, and any formal Air Force or OPM training. It has been prepared by personnelists who have had hands-on experience in RIF/TOF in the hope that others may benefit from the lessons learned during this difficult and painful process. The old Chinese proverb about being "condemned to live in interesting times" no doubt was first uttered during an early reduction in the Emperor's forces.

2. BASIC PHILOSOPHY. It is essential that all those involved in planning and implementing a RIF/TOF remember that the process is not a mechanical one. It consists of a number of steps that call for decision making that may not be covered by established precedents or regulations. The use of judgement and common sense is essential and, despite the presence of rules and regulations that cover many of the processes, participants must be aware of the necessity for coordination with all interested and affected parties, the importance of a positive and caring attitude, and the essentiality of ensuring that the mission of the function(s) involved is carried out. Although RIF/TOF procedures are covered by a number of regulatory guides, flexibility and creativity are vital. While this pamphlet primarily addresses large scale RIF/TOF activities, many of the principles apply to abolishment of a small number of positions.

B. THE PLAYERS AND THE TIMELINE

1. Reduction in force or transfer of function is not solely a civilian personnel responsibility. RIF/TOF is a management decision, and the running of a RIF is a joint civilian personnel/management process. Attachment 3 to this pamphlet is a recommended action chart/timeline delineating the responsibilities of the four major players that should be involved in a large scale reduction in force/TOF. These are the Executive Committee, the CPO Committee, the CCPO RIF Working Group and Management Officials. Establishment of such a chart and timeline at the beginning of the process is of paramount importance. RIF/TOF is a highly "regulatory" process, and failure to accomplish certain actions in a timely manner may be fatal. A minor RIF or TOF may not require either Executive or CPO committees, and all actions on the attached chart may not be appropriate, but advance planning and attention to detail are still important.

2. The Executive Committee. Responsible for planning and managing the RIF, and most importantly, resolving the major conflicts, as well as unforeseen events, which will occur in the best managed RIF. This committee should be appointed by the base commander or other appropriate anagement official immediately upon decision that a RIF/TOF will occur.

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There will be situations when a higher organization echelon than your air base group commander exists. For example, at a Center, the Center commander or designee should chair the Executive Committee. This way all major functional areas, including tenants, would be included and would be in the chain of responsibility answering to the center commander. The committee should include high level representatives from all installation functions involved in planning and managing the RIF. These include, but are not limited to, Civil Engineering, Plans, Finance, Manpower and Civilian Personnel, and other major tenants such as the hospital or commissary. It will normally be chaired by the vice commander or someone of similar rank. Choosing a strong chairperson is of paramount importance since any RIF/TOF will generate numerous conflicts and concerns affecting disparate organizations on base. Among other things, this committee is responsible for:

a. Planning. This includes directing the preparation of the Program Action Directive (PAD) and the timeline, and the Environmental Impact Statement. Attachment 4 contains a sample PAD.

b. Managing. This includes managing timeline suspenses, adjudicating major problems, making decisions on timing and personnel movement, and approving and controlling public announcements.

3. The CPO Committee. Responsible for coordination of all CCPO functions in accomplishing the RIF/TOF and for briefing the Executive Committee on actions to be taken, progress, problems, etc. Members will be appointed by the base commander and will include representatives from all CCPO functions. It is recommended that auxiliary members from functions such as budget, manpower, public affairs and civil engineering also be included. In no particular order of importance, this committee is responsible for:

a. Ensuring that actions such as quality control, the mock RIF, union notification and impact and implementation bargaining are accomplished in accordance with the established timeline and regulatory/legal requirements.

b. Determining cutoff dates for use of appraisals in SCD determinations, qualifications review and other personnel actions such as permanent promotions, hires, management reassignments, etc.

c. Managing and planning for CCPO workload (increased EMR activity, affirmative employment workload, outprocessing, retraining, retirement activity, etc.), and increased need for forms, publications, overtime pay, supplies, etc.

d. Recommending to Executive Committee actions such as a hiring freeze, early out request, etc.

e. Coordinating with other involved base functions.

f. Acting as a bridge between the Executive Committee and the CCPO Working Group.

g. Ensuring that ongoing disciplinary actions are taken without undue delay.

4. The CCPO Working Group. Responsible for the actual running of the RIF/TOF. Their charter is to:

- a. Ensure that all measures are taken to retain employees on AF rolls.
- b. Ensure employee rights and benefits.
- c. Ensure that employee retention standing is correct.
- d. Ensure that management mission needs are met.
- e. Ensure that all laws and regulations are followed. The key words for the CCPO staff are Communication and Coordination. The RIF/TOF must be run in a manner that is perceived as being above-board and open. Provides technical information to management for "town meetings", or for other management-employee sessions, in order to control rumors and provide employees with all possible information.

5. Management Officials. Although not established as a "committee", the importance of the actions of management in having a well-run RIF/TOF cannot be overemphasized. The decision to eliminate positions or move functions is, after all, made by management at one level or another. It is critical that management officials coordinate all actions with the CCPO working group. Management responsibilities are:

a. Identifying positions to:

- (1) be abolished.
- (2) be used as vacancies.
- (3) be restructured for use in RIF placements.

b. Submitting necessary documentation to:

- (1) abolish positions
- (2) effect placements (i.e. SFs-52, mass listings)

c. Developing Program Action Directive (PAD).

d. Formulating the budget to include, for example, lump sum leave, severance pay, PCS costs, overtime, unemployment, retained grade and pay, special hiring needs.

e. Delivering RIF/TOF notices to employees.

f. Making decisions on alternative placements such as waiving qualifications, making administrative reassignments, restructuring.

g. Communicating with employees through briefings and individual counseling.

C. THE FIRST PHASE - PLANNING FOR RIF/TOF

1. This is the foundation for the well-managed RIF and is critical to successful implementation. The four groups of "players" are responsible for a number of actions that should be accomplished prior to the actual running of the RIF.

2. The Executive Committee.

a. Notifications. Release of any information concerning the RIF/TOF to the public must be done in accordance with Appendix C to the AF Supplement to FPM Supplement 351-1 when more than 50 employees are affected.

(1) Major Command. Executive Committee members must notify their major command counterparts of the proposed RIF/TOF.

(2) Union. As the management representative to the union, the committee is responsible for ensuring initial notification of the RIF/TOF to the union(s) involved. It is important to demonstrate early on that management is interested in mitigating the impact of the RIF/TOF on employees. Good union-management relationships will facilitate the solving of problems that will always arise in these situations. Care must be exercised to ensure that all provisions of the local negotiated agreement(s) are met.

(3) Employees. After union notification, and before any press release, employees should be notified in general terms of the forthcoming RIF/TOF.

(4) Others. As soon as sufficient information is available, the committee should direct the preparation of a press release announcing the RIF/TOF and approve the release before it is issued. (Any interested Congressional offices should be informed in advance of the press release.) Other parties that might need special notification are the local Chamber of Commerce and state and local government offices. Again, be sure that employee and unions notification takes place before the general public is informed.

b. Program Action Directive (PAD). Immediately after receiving the decision that a RIF/TOF will be conducted, the committee should direct base functions to begin development of the PAD and an associated timeline. This document must be coordinated with the CCPO working group to assure, among other things, that the timeline dates are in accordance with regulations. Upon completion, the committee should approve the PAD.

c. Environmental Impact. The executive committee must ensure that this process is begun by the OPR, the civil engineering function, in a timely manner. More than one reduction in force has been delayed because the required impact study had not been completed. For example, you can't commit funds until the impact study is completed, therefore PCS may not be funded.

d. Approval of Abolishments. There is sometimes a tendency among managers to abolish positions on the basis of employee qualifications or performance rather than on the basis of the mission of the organization.

If possible, the Executive Committee should review and approve the list of proposed abolishments to ensure that sound management practices have been followed in making such decisions.

e. Separation Decisions. In the case of reemployed annuitants and temporary employees, the Executive Committee must decide whether and when to separate them. Temporaries in the affected competitive levels must be separated before an employee in that level is separated. Although there is no requirement to separate temporaries in other competitive levels, remember that these positions may be used to place permanent employees who would otherwise be separated. Since the primary goal is to provide continuing employment to as many permanent employees as possible, maximum use of these positions should be the norm.

f. RIF Timing/Notice Period. When the timing of the RIF(s) is optional, the committee must decide on the date to issue notices and must also decide whether to issue 60 or 90 day notices. Factors to be considered are appraisal cycles, fiscal year, Christmas holiday period (DOD restriction), major mission requirements, and PDS-C end of year status. In base closures, one date is preferable to avoid the disruption of sequential bumping and retreating.

g. Hiring Freeze. FPM Supplement 351-1, S1-3, outlines a number of actions that may lessen the adverse impact of a RIF. One of the most important is the imposition of a hiring freeze, if not already mandated by higher levels. Caution should be exercised, however, not to freeze hiring in occupational groups and grades that will not be needed for RIF placement, or to impose such a freeze too far in advance. The mission of the installation still must be accomplished. In some cases, a freeze on promotions may be necessary.

h. Early Out. The committee should make the decision on whether to request, through major command/DPC and HQ USAF/DPC, early out retirement authority from the Office of Personnel Management.

### 3. The CPO Committee.

a. Executive Committee Briefings. This should be a series of briefings on all facets of RIF/TOF, so that the Executive Committee can become knowledgeable about responsibilities, areas of conflict, and, in general, the regulatory and statutory basis for actions that will be taken. Among others, the subjects to be covered are: the RIF process (i.e. bumping, retreating), pay policy, retirement policy, timing, appeals, PPP/RPL, use of appraisals and union involvement.

b. Recommendations. As a follow-on to the briefings, the CPO committee should recommend to the executive committee decisions on separation of reemployed annuitants and temporaries, stockpiling of vacancies, hiring freezes, early out requests, etc.

c. Union Proposal. The CPO Committee is responsible for beginning and completing Impact and Implementation (I and I) bargaining on the RIF/TOF and acts as a bridge between the CCPO and the Executive Committee. The committee presents and makes recommendations to the Executive Committee on any union proposals made as the result of I and I bargaining. Attachment

5 is a discussion of negotiability of RIF/TOF issues.

4. The CCPO Working Group. You will note that this group has the most actions on the timeline. Even a "minor" RIF requires that almost all of these actions be accomplished at some point. Many are accomplished concurrently. We recommend that you make use of the AF RIF software designed by HQ AFLC/DPC in the initial mock RIF and later in the actual RIF process.

a. Employee Notification. The CPO Committee prepares the employee notification briefing for the Executive Committee.

b. Quality Control. There are a number of items that must be correct prior to doing any retention registers:

(1) Competitive Area. Since competitive areas must be in effect at least 90 days prior to the issuance of general or specific notices (unless MAJCOM/DPC/HQ USAF/DPC and/or OPM approval is obtained), this should be the first item to be verified. As mandated by Air Force policy, the competitive area is normally all Air Force activities in a commuting area serviced by the same CCPO. Any exception to this must be approved at HQ USAF/DPC level. Competitive areas must be publicized at least once a year, whenever any changes are made, and when a significant RIF is planned.

(2) Competitive Levels.

(a) Competitive levels are obviously one of the most critical elements in determining retention rights. The review of these levels is a joint classification/staffing activity. It is particularly important to review all levels since the criteria for characteristics of competitive levels changed when the RIF regulations were revised in 1986. Previously, positions in different series could be in the same competitive level. Now only positions in the same series may be included in the same level. Prior to this change, it was common to include similar clerical positions or interdisciplinary positions in the same competitive level even though the positions were in different occupational series. If competitive levels are incorrect, correct them now and document the reason, even if they have been wrong for years. It is much easier to defend a change late in the planning process than it is to defend retaining a position in the wrong level.

(b) Remember that competitive levels must be separate by service (competitive or excepted; particularly check employees on VRA appointments); by trainees in formal training programs, by excepted service appointment authority; by pay schedule (GS, GM, WG, etc.); by work schedule (full-time, intermittent, etc.); and by supervisory or nonsupervisory status. Review the guidance in FPM Supplement 351-1, S3-3, for specific information on the issue of supervisory positions and note particularly the use of the labor relations definition of supervisor.

(3) Veteran Preference. Employees should be reminded to update their records to show any changes in veteran preference (for instance, an employee may have become eligible for widow preference). In checking employee records, you should give special attention to the

preference assigned to employees who have retired from the military service. In particular, review the records of reservists who retired at or above the grade of major and will be 60 years or older on the effective date of the RIF to determine if they have chosen to receive retirement pay (FPM Supplement 351-1, Section S3-7e). In most cases, these employees will no longer be veterans for RIF purposes.

(4) Service Computation Date (SCD). SCDs are an important factor in an employees' retention standing. In a large scale RIF, all SCDs should be reviewed. In smaller RIFs, it may be possible to review the SCDs of those employees affected by the RIF. AFCPMC/DPCI has developed software that will calculate SCDs; you should use it. SCD computation, however, is not a mechanical computation; give particular attention to such things as Reserve training, National Guard service, and campaign badges.

(5) Appraisals. Since the last three performance ratings of record (received during the 3-year period prior to the date of issuance of specific RIF notices) affect the computation of the RIF SCD, you must assure that the data base is accurate on each employee. In addition, you should establish a "cut-off" date, to be approved by the CPO Committee, for use of appraisals - that is, determine when RIF notices will be issued and set a date prior to that for any appraisals which will allow enough time to establish retention registers and determine assignment rights. This means that in order to properly conduct the RIF and allow for the required 60-day notice period, you might need to establish a cut-off date in May for a RIF which would occur after 1 September. Remember that the AF retention register desire looks at the performance appraisal projected area when you request a register after 30 June for a RIF with an effective date on or after 1 September. Therefore, if you are going to use the new appraisals, you must be sure that they are all loaded into PDS-C before you request the register. (Make sure that any performance based actions are completed prior to that date, if at all possible). Also screen for unacceptable and minimally acceptable ratings to ensure proper RIF assignment rights.

(6) Classification. To run a successful RIF, positions need to be classified accurately - in other words, the employees should be performing the duties that are in their official position description. This may sound obvious, but too often a CCPO is put in the uncomfortable position of making placement decisions only to find out that the position description does not reflect the actual work being performed.

(7) Other.

(a) Identify employees on temporary promotions or reassignments that must be returned to their permanent positions on the effective date of the RIF.

(b) Identify employees who will convert from career-conditional to career, excepted-conditional to excepted, or excepted to competitive, before the effective date of the RIF.

(c) Identify employees, such as those on intern positions, who would normally be given a non-competitive promotion between the date notices are issued and the effective date of the RIF. A decision on how to handle these should be made early-on. One approach is to survey

on how to handle these should be made early-on. One approach is to survey supervisors ahead of time as to their intent to promote and then issue RIF notices based on the employee holding the higher grade. The danger with this option is if a promotion is not effected before the RIF date, the RIF would have to be redone based on the employee's lower grade. Another method is to issue notices to employees based on the lower grade tenure, and then do any promotions on a temporary basis so that the employees would compete in RIF at the lower grade.

c. **Projected Abolishments.** As soon as possible, the CCPO should obtain from management a tentative list of positions to be abolished. This is necessary for the mock RIF.

d. **Lines of Promotion.** Since there is a three grade level limit on assignment rights (except for 30 percent disabled veterans when determining retreat rights), you should determine and document the lines of promotion at your installation. FPM Supplement 351-1, Subchapter S5-7 has an in-depth discussion of this subject. Attachment 6 is a sample lines of promotion chart extracted from an actual RIF at an AF base. Of course, your lines of promotion may be different depending on the grade structure at your installation.

e. **Representative Rates.** In order to make determinations on what constitutes a "best offer" in RIF for positions in different pay systems, you will need to know the representative rates for all pay systems currently in effect at your installation. Attachment 7 is a representative rate determination example.

f. **Mock RIF.** The advantages in running a mock RIF are numerous. For one, an inexperienced staff can learn a great deal in the process. For another, it provides a cross check on the quality control process. The major reason for running a mock RIF, however, is to get some indication of the number of employees that will be adversely affected. You will need this information to be in a position to provide advice and information to management; to determine what, if any, notifications outside the installation are required; to decide whether a hiring freeze or other stockpiling actions are necessary, to determine if advance Priority Placement Program (PPP) assistance will be necessary; and to make informed decisions on early out requests.

g. **Retirement Eligible Survey.** Employees who are eligible for any type of retirement should be surveyed as to their intentions up to and including the date of the RIF/TOF.

h. **Impact Assessment.** In order to brief the CPO committee, the work group must assess the results of the mock RIF and retirement survey in terms of possible financial implications (severance pay, unemployment costs, annual leave payout, costs of the manpower needed to run the RIF/TOF). In addition, there may be a need for additional forms, publications, supplies, etc., as a result of the RIF/TOF.

i. **Impact Briefing.** It is important to immediately brief the CPO committee, and through them the Executive Committee, on the anticipated impact of the proposed action so that appropriate planning can begin.

...mass employees in a commuting area. This notice must be forwarded through MAJCOM/DPC to HQ USAF/DPC. (2) OPM. The closest OPM office should be notified when any separations are anticipated. (3) HQ USAF/DPC. In RIF, required when separating 50 or more employees during any four consecutive quarters. Must be received at least 6 weeks before the proposed date for RIF notices. For TOF, required when the transfer of 50 or more civilian manpower authorizations from one geographical area to another is proposed. Again, these requests must go through the MAJCOM/DPC.

k. Personnel Records Update. It is important that a definite period be established for employees to update their experience/education, with a firm cutoff date for submissions of SFs-172 that will allow enough time for CCPO determination of qualification for assignment rights and issuance of notices. The update period established should be part of the information transmitted to employees in the initial briefing and subsequent letters, notices, etc, and should be firmly adhered to. It is important to seek local union(s) support for this update period.

l. Personnel Qualifications Review. As a follow-on to the update period, the CCPO should begin an extensive review of position skill codes, employee experience and education coding, and any other items such as permanent physical disabilities and limitations that could impact on assignment rights and qualifications. At this point, begin to develop documentation on employee qualifications, either for the RIF software or for manual use.

m. Impose Hiring Freeze/Stockpile Vacancies. The decision whether to impose a total hiring freeze, cease hiring on selected vacancies, or freeze promotions, depends on the size of the RIF, and the CCPO assessment of turnover rates, retirements, etc. Timing is important since the mission of the organization or installation must still be accomplished. When in doubt, we suggest that you err on the side of stockpiling too many positions, rather than too few. Remember that DOD Manual 1400.20-1-M requires that the Air Force component coordinator be notified of any freeze imposed on an activity or "group" of activities. The Air Force component coordinator will then advise PPP officials of the freeze.

## 5. Management Officials.

a. Identify Positions/Functions . Obviously, no RIF or TOF can begin until management identifies either the positions or the functions that will be affected.

b. Briefings. Since management officials initiate RIF/TOF, they should be full participants in any employee or union briefings. Civilian personnel can explain the RIF/TOF process and inform employees as to their rights and benefits, but management must explain the reason for RIF or TOF, and the rationale for selection of positions and/or functions.

c. Miscellaneous Actions. Management officials are responsible for a number of actions that are RIF-related, such as budget formulation, environmental impact assessment, additional supplies, etc.

d. Source Document Submission . After positions have been identified, and approved by the executive committee, SFs-52 or mass listings should be

submitted to the CCPO.

D. THE SECOND PHASE - RUNNING THE RIF

1. The CCPO Working Group. At this point, the CCPO working group can begin the process which will lead to the issuance of specific RIF/TOF notices.

a. Review Source Documents. The working group should review the SFs-52 and any other documents which precipitate the RIF/TOF, and review the available vacancies which can be used in making placements of affected employees. At this point, you will begin to compile a list of vacancies either in the AF RIF software or manually.

b. Notify Employees Not Currently at the Installation. Employees serving overseas with return rights, on Long Term Full Time Training (LTFT), etc., should be notified if their positions have been abolished or have been transferred to another competitive area. You must also notify the receiving installation in the case of a TOF.

c. Order Retention Registers. By this time, all the quality checks on such things as competitive levels, veteran preference, etc., should have been completed and you are ready to order retention registers through the standard PDS-C desire or the special desire to create a data base for the AF RIF software. (The standard PDS-C desire will give you accurate retention registers; be cautious in modifying these desires to avoid errors.) Remember, when using the standard desire to produce your registers, order them as of the effective date of the RIF. This will avoid the problem of changes in status (i.e. career-conditional to career) which alter retention order. See paragraph 4b(5) above for information on the use of performance appraisals.

d. Make Administrative Assignments. In many cases, the employee whose position has been abolished is not the lowest ranking person in the competitive level. Rather than release the lowest ranking employee, it is Air Force policy that an available vacancy be used first to place the employee whose position has been abolished. Remember that the employee whose position has been abolished is not "rified" unless he or she is released from their competitive level. These actions are administrative reassignments, not RIF reassignments.

e. Noncompeting Employees. If you are unable to place an employee whose position has been abolished, your next step is to release from that competitive level all noncompeting employees. These are: temporary employees, permanent employees on term or temporary promotion or temporary reassignment (return them to their permanent positions), and employees who have received a written decision of removal because of unacceptable performance. (Except for the performance problems, such employees do not have to be terminated from the rolls, or returned to the lower grade position, until the actual date of the RIF.) Note that excepted service employees who serve on temporary appointments for more than one year are in tenure group III.

f. Determining Entitlements. At this point, you will begin to determine entitlements for employees released from their

competitive levels. Use of the AF RIF software is highly recommended for this process since the computer will not only accurately find who is the low person in the competitive level, but will also look for bump and retreat possibilities. When doing this manually, we suggest that you use a 3x5 card for each released employee. First, sort released employees by retention standing. Then determine the assignment rights of the employee with the highest retention standing (i.e. I-AD, I-B, II-A) regardless of grade level. Add a card for the employee affected by the first employee to your stack and then determine the rights of the next highest ranking employee. Continue this process until you have worked your way through all released employees. See Attachment 8, Sample RIF, for an example of this process. (Note that excepted service employees have no assignment rights (bump or retreat) by AF regulation. The command or installations may grant such rights as long as all employees are treated the same.)

g. Status of Employees with Future Retirement/Resignation Dates. Occasionally you will have to make a decision on how to treat an employee who has either applied for retirement effective on the date of the RIF, or has gone on leave without pay to accompany a spouse to a new location (and has submitted a resignation SF-52). The safest course, and the one recommended by OPM, is continue to consider these employees as part of the RIF. This is administratively cumbersome, since you will have to issue some notices initially that may later have to be amended. It would obviously be easier to not consider these employees and assume that later withdrawal of the resignation or retirement would not be allowed. OPM regulations provide that an agency may not deny the withdrawal of a retirement or resignation if the position still exists and there has been no commitment to fill it, unless the withdrawal would cause "administrative disruption" to the agency. Case law on this issue is mixed. There have been a number of Merit Systems Protection Board (MSPB) RIF-related rulings against agencies based on employee claims that they were not correctly or properly advised of the consequences of a particular action. Although we do not have any actual case law to support it, we believe that you would be correct in dropping these employees from RIF consideration as long as you have advised them in writing (and have obtained an acknowledgment of same), that their retirement/resignation may not later be withdrawn and therefore they will not be considered as part of the RIF.

h. Status of Employees With PPP Offers. Occasionally employees will accept a PPP offer of a better position while under notice. This may free a vacancy for other use, or change other RIF assignments. We recommend that you document the PPP offer and acceptance in writing so that you may take other actions without the possibility of future problems.

i. Exceptions to the Regular Order of Release. There are some circumstances in which you may retain a lower standing employee in a competitive level while releasing a higher standing employee. Subsection S4-4, FPM Supplement 351-1, covers these options. Retention of certain employees after their return from military service is mandatory; be sure you grant these employees their rights. Remember that Air Force regulations require the use of the discretionary temporary exception for employees who are incapacitated for duty due to illness or disability, if this retention does not adversely affect a higher-standing employee.

j. Lines of Promotion. You should have already determined the lines

of promotion for your RIF. FPM Supplement 351-1, S5-7 has an extensive discussion of this subject, and Attachment 6 is a sample.

k. Determining Qualifications Requirements for Assignment. This will be the most contentious part of the RIF for the CCPO working group. It is only human nature for managers to resent either having their employee displaced or their vacant position filled by a mandatory placement. There can be no argument about qualifications when an employee is displaced within the competitive level; all employees in a level are assumed to be qualified to perform the duties of any other position in the level. This is not the case, however, when bump or retreat is the issue. The employee in these situations must not only meet the minimum X-118 standards established by OPM, but must also be physically qualified and must clearly demonstrate the ability to successfully perform all critical elements of the positions upon assignment to it. This means that the employee must be able to take over the duties of the position without undue interruption, as defined in subsection S2-1v of FPM Supplement 351-1. A 1984 MSPB Decision, Jamison v. Department of Transportation, restricts the use of the undue interruption test when evaluating qualifications for vacant positions, on the basis that there are no ongoing activities to interrupt. This does not mean that the employee only has to meet minimum qualification standards for vacant positions; employees should possess the appropriate knowledge, skills and abilities to satisfactorily perform the duties of the position. There are a number of tools you can use to make these decisions, such as Promotion Evaluation Patterns, performance plans, skills codes, etc. Subsection S5-8 has an extensive discussion of this issue. Specific issues which often arise are:

(1) Physical Qualifications (S5-8d). Except for 30 percent compensable veterans, the decision on whether the employee meets the physical requirements may be made by the agency without OPM approval. The optimum is to make the decision prior to making the offer. This is not always possible, however, and you may have to accomplish the physicals after the notices have been issued with the knowledge that an alternate offer may be necessary in some cases. Remember that reasonable accommodation must be considered in making the decision. A medical examination is recommended when the employee is being considered for a position which is subject to physical or medical standards, is covered by a medical surveillance program, or has important duties which are more arduous than the employee's current position. If the employee is a 30 percent compensable veteran, OPM must approve the determination that he or she is not physically able to be placed in the positions. (Requests must be submitted through the MAJCOM/DPC to HQ USAF/DPC.) Do not deny assignment rights to an employee on a leave of absence due to a compensable injury if the physical problem is due to the injury. Give the employee the appropriate assignment rights and make your decision on physical qualifications if and when the employee requests a return to duty under the provisions of FPM Chapter 353.

(2) Trainee or Developmental Positions.

(a) There are two things to consider when the position to which the employee could be assigned is a formally designated trainee or developmental position as defined in subchapter 5-9e(3). One is undue interruption - that is, if the employee would be assigned to the position

more than 90 days after the formal program begins (promotions during a training program do not start a new 90-day period). The other is that, in cases where undue interruption is not a factor, the employee must meet all of the conditions required for selection and entry into the program. This last provision is quite often one of overqualification rather than underqualification. In other words, if an employee has already completed a program of development or training, or is otherwise fully qualified, he or she does not have the right to go into the developmental position because he or she no longer meets the conditions for entry. (A journeyman level employee could bump into a training program in a different occupation, if the undue interruption test did not apply.)

(b) Be careful in designating positions as trainee or developmental. The program that the position is included in must meet all of the conditions in subparagraph S5-8e(3) of the FPM Supplement and must have a written training plan. A position that has been sub-targeted solely in order to expand recruitment, for instance, would not meet the definition of "developmental".

(3) Sensitive Positions. When considering assignment to a position requiring a security clearance, use the same criteria as are appropriate for making qualifications determinations. You cannot delay or deny the assignment solely because the employee does not have the appropriate level of clearance, unless the employee's clearance has been removed. You may, however, consider the issue of undue interruption to the activity.

(4) Air Reserve Technician (ART) Positions. Since incumbents of these positions have dual military status, anyone receiving an offer to a vacancy, or exercising assignment rights, must also be eligible and willing to go into the Reserves. If the employee is not willing, the position is not a valid offer.

(5) Air Force Personnel Reliability Program Positions (PRP). The qualifications for these positions should be determined in the same manner as any other position. The employee must meet all critical elements of the position including the reliability factor. If the responsible official determines that the employee does not meet the PRP requirements, the position does not constitute a valid position offer.

(6) Testing Designated Positions. If the employee meets all the critical elements of the position, it is a valid position offer. If the employee refuses to take a required drug test, their refusal is to be regarded as a declination.

1. Alternatives. As we said before, the RIF process is not mechanical in nature - there are a number of proactive and creative things that the CCPO and management can do together that will lessen the adverse effects of a RIF. The CCPO working group should be aware of, and strongly encourage, the use of all available options to avoid separating Air Force employees. It is in the agency's interest to retain experienced, trained employees, and avoid the payment of severance pay and unemployment costs. There is an excellent discussion of alternative actions in subsection S1-3 of FPM Supplement 351-1. Some that merit further discussion are:

(1) Waiver of Qualifications in RIF. Management is authorized to waive OPM qualification standards and requirements (except for minimum education requirements) for assignment to a vacant position with the same or lower representative rate as their current position, if they have determined that the employee will be able to satisfactorily perform the duties of the position. Although the position to be offered may not have a higher representative rate, it may have more promotion potential than the current position. This option may not be used if an affected employee with higher retention standing is eligible for assignment to the position at the target level. This option is strictly at the discretion of the agency. Remember that this provision applies only to employees who have been released from their competitive levels, and is for placement into vacancies, not for displacing other employees.

(2) Waiver or Modification of Qualifications in Lieu of RIF. In making pre-RIF placements, or in considering possible placement for employees who have no assignment rights in RIF (that is, there are no available assignments within the three-grade level limitation), you may reassign an employee, or permit the employee to request a change-to-lower grade, to a position for which the employee does not meet X-118 requirements, (except for minimum education requirements). As with the waivers for RIF, the CCPO must determine that the employee will be able to perform the duties of the position. Unlike the waiver for RIF, if the position has more promotion potential than the employee's current position, the action must be made under competitive procedures.

(3) Voluntary Change to Lower Grade. You may make an alternative offer of a position with a lower representative rate than that of the position to which the employee is entitled. This option should be utilized in cases where it would be desirable to give the employee an offer which would suit his or her personal circumstances and at the same time not adversely affect any other employee. When using this option, you must be sure that the employee has received in writing the offer of the position with the higher representative rate, and has subsequently indicated in writing his or her willingness to accept the alternative offer. The rules on grade and pay retention also apply to these "voluntary" actions since the management decision to RIF/TOF caused the displacement.

(4) Using Vacancies and Temporary Positions in Lieu of RIF Separation. Even if waiver or modification of X-118 standards is not appropriate, there are two other options available to place employees who have no RIF assignment rights:

(a) Permanent Vacancies. If you still have vacancies after all Group I and II employees have been placed, employees without any assignment rights may be placed in these positions in lieu of RIF separation. The grade-level limits do not apply in these actions, and you may offer full-time positions to other than full-time and vice-versa. These are not processed as RIF actions, but as appropriate, as a position change, change to lower grade, or change in work schedule, and must be documented to show that the employee accepted the position in lieu of RIF. The action must be processed under competitive procedures if the position to be offered has more promotion potential than the employee's current position.

(b) Temporary Positions. The original version of FPM Supplement 351-1 allowed CCPOs to use temporary positions as RIF offers of assignment (Subsection S5-11b). However, this section has been revised as a result of an MSPB decision (Jones, Holmes, Hutson, and Harrod v. Department of the Army), to allow these actions only in lieu of RIF separation. Remember when processing these actions, that the employee placed on a temporary position within the three-grade limit retains his or her previous status and tenure, with no change in type of appointment. That is, if the employee is currently a Group I-B, he or she continues to be a Group I-B even while serving in a temporary position in a different competitive level. When the temporary position ceases to exist, the employee again competes under the RIF regulations as a Group I-B.

(5) Restructuring Vacant Positions. As with waiver and modification of qualification standards, management should be encouraged to consider restructuring positions that are not needed at the target level for placement of other employees. This may include down-grading the position, or reclassification to another occupational series. For instance, a GS-5 Secretary position might be reclassified as a GS-4 Clerk-Typist, or a journeyman level carpenter to a carpenter helper, without harm to the organization's mission.

m. Briefing on Impact: At this point, you are ready to brief the CPO Committee (or Executive Committee if no CPO Committee has been established) on the impact of the RIF/TOF, plus you should recommend any alternative actions under their control which might be beneficial. Following this, brief the union and the employees, in that order, giving general information on the anticipated effect of the RIF/TOF in gross numbers. You should not try to be specific at this point since the situation could and most likely will change by the time you issue RIF/TOF notices. However, employees should be told as much as possible about such things as effective dates, notice periods, placement assistance efforts that have and will be made, including Priority Placement Program (PPP). These will be the first of a number of briefings in a major RIF/TOF since communication with both employees and union officials will forestall many future problems.

n. Priority Placement Program Registration/Outplacement Assistance. We recommend that the CCPO contact the regional PPP coordinator early in the RIF process. Their goal, like yours, is to mitigate the adverse effects of RIF/TOF on employees. They will assist you in counseling and registering employees, and in many cases will allow employee registration as much as six months in advance of the RIF/TOF date. You should begin other outplacement efforts also, such as contacting other Federal and DOD activities in the area, state employment services, private sector employers, etc.

o. Prepare RIF/TOF Notices. The Golden Rule is to give employees as much notice as possible (up to 90 days, but at least 60 days). (If you have good reason to request a notice period of more than 90 days, request approval to extend through your major command.) The corollary to this rule is to give yourself enough time to prepare and deliver notices so as to meet the 60 day minimum. Attachment 9 consists of a number of sample letters. Attachment 10 is information on grade and pay retention. Attachment 11 is a decision logic table on appeals and grievance rights.

Some things to remember:

(1) Check, Check, Check. Be sure the notices are correct as far as the information in them, and that the notices include all required items as specified in subsection S7-3b of FPM Supplement 351-1. Don't lose an appeal because of an administrative error. It may seem obvious, but also check to be sure that you have prepared a notice for each employee involved.

(2) Common Date. A single, official date for issuance of all specific notices for each RIF in each separate competitive area should be established. Finish one RIF/TOF before you issue notices for another.

(3) Date of Retention Standing. It is critical that you remember that this is the date the employee will be released from the competitive level - that is, the effective date of the RIF action. When determining entitlements, you must consider any changes (other than performance) that will occur during the notice period. The most common changes are from career-conditional to career status and conversion of VRAs from excepted to competitive service. The employee's rights must be based on his or her status as of the effective date, not the date the notices are issued.

(4) Extension of Notice Period. Air Force regulations require that you, upon request, carry a career or career-conditional employee on annual leave or leave without pay for up to 90 days from the date the employee receives the notice. In these cases, if you are beginning a new RIF, or the employee's retention status will change during the additional time, use the discretionary temporary exception to the regular order of release (covered in subsection S4-43(d) of the FPM Supplement) to avoid having to change the order of the original RIF. The retention standing of an employee temporarily retained in his or her competitive level is determined as of the date the employee would have been released from the competitive level had the agency not granted the exception.

(5) Timing. When computing the notice period, remember that the notice period does not begin until the day after the employee receives the notice. In addition, the effective date of the RIF does not count as part of the 60-day notice period, nor can you count a Saturday, Sunday or legal holiday as the last day of the minimum notice period. DOD also prohibits the issuance of notices providing for effective dates of separation during the period 15 December through 3 January. Notices may not be issued for delivery during this period either.

p. Deliver Notices. Ideally, management officials should deliver the notices, with a personnel representative. Even though you should try to build in enough leeway in the notice period so that personal delivery is possible, you will have situations where employees are on extended sick leave, long-term training, etc. In these cases, you may mail the notices. We recommend registered mail, return receipt requested, since this provides a record of receipt. In some extreme situations, RIF notices may even be datafaxed. If the notice contains a position offer, send a copy of the notice to the organization where the employee will be placed.

g. **Initiate Physicals, Security Clearances.** In some cases, the position offered to an employee may have physical requirements that are greater than the current position. If there is any doubt as to the employee's ability to perform the duties, a physical examination may be in order. (It would be desirable if these question could be resolved before notices are issued,) Of course, there are occupations with strenuous physical requirements that always require examinations prior to entry. Security clearances should be requested without delay.

r. **Begin Employee Counseling.** The importance of beginning this process early, and continuing it throughout the notice period, cannot be overemphasized. Employees are entitled to as much information as possible given that they must often make major life choices during this period. They need to know about such things as severance pay, unemployment, PPP, other placement efforts, retirement options, retained grade and pay, etc. We recommend that you designate certain staff members as counselors and see that they are appropriately trained in all areas so that employees receive consistent and accurate information.

s. **Release Unused Vacancies.** At this point, you can notify management and release any unused vacancies for fill. Be careful. For example, an employee may fail a physical and be entitled to an alternative job offer.

t. **Amend RIF Notices.** Inevitably, you will have to amend notices because of unexpected vacancies, separations, etc. which will provide better placement offers for employees. You are not required to extend the notice period when making a better offer. If you must amend a notice with a worse offer, you must extend the notice period to the full 60 days.

u. **Preparation of Retirement Packages.** Although not actually part of the RIF process, the CCPO Working Group should ensure that the employee relations section begins preparation of retirement packages.

v. **Plan and Schedule Outprocessing.** If the RIF will entail large numbers of separations, you may need to make special arrangements for outprocessing. The Executive or CPO Committees should look at ways to streamline the normal steps required in clearing an installation (i.e. security police, library). In addition, the Personnel Systems Manager (PSM) may be able to assist in producing SF-75 information electronically.

w. **Establish Reemployment Priority List (RPL) Committee.** If a committee does not already exist, one must be established.

x. **Administration of PPP Offers and Placements.** This will be a continuous process and may require additional manpower and resources in the CCPO. CCPO employees must not only handle offers made through the PPP, but must also be available to counsel employees on their rights and obligations. In particular, the CCPO needs to be aware of placement possibilities at other locations in order to properly advise employees as to registration areas, and when to consider expansion of such areas. They will also be required to evaluate the qualifications of employees for positions offered through PPP. When making qualifications determinations, fair to both the employee and the organization which is offering the position. It is PPP policy that the employee be "sufficiently well

qualified to satisfactorily perform the duties of typical positions in the skill, with orientation only". Placement of an employee in a position he or she cannot perform does a favor to no one and may mean additional placement efforts later.

y. **Effect Personnel Actions.** When the effective date of the RIF arrives, you must take all remaining personnel actions, such as separating temporary employees, effecting RIF separations, position changes, transfers, etc.

z. **Outplacement Program Registration.** Concurrent with the separations of permanent employees, register them in the RPL and OPM Displaced Employee Program (DEP).

aa. **Follow-on Briefings, Counseling, Placement.** Your job does not end with the accomplishment of required personnel actions. There will still be counseling to be done, placements, repromotions, reemployment actions, and so on. In addition, you may expect inquiries from Congressmen and Senators, and grievances and appeals which will require responses. Some CCPO employees may be required to testify before hearing examiners and in court.

bb. **RIF Documentation.** Both the AF retention register desire and the AF RIF software will produce retention registers containing the basic information specified in Appendix A to FPM Supplement 351-1. You must have manual documentation which shows actions taken, exceptions, separations, qualifications, retreat and bump rights, vacancies, etc. Attachment 12 is a list of recommended documentation. Much of this documentation will be system produced in the RIF software. Remember that an employee is entitled to see not only the register for his or her competitive level, but also the competitive levels, and related records, for levels of employees who may displace him or her, and for levels into which the employee believes he or she may be entitled to displace. All this presumes, however, that the data on the retention register has been checked for accuracy at the beginning of the RIF process.

2. **The Executive Committee.** Although this committee's heaviest workload is in the planning stage of the RIF, it still may play a major role in the operation of the RIF. This committee should assist in encouraging management to consider alternative actions, such as downgrading and changing positions, to reduce adverse actions. It's major contribution, however, is in the resolution of conflicts. There will inevitably be qualifications disputes between organizations, decisions on which vacancies to use, budget issues, and so on. This committee, if properly constituted, will have the stature and authority to make the tough decisions, and should be relied upon by the CPO Committee and the CCPO working group.

3. **The CPO Committee.** This committee's role during the actual RIF process is primarily as a bridge between the CCPO working group and the Executive Committee. It will brief the Executive Committee early on the potential impact of the RIF, including budget and other administrative implications.

4. **Management Officials.** Management is not just a passive player in the actual RIF. They must deliver the RIF notices, of course, but also should

be involved in the decision process on placements and alternative actions. Again, the decisions leading to the RIF are made by management, not personnel, and they have a responsibility to all employees.

c. SUMMARY. This pamphlet contains a great deal of information about the RIF/TOF process. However, it only scratches the surface of this complex and sensitive undertaking. You will find that each RIF/TOF is different and presents questions and challenges that are unique. The answers to many of these questions will not be found in statute, regulation or this pamphlet. Don't hesitate to ask questions and seek the advice of others if you can't find the answer. Attachment 13 is a list of commonly asked questions and appropriate answers. Remember that consistency of action and adequate documentation is the key to a smooth running RIF that will meet mission needs, minimize disruption, and withstand challenges. In many cases you will have to rely on your seasoned judgement to make decisions that have no precedent.

## TRANSFER OF FUNCTION

### A. INTRODUCTION.

1. The term "transfer of function" is widely used and often misused. It sounds so simple - what we used to do at Base A will now be done at Base B so - we have a transfer of function. Right? Unfortunately, as with so many personnel processes, the answer is not "right" but "maybe." The purpose of this supplement is to provide some basic answers to "what is a Transfer of Function (TOF), who decides there is a TOF, and what steps do we take from here?"

### B. WHAT IS A TRANSFER OF FUNCTION?

1. The decision on what constitutes a transfer of function cannot be made superficially. Simply because a class of activity moves from one competitive area or geographic location to another does not automatically result in a transfer of function (TOF) determination. If that class of activity is already being performed at the gaining installation, a transfer of function does not exist. For example, if a transportation unit moves from Base A to Base B where a transportation unit performing similar work already exists, there is no TOF. If there is no transportation unit at Base B, there is a TOF. This aspect of TOF is the most difficult to explain to managers and employees alike. In their minds, the function has clearly gone from Base A to Base B and they expect the associated work force will transfer. Under current rules, Base B has gained workload, not a new function, and no TOF is appropriate.

2. Managers or employees may raise the issue of "what constitutes a class of activity?" Suppose our transportation unit at Base A is maintaining general purpose vehicles, specialized civil engineering vehicles, and medical vehicles such as ambulances. The transportation unit at Base B maintains general and specialized vehicles, but no ambulances. Would the positions associated with maintenance of ambulances be considered a different class of activity and eligible for a TOF? No - the maintenance of the ambulances is virtually identical work to maintaining other general and specialized vehicles, and no TOF is appropriate.

3. The TOF decision may even be different for the same function transferring to several bases. Suppose a major command has an engineering data function related to aircraft maintenance located at Base A, and the decision is made to decentralize the function to Bases B, C, D, and E. This workload is not currently being performed at Bases B, C, and D; all requests for technical data are routed to Base A. Base E, however, already has a partial engineering data function established for some of its aircraft. Is the engineering data function considered a different class of activity? For Bases B, C, and D, the answer is yes - the bases are gaining a new function. For Base E, the answer is no - base E is merely gaining additional workload in an activity that already exists.

4. Another issue that often comes up when TOFs are determined involves "support" positions. The FPM Supplement 351.1, Subchapter 10, Transfer of

Function, Paragraph 10-3d, contains some good examples. Case #4 describes a clerk-typist in a civil engineering function which moves from organization X to organization Y. While there are undoubtedly numerous clerk-typist positions in the gaining organization, the clerk-typist in civil engineering has a right to TOF because his/her position was assigned to the function transferring, not to an administrative pool. Had the clerk-typist been assigned to the base administrative section providing support to civil engineering, a TOF would not have been appropriate.

5. This example occasionally causes confusion with base operations support (BOS) positions (e.g. civilian personnel, accounting and finance, supply, etc.). Some people try to expand the clerk-typist example to include all BOS positions as "support." This is not the intent of the example. Suppose the motor pool at Base A supports a maintenance function that is clearly a TOF to Base B. Would the transportation unit also be considered a TOF since it supports the maintenance function? No - again, the issue is whether or not the gaining base already has a transportation unit performing virtually identical work. Workload would increase but there is no TOF for the transportation unit at Base A.

6. Within the Air Force, the Central Civilian Personnel Office is another good example of support positions that normally would not transfer. If a staffing specialist services an organization that transfers to another base, would the staffing specialist's position be considered eligible for transfer of function? The answer is no - every Air Force base has a Central

Civilian Personnel Office performing staffing work. The gaining CCPO's workload would increase, but the staffing specialist would not have TOF rights. The gaining CCPO might even establish a staffing position identical to the position held at the losing base. The staffing specialist still would not have TOF rights to that position; however, it could be offered to him/her through other means such as career program, central skills bank, PPP, etc.

7. The number of positions established at the activity where the function transfers does not affect the transfer of function determination. For example, if the transportation unit has ten positions established to perform work that is transferring and the gaining base only gets eight manpower spaces, all employees assigned to the ten positions at the losing base have the right to transfer. If fewer spaces are established at the gaining base, a RIF might be required at the gaining activity to determine what specific placement offer each employee will receive. Employees are not physically transferred to determine their RIF rights at the gaining activity. Appropriate retention registers of the function being transferred are combined with retention registers at the gaining activity and the RIF is run on paper. Employees not within reach for placement at the gaining activity are separated in place, and are entered on the RPL of the gaining competitive area.

8. The FPM Supplement, 351-1, provides other good examples of TOF/no TOF situations. Try as you may, however, you will probably not find your specific situation in any of the guidance. Each case is unique and must be decided on its own merits.

C. WHO DECIDES IT IS A TOF?

1. The basic decision to move a function is made by management. The decision that a transfer of function exists must be made by personnelists familiar with the TOF regulations. A TOF/no TOF decision cannot be made just because "it is easier, that's the way management wants it, or it gives the employees more rights." Rights of employees at the gaining base could be adversely affected if a TOF is improperly determined. In short, the only basis for deciding that a transfer of function exists is the regulatory guidance and legal precedents.

2. The losing activity determines which functions transfer. Obviously, the gaining activity cannot be left out of the process. The gaining activity must provide information on the structures and functions to be established in order for the losing activity to determine if the class of activity has actually transferred. Any disagreements between the gaining and losing activities on which functions are considered to be a transfer of function should be resolved at MAJCOM level. If MAJCOMS disagree, HQ USAF will make the final decision. If the TOF involves more than 50 civilian manpower authorizations moving from one geographic area to another, the TOF report should be sent through the MAJCOM to HQ USAF for approval.

#### D. WE THINK WE MAY HAVE A TOF, WHAT NOW?

1. When in doubt, form a committee. Actually, this is one situation in which a committee is definitely a good idea. We recommend that a transfer of function committee be established to determine and clearly document the TOF decision. This committee must include position classification specialists. They are most familiar with organizational structures, contents of position descriptions, and other position-related data that will be important in determining whether a TOF exists. A staffing specialist who will process the TOF should also be on the committee to ensure continuity and an understanding of which positions have been identified as TOF and why. Finally, a management representative should be on the committee. This person should be able to identify which supervisors/managers have the best information on how a particular function is performed and should be the link between the personnelists and the organization involved. It is critical to select people for this committee based on experience and capability, not just "who is available."

2. The TOF committee should prepare a report describing which positions within the organization have transfer of function rights and why. It is important to realize that this report will very likely be management's exhibit #1 in any hearings or other proceedings connected with the TOF. An employee has no right to appeal a TOF determination per se, but they may raise a TOF issue as part of an appeal or grievance of a subsequent reduction-in-force or adverse action that an employee believes resulted from the transfer of function. Therefore, in any RIF that results from transfer of function determinations, the TOF committee's report will often be the first item challenged in the hearing.

3. The complete report should include short biographies of the members of the committee. These biographies will document the expertise of the committee members and should include any previous assignments connected with the function transferring. For example, if the organization to transfer is a civil engineering function, a position classification

specialist who has serviced civil engineering units in the past or is currently servicing that function will have the best background for participating in the TOF determination.

4. The report should provide a complete audit trail of which positions were reviewed for possible TOF. It is not enough to simply review the positions associated with the function management plans to move to another installation. Other positions within the installation should also be reviewed to ensure that no ancillary functions are missed. There is nothing worse than to have an employee or manager casually wonder why someone's position was not identified for TOF when the TOF and/or RIF has already begun.

5. The committee should review all relevant position documents such as functional statements for the current and proposed organizations, organizational charts for the current and proposed organizations, position descriptions, and manning documents. In addition, subject matter experts in the functional areas reviewed should be questioned by the committee to ensure that the committee understands how the function is currently operating and how it will operate at the new site. The presence of subject matter experts is especially important because the TOF determination must be made based on what duties the employee is actually performing, not necessarily what the position description says he or she is doing. While it may be heresy to admit it, employees are sometimes performing functions not properly documented in the position description. The management experts will have better and more up-to-date information on what employees are actually doing. The key is to identify these kinds of misassignments during the TOF determination process, not after offers are made. Copies of all documents used and lists of the subject matter experts contacted should be made attachments to the TOF committee's report.

6. Based on all the documentation described above, the TOF committee should review each organizational segment and determine which positions, if any, are a transfer of function. After initial decisions are made, the results of the committee's determinations should be presented to the CPO and/or the Executive Committee, as appropriate. If either group raises issues that were not considered by the TOF committee, they should be resolved before the report is finalized. This presentation to key managers also gives the TOF committee the opportunity to describe how the TOF determinations were made and makes management a part of the final decision. Listings of the positions identified as TOF should be annotated and kept as part of the record. This information (TOF position listings, committee report) must be communicated to the RIF working group for their use in processing the necessary personnel actions.

## BASE CLOSURE

### A. INTRODUCTION

1. Each base closure will have some elements that are similar and some that are peculiar only to that specific base. While there are general regulatory guidelines dealing with RIF and other elements involved in base closure, no DOD component has actually closed an installation in over 20 years. There has been considerable litigation and change in personnel regulations since that time.

2. There will be a requirement for those involved in base closures to be knowledgeable about all pertinent regulatory guidance, precedents, and so forth. Additionally, the judgement and common sense essential to any RIF process are also extremely important to base closure. Major command, HQ USAF and others can provide advice and assistance; however, there will be some situations with no precedent guidance that will require you to "take your best shot".

### B. LIAISON WITH THE PLANS/MANPOWER FUNCTION

1. In most cases, the MAJCOM/XP, or Plans function, will be the functional area with the overall responsibility for base closure planning. It is this organizations' responsibility to convert general plans/concepts of closing the base, transferring units identified for transfer, determining dates for closing of certain functions at the base, and so forth. The MAJCOM/XP will coordinate with base functions, usually the command section, Base Closure Officer (military), and/or base-level manpower office. It is vitally important the MAJCOM/DPC be brought into the process early. While the XP staff is concerned with all facets of base closure, when they think "personnel", they usually mean military personnel. The CCPO should be involved to insure that all RIF/TOF actions can be accomplished as they are planned.

2. It usually takes some time and effort to convert the concept of base closure to actual definition of how many positions will transfer, what offices/functions will close and when, etc. You may need to, in conjunction with your MAJCOM/DPC, push for early decisions on which positions will be transferred and when organizations will cease to exist.

3. Funding will always be a problem area. There may or may not be the expected "base closure fund". Remember, bases are being closed to save money. Manpower allocations for certain positions will be scheduled to be cut as of certain dates. Usually these positions must be off the rolls by the end of that quarter. Since a quarter is just 90 days, and you must give a minimum of a 60-day RIF/TOF notice, you must plan these cuts long before they actually occur.

### C. RIF EFFECTIVE DATES

1. The ideal is to have one closure date and one RIF. Bumping and retreating cause problems not only for managers but also employees. If this

is not possible, consider if any of the following would have an impact on the dates selected:

a. End of Fiscal Year. Since authorizations are generally deleted effective the end of fiscal quarters, this effective date may be associated with unusual workloads both in the civilian personnel office and related organizations. Effective date could be a few weeks earlier.

b. Pay period ending date. There is a tendency to keep employees as long as their positions are authorized. Should the effective date be established in the middle of a pay period, the payment for work performed and severance pay would require separate manual computations and an unnecessary work load on the accounting and finance function. Pay period ending dates are recommended for separation actions.

c. Restricted Dates. The DOD restrictions on RIF notices during the period 15 December to 3 January must be followed.

d. End of Leave Year. A scheduled separation after 3 January but prior to the end of the leave year would afford affected employee payment for any use or lose annual leave. A subsequent effective date may cause this excess leave to be lost. Base closure often requires employees to be present for work as reduction of authorization occur where the scheduling of leave may be difficult.

e. Appraisal Cycle. You must consider the annual rating cycle and whether ratings of record must be frozen in order to issue notices.

f. Transfer of Support Functions. Often the phase down process will result in support functions (i.e. computer services, finance) being relocated to another installation. The realignment of the payroll function will require the preparation of transfer documents and other related administrative details. The dates of these transfers should be coordinated to ensure the least possible impact on both the CCPO and affected employees.

2. In many cases, some functions will transfer or be removed from the UMD before the final closure date. You will have to run several RIFs to accommodate this. Remember that you must complete one RIF before you begin another, and any notices that are extended from one RIF period to another must be done under some kind of temporary or permanent exception.

#### D. DISRUPTION

1. In order to sustain the mission with the least disruption, you may need to make use of the exceptions to the regular order of release in subchapter S4-4 of FPM Supplement 351-1. Also, consider the possible change in the critical elements required to do certain jobs, and the impact this will have on determining qualification requirements for RIF placement, particularly bump and retreat. You will have fewer and fewer people and consequently, there may be no one to assist a new employee in transitioning. Also, certain people may have unique knowledge and skills pertaining to base closure activities and should not be displaced. You should, however, maximize the placement of employees into vacancies, even to the point of waiver or modification of qualification standards.

#### E. RIF VS. TOF

1. As we have said, the units that will transfer should be identified early in the base closure process. As soon as you can, you should tell employees that are in positions to be transferred (assuming that it has been determined that an actual TOF exists) that they will receive TOF notices from the gaining installation, but that the actual notice will not be given until very close to the actual transfer date. (You will have situations when an employees' function will move to another location, but the move does not meet the TOF definition. These employees are in RIF at the closing base.) It is very important to survey the employees early (and possibly more than once) on their intentions concerning transfer. If some of the employees occupying transferring positions do not intend to transfer, they may be reassigned to other positions. Employees who face RIF and who want to transfer, but are not on transferring position, could then volunteer for the vacated positions and avoid separation.

#### F. NOTICE PERIODS

1. You cannot have employees on your rolls after the base closes, even in a LWOP status. Therefore, you need to provide the minimum 90 days notice for the last group to be separated. You may also need to ask MAJCOM, AF and OPM for authority for a longer notice period to ensure that everyone has the maximum 90 days. However, if you have several RIFs, you may want to give the minimum 60 days notice and allow the individual to request the addition 30 days LWOP. This additional 30 days LWOP may allow an employee to reach eligibility for some benefit that he or she would otherwise miss by a day or two. Remember, it is not necessarily in the employees' best interest to have a full 90 days in a pay status.

#### G. OUTPLACEMENT EFFORTS.

1. Of course, you and your employees will be concerned with every outplacement effort that can be accomplished. The planning of this activity needs to begin very early in the closure process. However, you may find that employees' interest in outplacement may be very strong when closure is first announced, will wane, and then will be rejuvenated after notices are delivered. You should time your activities with this in mind. Visits from state employment offices, other federal agencies, and so forth should be scheduled with this in mind. Regarding PPP registration, employees should be given as much advance information as possible and should be asked to have determined their geographic, grade, and skills registration preference prior to actual registration.

2. In the case of sequential RIFs, it is imperative that managers designate positions to be abolished in each sequence. This needs to be done by a certain date, with no changes. If changes are to be considered, it would have to be with the commanders' (or designee) approval. Unfortunately, even in base closure, managers think they are abolishing a certain employee rather than the position he or she occupies, and are unbelieving when another employee is affected in the RIF because of lower retention standing.

#### H. TRACKING POSITIONS

1. You need to determine a method to track when each position is deleted for use as a source document. Your Management Engineering Team (MET) may lose early in the process and you will not have a Unit Manning Document which is the normal source document. This tracking is very important in terms of making job offers or leaving the positions vacant. Remember, in base closure you have a unique situation. You may have vacancies that are not being offered because the work no longer exists. This is a hard concept to believe until you see it happen. Some of the functions that may no longer be needed early on are those that do any type of long range planning or designing.

#### I. CAREER PROGRAM POSITIONS

1. You should work closely with AFCPMC/DPCM on placing employees on career program positions. There are some special initiatives in place to assist these employees if they are willing to be mobile.

#### J. PERMANENT ACTIONS

1. You may stop making permanent promotions and/or appointments before the mandatory time frame. This should be a determination that should be made early in your base closure decisions. Management should be presented with both the "pros" and "cons", i.e., there may not be as many candidates available for temporary appointment, etc. Every permanent appointment that is made after base closure announcement is potentially a person you will have to find placement for or separate.

#### K. SEVERANCE PAY

1. There will be many subjects in which employees previously had no interest. Many of them will involve money. There is a severance pay print out available through PDS-C. It is an estimate; but it could be made available to employees early in the process. Employees should be given as much information as possible about retirement annuities, discontinued service, and so forth. You will also have to determine if the employee has ever received severance pay since this entitlement is limited to a lifetime benefit of 52 weeks. Unfortunately, there is no easy way to accomplish this other than to handscreen the Official Personnel Folder.

#### L. CCPO CLOSURE

1. Plans should be made early concerning the transfer of personnel processing functions to another CCPO after the base closes. Remember that DOD PPP regulations require that the closest DOD installation take over this responsibility, unless a waiver is granted. You will need to work with your MAJCOM on this issue. You should work out with the gaining CCPO the particulars concerning dates of transfer, physical transfer of files, and so forth. You should make frequent notification to employees of where their records may be obtained and the CCPO to contact for information after they separate, retire, etc.

2. It is also important to ensure that other vital services do not transfer before the CCPO servicing. Finance and Accounting and computer services are two of the most important. Rectification of pay matters as

well as PDS-C situations is very difficult when the offices are geographically separated.

# PHASE 1 - PLANNING THE RIF

MANAGEMENT OFFICIALS	CCPO WORKING GROUP	CPO COMMITTEE	EXECUTIVE COMMITTEE
	NOTIFY MAJCOM/DPC	ESTABLISH COMMITTEE	ESTABLISH COMMITTEE
IDENTIFY POSITIONS	BEGIN QC (SCD, CLC, ETC.)	BRIEF EXECUTIVE COMMITTEE	
NOTIFY EMPLOYEES AND OTHERS	PREPARE EMPLOYEE NOTIFICATION	NOTIFY UNION BEGIN I&I	APPROVE PRESS RELEASE INITIATE PAD, TIMELINE
BRIEFINGS BEGIN	DETERMINE ADMINISTRATIVE GUIDELINES	BEGIN WORK ON PERSONNEL APPENDIX TO PAD	
BUDGET FORMULATION	OBTAIN RIF/TOF APPROVAL		
SUBMIT SOURCE DOCUMENTS (SF-52, LIST)	NOTIFY PPP OBTAIN PROJECTED		
	RUN MOCK RIF	RECOMMEND ACTION ON SEPARATING REEMP ANNUIT, TEMPS, NOTICE PERIODS, FREEZE, EARLY OUTS, STOCKPILING	APPROVE PAD, TIMELINE BEGIN ENVIRONMENTAL IMPACT STUDY
	NOTIFY DOL, ETC.		
	BEGIN PERSONNEL UPDATE		APPROVE ABOLISHMENTS
	ASSESS IMPACT BRIEF KEY MANAGEMENT		DECISION ON SEPARATION OF REEMP ANNUIT, TEMPS, EARLY OUT
	FREEZE VACANCIES PROMOTIONS		IMPOSE FREEZE

## PHASE 2 - RUNNING THE RIF

MANAGEMENT OFFICIALS	CCPO WORKING GROUP	CPO COMMITTEE	EXECUTIVE COMMITTEE
	REVIEW SOURCE DOCUMENTS		
	NOTIFY O/S RETURNEES LTFT, ETC.		
	GET RETENTION REGISTERS, VACANCY LIST		
	CHECK QUALS, PHYSICAL LIMITATIONS		
	DETERMINE ENTITLEMENTS		
	DISCUSS ALTERNATIVE POSSIBILITIES		
RESTRUCTURE POSITIONS, WAIVE QUALS, CONSIDER OTHER ALTERNATIVES ANSWER EMPLOYEE QUESTIONS (CONTINUOUS)	BRIEF CPO COMMITTEE ON IMPACT	BRIEF EXECUTIVE COMMITTEE ON IMPACT	APPROVE PROPOSED MANAGEMENT ACTIONS ALTERNATIVES TO RIF (CONTINUOUS)
	ARRANGE FOR PPP BRIEFING AND REGISTRATION, COUNSELING	BRIEF UNION ON IMPACT	PROBLEM ADJUDICATION (CONTINUOUS)
BRIEF EMPLOYEES ON IMPACT	BEGIN EMPLOYEE OUTPLACEMENT ASSISTANCE	BRIEF EXECUTIVE ON BUDGET IMPLICATIONS	RESOLVE BUDGET ISSUES (CONTINUOUS)

## PHASE 2 - CONTINUED

MANAGEMENT OFFICIALS	CCPO WORKING GROUP	CPO COMMITTEE	EXECUTIVE COMMITTEE
	PREPARE RIF NOTICES	COMPLETE I&I	
DELIVER RIF NOTICES	INITIATE PHYSICAL, SECURITY CLEARANCES		
CONTINUE TO CONSIDER ALTERNATIVES AND COUNSEL EMPLOYEES	BEGIN EMPLOYEE COUNSELING		
DELIVER AMENDMENTS	AMEND RIF NOTICES RELEASE UNUSED VACANCIES & NOTIFY MGMT RETIREMENT PCKG ACTIONS PLAN & SCHEDULE OUTPROCESSING ESTABLISH RPL COMMITTEE	RECOMMEND OUTPROCESSING PROCEDURES	APPROVE OUT- PROCESSING PROCEDURES
	HANDLE PPP ACTIONS RELEASE TEMPS, ETC EFFECT FERS ACTIONS & OUTPROCESS REGISTER IN OUTPLACEMENT PROGRAMS FOLLOW-ON BRIEFINGS COUNSELING, PLACEMENT, ETC.		

ANNEX E: CIVILIAN PERSONNEL

AFLC PROGRAM ACTION DIRECTIVE 90-XPM-1

1. REFERENCES:

a. See Basic PAD

b. OPM Federal Personnel Manual, DOD Directives and Instructions on Civilian Personnel Administration, Air Force and Local WPAFB 40 Series Regulation, HQ AFLC Policy Letters and Various Labor Negotiated Agreements.

2. PURPOSE: To identify the civilian personnel management and administrative actions required to implement the HQ AFLC streamlining initiative and to ensure a coordinated approach and the timely completion of those actions.

3. GENERAL: The AFLC streamlining initiative involves the reduction of layers of supervision, the realignment of functions and the reevaluation of established ways of doing business in order to make the best use of limited resources. One part of the initiative includes the manpower reduction in the W-P Complex and the possibility of a non-separation reduction-in-force (RIF). This annex deals solely with the restructuring of the W-P Complex and the resulting position and personnel actions.

4. RESPONSIBILITIES:

a. Senior Arbitration Group (SAG) will:

(1) Adjudicate manpower, personnel and realignment issues referred by management, personnel or manpower through 2750 ABW/DPC.

(2) Issue bench decisions on cases presented with reclaims rarely allowed. Meetings will be scheduled at the call of the Chairman, as needed.

b. HQ AFLC/DPC will:

(1) Coordinate with HQ AFLC/XPM during the review of the AFR 26-2 reorganization packages in order to identify early any structural proposals which could result in potential personnel or position problems.

(2) Review and classify GS/GM-14 and above positions, working with the 2750 ABW, to simplify the process as much as possible.

(3) Notify AFGE Council 214 in the event a decision would be made to conduct a RIF.

(4) Monitor the progress of the headquarters reorganization and, in conjunction with 2750 ABW/DPC, prepare a 'lesson-learned' white paper as a reference for future actions.

(5) Provide overall command policy on personnel questions or practices.

c. 2750 ABW/DPC will:

(1) Serve as secretariat for the Senior Arbitration Group by scheduling the meetings, determining the agenda and preparing and distributing the minutes.

(2) Notify local unions, after the approval of this PAD and prior to the implementation of the reorganization, to allow for impact and implementation negotiation/consultation.

(3) Coordinate with HQ AFLC/XPM/DPC during the review of the AFR 26-2 reorganization packages in order to identify early any structural proposals which could result in potential personnel or position problems.

(4) Classify and establish civilian positions to implement the streamlined structure, referring any problems to the SAG for resolution. Work with AFLC/DPC to simplify the classification process for GS/GM-14 and above positions.

(5) Reassign surplus employees, based on retention rights, to available vacancies.

(6) Direct, should a decision be made to conduct a RIF, the entire administrative process which includes, but is not limited to, the following:

(a) Request RIF authority from HQ USAF/DPC, through AFLC/DPC, if required

(b) Notify local unions of the decisions to pursue a RIF

(c) Allow employees an opportunity to review and update personnel records

(d) Determine the placement rights of and counsel affected employees

(e) Issue specific RIF notices and obtain "Request for Personnel Action" (SF-52) from various organizations to effect the placement actions.

(f) Identify personnel management problems to the SAG for resolution.

d. Organizations will:

(1) After HQ AFLC/XPM approval of the organization structure, submit the required documentation (see Appendix I, Annex E) to 2750 ABW/DPC to begin the classification process. In order to conform to the intent of the streamlining initiative, the number of GS/GM-13 and above positions in an organization will not increase and should be reduced in many cases. No requests for upgrades, except for trainee promotions, will be considered during the reorganization.

(2) Use loans, details or temporary promotions (unless restricted by higher headquarters) to accommodate organizational needs during the streamlining period. Personnel actions will conform to applicable provisions of any negotiated agreement for bargaining unit employees.

(3) Provide SF-52s, as requested by 2750/DPC, to effect placement actions.

(4) Identify issues for referral to the SAG through the 2750 ABW/DPC.

5. TIME FRASED ACTIONS: See Annex F.

c. APPENDIX MANAGER: Ms Rosalie Bonacci-Roberts, HQ AFLC/DPCC, 73505/77484.

APPENDIX I TO ANNEX E: CIVILIAN POSITION DOCUMENTATION REQUIREMENTS

(Applies to HQ AFLC DCSs/SOs, AFCMC (Hq only), AFDA, ALD (Hq only), ILC, ISC, LMSC, LOC, WPCC, 2762 LOG SQ(S), 3025 MES and 3100 SMS)

**AFLC PROGRAM ACTION DIRECTIVE 90-XPM-1**

1. **ANNEX MANAGER:** Ms Rosalie Bonacci-Roberts, AFLC/DPCC, 73505/77484.
2. **GENERAL:** In order to speedily implement streamlining initiatives, a change will be made in the traditional approach to establishing positions and effecting personnel actions. The documentation forwarded to 2750 ABW/DPCC for each organization will include the following:
  - a. Detailed 'Before and After' organizational charts.
  - b. Old and New functional statements.
  - c. Position Descriptions for all new or significantly changed jobs.
  - d. Position Action Summary.
3. **SPECIFICS:**
  - a. **Organizational Charts:** Charts will include the title, series, and grade, and position control number for all civilian positions occupied and vacant. Military positions will be listed by rank with supervisory positions flagged. Organizational charts for restructured organizations will identify newly proposed positions.
  - b. **Old and New Function Statements:** As approved by HQ AFLC/XPM.
  - c. **Position Descriptions (AF Forms 1378):** Submit original signed copy of the position description for any changed or new job. For current positions, include the civilian position control number. Position descriptions must be submitted for all vacant positions. Authorizations not used to establish positions will be withdrawn by HQ AFLC/XPM, unless extenuating circumstances are identified.
  - d. **Position Action Summary:** The detailed 'before and after' information in this listing will be used internally in 2750 ABW/DPC to establish positions and effect personnel actions with a computer-generated product instead of individual SF-52s. The 'From' side will hierarchically group positions (i.e., two-letter, three letter, etc), and show the current incumbent, official title, series and grade, and position control number (CPCN) for each position. Only permanent positions, both encumbered and vacant, will be listed. The 'To' side represents what will happen to the position as the result of the streamlining. Existing positions will either remain the same, be reclassified or be canceled. New positions are listed in the 'To' column with only the organizational symbol, proposed title, series, and grade. Reassignment of employees to vacancies will be made by 2750 ABW/DPC. In order to complete the organizational picture and identify positional relationships,

military positions will include name, rank, organizational title and Air Force Speciality Code (AFSC).

EXAMPLE:

<u>ORGANIZATION</u>	<u>FROM</u>	<u>TO</u>
ABC	Jones, Philip L. Supervisory Logistics Management Specialist. GM-346-14 07213	Same
ABCD	Matt, Janice, Lt Col Chief, Requirements Branch 0041	Same
ABCD	Arnold, Jesse M Program Analyst. GS-345-12 03425	Cancel
ABCD		Management Analyst, GS-343-11
ABCD	Vacant Secretary (Stenography). GS-318-05 05672	Same

4. Additional Information: Contact 2750 ABW/DPCC, extension 72828, for more specific guidance.

APPENDIX II TO ANNEX E: CIVILIAN POSITION DOCUMENTATION REQUIREMENTS  
(APPLIES TO 2750 ABW ORGANIZATIONS ONLY)

**AFLC PROGRAM ACTION DIRECTIVE 90-XPM-1**

1. ANNEX MANAGER: Ms Rosalie Bonacci-Roberts, AFLC/DGCC, extension 73505/77484.

2. GENERAL: In order to speedily implement the streamlining initiative, each organization will forward to 2750 ABW/DGCC the following documentation.

- a. A list of all cancelled positions.
- b. Position Descriptions, transmitted by SF-52, 'Request for Personnel Action', for all new or significantly changed positions.

3. SPECIFICS:

a. Cancelling Positions: A list of cancelled positions both vacant and encumbered, arranged hierarchically (i.e., two-letter, three-letter, etc), showing for each position the current incumbent (if applicable), official title, series and grade, and position control number will be used by 2750 ABW/DPC to determine the need for placement actions.

b. Position Descriptions (AF Form 1378): Submit original signed copy of the position description for any changed or new job. For current positions, include the civilian position control number. Position Descriptions must be submitted for all vacant positions. Authorizations not used to establish positions will be withdrawn by HQ AFLC/XPM, unless extenuating circumstances are identified.

4. ADDITIONAL INFORMATION: Contact 2750ABW/DGCC, extension 74965, for more specific information.

ANNEX F: IMPLEMENTATION MILESTONE PROJECTIONS

AFLC PROGRAM ACTION DIRECTIVE 90-XPM-1

1. REFERENCES:

- a. See Basic PAD.
- b. See Annex B; Information Management.
- c. See Annex C, Budget.
- d. See Annex D, Manpower and Organization.
- e. See Annex E, Civilian Personnel.

2. PURPOSE: This general annex and appendix provides projected milestone dates/guidance to be utilized in implementing/completing required civilian personnel, manpower & organization, budget, and administrative actions required by this PAD.

3. GENERAL: Each PAD Functional Manager will adhere to the attached milestone dates when implementing actions relating to civilian personnel, budget, manpower & organization, and administrative changes in accordance with the general annexes and appendixes for each.

4. ACTION REQUIRED: Adhere to the projected milestone dates when finalizing individual abbreviated reorganization packages (AFR 26-2), manpower reduction packages (AFLC Forms 202), administrative address changes to include PACER PEP requirements, civilian personnel, and budget information.

5. MILESTONE PROJECTIONS:

a. Manpower & Organization and Civilian Personnel Milestones (Calendar Driven):

<u>DECISION</u>	<u>POINT</u>	<u>OPR</u>	<u>ACTION</u>
D	17 JAN 90	CC	Approval to begin streamlining effort
D-45	09 MAR 90	CC	Approve PAD
D-75	02 APR 90	ORG	Submit AFR 26-2 package to XPM
D-114	11 MAY 90	XPM	Approve AFR 26-2 packages (includes problem resolution)
D-114		CCPO	Notify local unions to allow for I&I/ Consultation concerning reorganization
D-152	29 JUN 90	CCPO	Projected completion of local I&I/ Consultation

D-168	05 JUL 90	XPM	Submit manpower change requests (AFLC Forms 202) to XPM.
D-168		ORG	Submit documentation to CCPO through to AFLC/XPM to implement reorganization
D-168		ORG	Identify surplus positions
D-168		CC	Decision on whether to RIF required
*D-189	26 JUL 90	DPC/ CCPO	Notify Council 214 and locals to allow for I&I/Consultation concerning RIF
*D-189		PA/XPL	Notify congressional delegation Distribute press release
D-200	06 AUG 90	XPM	Provide revised UMDs to functional activities
*D-254	01 OCT 90	DPC/ CCPO	Anticipated completion of I&I/ Consultation with unions
D-254		CCPO/ORG	Issue surplus notices
D-327	14 DEC 90	CCPO	Conclude reorganization and establish positions
*D-358	15 JAN 91	CCPO	Issue specific RIF notices
D-439	31 MAR 91	CCPO	Effect personnel actions

**NOTES:**

1. This chart represents working targets and may be changed.
2. Actions identified by asterisk are only required during a RIF.
- b. Administrative Milestones (Organization Driven):

<u>TASK</u>	<u>FORM REQUIRED</u>	<u>DATE</u>	<u>SEND TO</u>
Request for new or changed functional address symbols.	Letter	ASAP after new organizational alignment has been approved by XPM.	HQ AFLC/IMQA thru HQ AFLC/XPM
Notify mail center of organizational alignment, show disposition of mail for old symbols to new symbols. If mail pick up/drop off point has been changed give old and new location.	Letter	One week before effective date of change	2750 ABW/IMA
Notify message center of organizational alignment.	Letter	One week before effective date	2046 CG/DONA

Show new routing of messages addressed to old office symbols.		of change	
Review Address Indicating Group (AIG) addresses on AFLC and other command AIGs to reflect new office symbols.	Phone for instructions	One week before effective date	HQ AFCL/IMQA
Change OPR address for nicknames (PACER---) or exercise terms (SERENE---) where FAS changed.	Letter	ASAP after address has changed	HQ AFCL/IMQA
Put notice in base bulletin of organizational realignment. Show new FASs, old FASs and new telephone numbers. Ask for notice to be printed twice.	Letter	One week before effective date of change	2750 ABW/IMP
Change organizational and personnel directory listing in base telephone directory.	DMATS-D Form 13	One week before effective date of change	See instructions in telephone directory
Review for new or discontinued organizations, the distribution for forms and publications and correct as required.	AF Form 764a AF Form 1784	1 month before effective date	PDO 4000 (2750 ABW/IMP)
Mission directives (AFCL publications, forms, etc) for which discontinued organizations are OPR.	No action required, directives will be updated as needed at time of annual review		

c. Where office rearrangements are contemplated:

<u>TASK</u>	<u>FORM REQUIRED</u>	<u>DATE</u>	<u>SENT TO</u>
Request for space, including staging space.	Letter	90 days before move-out	HQ AFCL/DEPR
Systems furniture change request.	AFCL Form 1030	60 days before intended move	HQ AFCL/IMUJ
Remove/relocate phones to staging area.	DMATS 1070	30 days before move-out	HQ AFCL/IMU
Relocate/reinstall phones in new area.	DMATS 1070	30 days before move-out	HQ AFCL/IMU
Remove/relocate Local Area Network (LAN) lines	None, call LAN office	30 days before move-out or in	LMSC/SYCN
Equipment turn-in EAID	AF Form 2005	45 days before move-out	2750 LS/DMS

Equipment turn-in Non-EAID	AF Form 2005	45 days before move-out	2750 LS/DMS
Movement of leased equipment (Move-out or in)	AF Form 9	60 days before	WPCC/PMX (Thru HQ AFLC/ ACBOS and 2750 ABW/ACF)
Work orders for movers to help move to staging area.	AFLC Form 1474	45 days before move-out	HQ AFLC/IMU
Work orders for movers to help move to new area.	AFLC Form 1474	30 days before move-in	HQ AFLC/IMU
Request for Land Mark Signs and name plate changes.	AF Form 833	30 days before move-in	2750 ABW/IMRVG
Request for facility modifications and electrical work.	AF Form 332	Up to 24 months before needed.	HQ AFLC/IMUF
Request for packing boxes and tape (if needed).	AFLC Form 1024	30 days before move-out	HQ AFLC/IMUS

TIMEFRAME TO ACCOMPLISH FARNAWAY AFB RIF

DATE:	OPR:	ACTION:
15 AUG 90	BASE/CC	DECISION TO RIF REQUIRED
23 AUG 90	BASE/XPM	ALLOCATE MANPOWER PLANNING PROGRAM TO ORGANIZATIONS
23 AUG 90	BASE/DPC	REQUEST RIF/EARLY OUT AUTH FROM HQ USAF/DP
23 AUG 90	BASE/DE	ENVIRONMENTAL IMPACT STUDY STARTED
23 AUG 90	BASE/CC	INFORMAL CONGRESSIONAL NOTIFICATION
23 AUG 90	BASE/DPC/ CCPO	BRIEF AFGE COUNCIL 214 AND OTHER LOCAL UNIONS AFFECTED BY A POSSIBLE RIF.
23 SEP 90	BASE ORGS	SUBMIT DOCUMENTATION TO CCPO THROUGH MET (INCLUDING POSITION DESCRIPTIONS)
24 SEP 90	CCPO	RE-BRIEF UNIONS ON REORGANIZATION AS REQUIRED
24 SEP 90	EMPL/CCPO	BEGIN PERSONNEL RECORDS UPDATE
28 SEP 90	BASE/XPM	PROCESS MCRs (202s)
01 OCT 90	BASE/CCPO	BEGIN CLASSIFICATION PROCESS
01 OCT 90	MAJCOM/DE	ENVIRONMENTAL IMPACT STUDY COMPLETED
01 OCT 90	BASE/DPC	RECEIVE AUTHORITY TO RIF AND CONDUCT EARLY OUT
01 OCT 90	BASE/CC	FREEZE ALL PERSONNEL ACTIONS
01 OCT 90	BASE/ORG	IDENTIFY SURPLUS POSITIONS
09 OCT 90	EMPL/CCPO	END PERSONNEL RECORDS UPDATE
01 NOV 90	BASE/CCPO	IDENTIFY COMPETITIVE AREAS AND ESTABLISH RETENTION REGISTER (BASED ON INPUT OF NEW APPRAISALS, COULD SLIP)
09 NOV 90	BASE/CC	DECISION TO RIF
09 NOV 90	MAJCOM/DPC/ CCPO	CONGRESSIONAL NOTIFICATION OF RIF NOTIFY UNIONS AFFECTED BY THE RIF.

09 NOV 90	MAJCOM/PA LOCAL PA	DISTRIBUTE PRESS RELEASES
09 NOV 90	CCPO	NOTIFY OPM, DOL, STATE EMPLOYMENT OFFICES
15 NOV 90	CCPO	DETERMINE/IDENTIFY EMPLOYEES LOW IN COMPETITIVE LEVEL
15 NOV 90	CCPO	COMPLETE CLASSIFICATION PROCESS
15 NOV 90	CCPO	DETERMINE QUALIFICATIONS OF AFFECTED EMPLOYEES
15 NOV 90	CCPO	IDENTIFY EMPLOYEE ASSIGNMENT RIGHTS
16 NOV 90	CCPO/ORG	ISSUE SURPLUS NOTICES
16 NOV 90	CCPO	COUNSEL AFFECTED EMPLOYEES (CONTINUOUS)
31 DEC 90	MAJCOM/ DPC/CCPO	COMPLETE I I CONSULTATION WITH ANTICIPATED AFFECTED UNIONS
02 JAN 91	ORG	PAPERWORK GENERATED FOR PLACEMENT ACTION
25 JAN 91	CCPO	ISSUE SPECIFIC RIF NOTICES
25 JAN 91	CCPO	REGISTER EMPLOYEES IN PPP
28 MAR 91	ORG	TERMINATE DETAILS AND TEMPORARY PROMOTIONS
29 MAR 91	ORG	RELEASE TEMPORARY EMPLOYEES AND RE- EMPLOYED ANNUITANTS
29 MAR 91	CCPO	EFFECT PERSONNEL ACTIONS

LABOR RELATIONS RAMIFICATIONS  
OF  
BASE CLOSURES

1. The closure of a base creates an obligation to bargain.
  - a. "Substance" and "impact and implementation" bargaining is necessary. In "substance bargaining," management's decision is subject to negotiations. In "impact and implementation bargaining" (commonly known as I & I bargaining), only procedures implementing that decision are negotiable.
  - b. A decision to close a base, or not to close a base, is not subject to "substance bargaining." It is subject to "I & I" bargaining.
  - c. Base closure implementing procedures are, upon union demand, subject to "I & I bargaining" and possibly "substance bargaining."
2. Unions have a right to be involved in the base closure process.
  - a. Union presidents should be promptly notified of closure issues.
  - b. Union attendance at closure related meetings, e.g., the base closure committee, is encouraged. However, union involvement in internal management decision making is not appropriate.
3. Collective bargaining is advantageous to the closure process.
  - a. Unions, if operating in their congressionally intended mode, represent the needs and concerns of the employees. Management needs this information and can use it to lessen the adversities of closure.
  - b. For example, union and management could work together to establish:
    - (1) An employee outplacement service.
    - (2) Increased use of job restructuring resulting in broader use of employee skills and abilities.
    - (3) Enhanced training opportunities to help qualify otherwise unqualified workers for vacancies.
    - (4) A base-community outreach effort directed at bringing new employers into the area.
4. Provide unions an opportunity to bargain on the closure.
  - a. Base closure - in general.
    - (1) Formally, i.e., in writing, notify affected unions when a base closure decision is officially made. As

stated above, the decision to close a base is nonnegotiable. However, upon union demand, bargaining in good faith over other topics the union believes are relevant is required. Management counter-proposals are part of that process.

(2) Written union proposals are not required as a prerequisite to meeting at the bargaining table. However, written proposals are necessary prior to final agreement.

(3) Do not make allegations of nonnegotiability until negotiations are near a finality. Do not give unions written allegations of nonnegotiability until approval from HQ USAF/DPCW is obtained.

(4) Topics usually inappropriate for negotiations might be "legal" in a base closure scenario. The Federal Labor Relations Authority, which rules on the "legality" of union demands, takes a liberal view in deciding what is and is not negotiable in a base closure scenario.

5. Union proposals might be received on the following topics.

a. Hiring and Outplacement procedures. Unions might demand that all vacancies must be filled with current bargaining unit members. Although this specific demand is nonnegotiable, legitimate proposals creating the same effect will be proposed by unions. Regarding outplacement, unions might demand that a program, directed at area private sector employers, be administered by the employer. This demand is negotiable, and agreement depends on effective negotiating techniques.

b. Reduction-in-force procedures. Case law is extensive and developing on what is, and what is not, bargainable. For example, the definition of the competitive area is bargainable; however, competitive level determinations are not subject to bargaining.

c. Transfer of Function procedures. Unions might submit proposals intended to lessen the adversity of a transfer of function. Legitimate proposals are possible, e.g., permitting employees to volunteer for assignment into or out of organizations identified for functional transfer. Union fact-finding trips, paid by the employer, might also be demanded.

d. Information sharing. Unions will want to be made aware of closure information and issues prior to announcement to the general work force. Legitimate proposals in this area are possible.

In all cases, refer to current case law to determine what is, and what is not, negotiable. Consult with a labor relations

specialist or labor attorney.

6. Summary

Base closure creates an obligation to bargain. Management is required by law to bargain with affected unions.

Early union involvement, coupled with a good faith approach by both parties, will facilitate a smooth base closure.

SAMPLE GENERAL SCHEDULE LINES OF PROMOTION CHART

<u>OCC SERIES</u>	<u>TITLE</u>	<u>GRADE INT OF SERIES</u>	<u>GRADE</u>			<u>IF ELIG FOR 5 GRADE</u>
			<u>GRD _1</u>	<u>GRD _2</u>	<u>GRD _3</u>	
GS-0018-11	Safety & Occ Health Mgr	(2)	GS-09	GS-07	GS-05 <sup>1</sup>	
GS-0018-09	Safety & Occ Health Spec	(2)	GS-07	GS-05	GS-04 <sup>2</sup>	
GS-0020-11	Community Planner	(2)	GS-09	GS-07	GS-05	
GS-0081-12	Fire Chief	(1)	GS-11	GS-10	GS-09	
GS-0081-10	Supvy Firefighter	(1)	GS-09	GS-08	GS-07	
GS-0081-09	Supvy Fire Prot Inspector	(1)	GS-08	GS-07	GS-06	
GS-0081-07	Supvy Firefighter	(1)	GS-06	GS-05	GS-04	
GS-0081-06	Lead Firefighter	(1)	GS-05	GS-04	GS-03	
GS-0081-05	Firefighter	(1)	GS-04	GS-03	GS-02	
GS-0101-11	Family Supt Center Director	(2)	GS-09	GS-07	GS-05	
GS-0188-09	Rec Specialist	(2)	GS-07	GS-05	GS-04	
GS-0201-12	Personnel Officer	(2)	GS-11	GS-09	GS-07	
GS-0201-11	EEO & Staffing; PMS	(2)	GS-09	GS-07	GS-05	
-0201-09	EEO & Staffing	(2)	GS-07	GS-05	GS-04	
-0203-07	Staffing Asst	(1)	GS-06	GS-05	GS-04	
-0203-06	Staffing Asst	(1)	GS-05	GS-04	GS-03	
GS-0203-05	Clerical	(1)	GS-04	GS-03	GS-02	
GS-0203-04	Clerical	(1)	GS-03	GS-02	GS-01	
GS-1101-04	Club Clerk	(1)	GS-04	GS-03	GS-02 <sup>3</sup>	
GS-1101-11	Club Manager	(2)	GS-09	GS-07	GS-05 <sup>3</sup>	
GS-0319-08	Closed Microphone Rep	(1)	GS-07	GS-06	GS-05	
GS-0322-05	Supvy Clerk-Typist	(1)	GS-04	GS-03	GS-02	
GS-0322-04	Clerk-Typist	(1)	GS-03	GS-02	GS-01	
GS-0322-03	Clerk-Typist	(1)	GS-02	GS-01		
GS-0332-06	Computer Operator	(1)	GS-05	GS-04	GS-03	
GS-0335-07	Supvy Computer Assistant	(1)	GS-06	GS-05	GS-04	

## REPRESENTATIVE RATES AND ASSIGNMENT RIGHTS

1. When an employee has assignment rights to positions in different pay schedules, representative rates are used to determine the best offer.
2. The three basic requirements for making an offer based on representative rates are:
  - The best offer is an available position with the highest representative rate for which the employee is eligible.
  - An agency may not offer an employee a position with a representative rate higher than the representative rate of the employee's current position.
  - Agencies may not offer an employee a position with a representative rate lower than the representative rate of the lowest-graded position to which the employee has an assignment right.
3. For GS positions grades 1-17, step 4 is the representative rate; it is step 1 for GS-18. GS representative rates are used for GM employees. For example, a GM-13's representative rate is GS-13, step 4. GS representative rates are also used for positions covered by special rates.
4. For Federal Wage System positions, representative rate for WS, WL, and WG is step 2.
5. In order to convert GS annual salaries to hourly wages (as found for FWS positions), divide the annual GS salary by 2087 hours. Example: To find FWS comparable grades for GS-9, divide annual salary for GS-9, step 4 (representative rate for GS-9) by 2087 (number of work hours per year). GS-9/4 is \$24,705 - divided by 2087 = \$11.84 per hour.
6. Determining the best offer
  - a. When available positions are in different pay schedules, the agency must use representative rates to determine the best offer.
    - b. To do this, the agency:
      - Determines an employee's assignment rights using representative rates
      - Determines which available positions are within an employee's assignment rights
      - Makes the best offer
    - c. Agency must first determine an employee's assignment

rights using representative rates. To do this, the agency identifies the grades of an employee's assignment rights in his/her present pay schedule and then determines the representative rate of those grades.

d. Example: Milton is a GS-9 employee in a one-grade progression position. He has assignment rights to GS-9 through GS-6 positions. The representative rate for GS-9 is \$11.84, and the representative rate for GS-6 is \$8.71. (GS-9/4 = \$24,704 divided by 2087 = \$11.84 per hour. GS-6/4 = \$18.174 divided by 2087 = \$8.71 per hour.) Milton has assignment rights to positions no higher than \$11.84 and no lower than \$8.71.

e. The agency must determine which available positions are within the limits of the employee's assignment rights. To do this, the agency must determine the representative rates for all available positions and compare the rates with the limits. Example: In Milton's case, there are four available positions; they are a GS-7, WS-3, WG-6, and WG-3. The agency must determine the representative rates for all available positions. GS-7/4 = \$9.69 per hour; WG-3/2 = \$8.61 per hour; WG-6/2 = \$9.71 per hour; and WS-3/2 = \$11.97 per hour.

f. The representative rate for Milton's current position is \$11.84. He has no right to be assigned to the WS-3 position as it's representative rate is \$11.97 and exceeds Milton's current representative rate. The representative rate of the WG-3 position is lower than the minimum that may be offered to Milton (WG-3/2 is \$8.61; minimum for Milton is GS-6/4 = 8.71). Therefore, Milton has assignment rights only to the GS-7 and WG-6 positions. However, the agency still has the responsibility to give Milton the best offer possible. Since the WG-6 has a higher representative rate than GS-7, the best offer is the WG-6.

SAMPLE REDUCTION IN FORCE

This is a sample reduction in force. The purpose is to show what types of actions have to be taken to determine employee's placement rights.

Four positions are being abolished in the Accounting and Finance Office at Madison AFB. The effective date of the resulting RIF is 31 Mar 91. If there are vacancies in the competitive levels, they are listed. As this is a sample, not all retention registers for the competitive area are shown. In a real situation, all retention registers should be reviewed.

Positions to be abolished:

1 Budget Officer	GS-560-12	incumbent:	B. Harrison
1 Accountant	GS-510-11	incumbent:	C. Carver
1 Supervisory Accounting Technician	GS-525-7	incumbent:	D. Boone
1 Payroll Clerk	GS-544-6	incumbent:	E. Taylor

The following are the retention registers of the abolished positions:

Competitive Level: Budget Officer, GS-560-12

IAD	56-09-16	Armstrong, Custer
IA	45-09-01	Harrison, Benjamin
	54-11-11	Harriman, Ann
IB	33-09-21	Washington, G.

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Competitive Level: Accountant GS-510-11

IA	47-01-12	Carver, Carlene
IA	47-01-12	Cothren, Steven
IB	56-09-29	Cheal, Edna
	57-10-13	Sistrunk, Otis

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Competitive Level: Supervisory Accounting Technician GS-525-07

IA	38-07-23	Boone, Diane
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Competitive Level: Payroll Clerk GS-544-06

IAD	56-09-24	Taylor, Elaine
IA	45-05-30	Gorring, Hermine

IB	56-07-29	Hazelnut, Eddie
	58-01-01	Jackson, Andy
	59-12-23	Kaiser, Joan
IIA	45-05-30	Lombardi, Vince
	47-01-14	Montgomery, Alice
IIB	54-07-01	Nance, John
	55-04-02	Oregon, Salem

The first round of competition determines which employee in the competitive level is affected. Although certain employee's positions were identified to be abolished, they may not be the employee to be released from that competitive level.

**Budget Officer:** Washington is low in the competitive level and will go into the second round of competition. Harrison is reassigned to Washington's job.

**Accountant:** Sistrunk is low in the competitive level and will go into the second round of competition. Carver is reassigned to Sistrunk's job.

**Supvy Acctg Technician:** Boone is the only one in this competitive level. She is displaced from her competitive level and moves into the second round of competition.

**Payroll Clerk:** Oregon is low in the competitive level and will go into the second round of competition. Taylor is reassigned to Oregon's job.

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\*\*\* REPRESENTATIVE RATES \*\*\*

GS 12	step 4	= \$33392	per annum/\$16.00	per hour
GS 11	step 4	= \$32349	per annum/\$15.50	per hour
GS 9	step 4	= \$30783	per annum/\$14.75	per hour
GS 7	step 4	= \$25044	per annum/\$12.00	per hour
GS 6	step 4	= \$22957	per annum/\$11.00	per hour
GS 5	step 4	= \$20870	per annum/\$10.00	per hour
GS 4	step 4	= \$18783	per annum/\$ 9.00	per hour
GS 3	step 4	= \$16696	per annum/\$ 8.00	per hour
WG 10	step 2	= \$31305	per annum/\$15.00	per hour

\*\*\* EXPERIENCE HISTORIES \*\*\*

Washington, G.  
 IB 33-09-21  
 Eligible for optional retirement  
 Education: BBA - accounting  
 Performance appraisal: excellent

2/87 - present	Budget Officer GS-560-12	Madison AFB
2/83 - 2/87	Budget Officer GS-560-11	Madison AFB
5/78 - 2/83	accountant (equiv: GS-510-11)	private ind
3/76 - 5/78	Procurement Spec GS-1102-9	Other AFB
5/71 - 3/76	Contracting Officer	mil service
2/68 - 5/71	base commander	"
2/56 - 2/68	pilot	"
4/55 - 2/56	college teacher	"

Sistrunk, O.  
 IB 57-10-13  
 Education: BBA - accounting  
 Performance appraisal: fully successful

12/78- present	Accountant GS-510-11	Madison AFB
12/77- 12/78	Accountant GS-510-9	Madison AFB
12/76- 12/77	Accountant GS-510-7	Madison AFB
12/75- 12/76	Accountant GS-510-5	Madison AFB

Boone, Diane  
 IA 38-07-23  
 Education: 128 semester hours; 24 hours in accounting  
 Performance appraisal: superior

1/78 - present	Supvy Acctg Tech GS-525-7	Madison AFB
2/75 - 1/78	Payroll Supervisor GS-544-7	Madison AFB
3/74 - 2/75	Contract Analyst GS-1102-5	Navy
4/69 - 3/74	Payroll Clerk GS-544-6	Madison AFB
2/64 - 4/69	Accounting Tech GS-525-5	Army
4/63 - 2/64	Secretary (Steno) GS-318-5	Army
1/62 - 4/63	Clerk-Typist GS-322-4	IRS

Oregon, Salem  
 IIB 55-04-02  
 Education: MSW (social work)  
 Performance appraisal: fully successful

2/89 - present	Payroll Clerk GS-544-6	Madison AFB
2/88 - 2/89	Payroll Clerk GS-544-5	Madison AFB
2/84 - 2/88	social worker	state govt

2/82 - 2/84 Supply Clerk GS-2005-4 Army  
2/81 - 2/82 Personnel Clerk GS-203-3 VA

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Baxter, G.  
IIB 58-01-14  
Education: 24 semester hours in accounting  
Performance appraisal: superior

11/90- present Accountant GS-510-9 Madison AFB  
3/84 - 11/90 account (equiv to GS-510-7) private ind  
2/80 - 11/89 acctg tech (equiv to GS-525-6) private ind  
1/79 - 2/80 Accounting Tech GS-525-5 Other AFB  
2/78 - 1/79 Supply Clerk GS-2005-5 Other AFB  
5/64 - 2/78 auto mechanic (equiv to WG-10) private ind

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Effington, X.  
IA 38-07-24  
Education: high school  
Performance appraisal: excellent

1/78 - present Payroll Supervisor GS-544-7 Madison AFB  
1/77 - 1/78 Payroll Clerk GS-544-6 Madison AFB  
2/75 - 1/77 Personnel Clerk GS-203-5 Army  
3/65 - 2/75 Secretary (Steno) GS-318-7 Navy  
2/60 - 3/65 Secretary (Steno) GS-318-6 Navy  
1/55 - 2/60 Secretary (Steno) GS-318-5 Navy

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\*\*\* OTHER RETENTION REGISTERS \*\*\*

Competitive Level: Accountant GS-510-11

IA 45-09-28 Webster, D.

IB 35-07-24 Burr, A.  
43-09-12 Castro, C.

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Competitive Level: Accountant GS-510-9

IA 54-11-12 Washington, D.

IIB 58-10-12 Baxter, G.

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Competitive Level: Accountant GS-510-7 (formal training program)

IIB 45-09-16 Dexter, M.

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Competitive Level: Payroll Supervisor GS-544-7

IA 38-07-24 Effington, X.

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Competitive Level: Social Worker GS-188-5 (formal training program)

IIB 56-01-12 Francis, B.

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Competitive Level: Payroll Clerk GS-544-5

IA 45-06-01 Gallagher, T.

IB 56-11-25 High, M.  
57-09-30 Isom, M.

IIA 57-09-26 Jackson, M.

IIB 51-02-28 Kelly, R.

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Competitive Level: Supply Clerk GS-2005-4

IA 34-11-24 Lomax, N.

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Competitive Level: Personnel Clerk (Typing) GS-203-3

IIA 60-09-16 Marony, H.

IIB 53-09-24 Nixon, P.

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Competitive Level: Accounting Technician GS-525-3

IIB 59-09-02 Zorn, J.

**\*\*\* VACANCIES \*\*\***

1 Contract Specialist GS-1102-9

1 Social Worker GS-188-5 target 11 (formal training program)

1 Accounting Technician GS-525-7

1 Supply Clerk (Typing) GS-2005-5

1 Secretary (Steno) GS-318-7

1 Staffing Clerk (Typing) GS-203-4

1 Auto Mechanic WG-5833-10

\*\*\* TEMPORARY POSITIONS \*\*\*

Supply Clerk GS-2005-5 - filled by R. Twain, a military spouse preference eligible with reinstatement eligibility

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DISPOSITION OF EMPLOYEES IN SECOND ROUND

- BOONE  
IA 38-07-23
- Placed in the vacant Accounting Technician GS-525-7 position.
  - Effington is not displaced; placement in vacancies must occur if possible before employees are displaced.
- WASHINGTON:  
IB 33-09-21
- There are no Budget Officer GS-11 positions.
  - Washington can not retreat to Accountant GS-11 positions since he did not hold that position; he is only qualified for that position and would have to displace an employee in a lower subgroup; there are no such employees.
  - Washington is offered the vacant Contract Specialist GS-1102-9 position. He held a GS-1102-9 previously and also has military experience in this area.
- SISTRUNK  
IB 57-10-13
- There are no Accountant GS-11 employees with lower retention standing.
  - Sistrunk retreats to the position of Accountant GS-510-9 held by Baxter.
- OREGON  
IIB 55-04-02
- There are no competing employees with lower retention standing.
  - R. Twain is released from temporary employment and Oregon is placed in the (then) vacant Supply Clerk, GS-2005-05.
- BAXTER  
IIB 58-01-14
- There are no competing employees with lower retention standing.
  - Baxter does not qualify for any vacant position.
  - Baxter can not be offered the vacant Auto Mechanic WG-10 position as its representative rate (WG-10, step 2, \$15.00 per hour, exceeds the representative rate for GS-9, step 4, \$14.75 per hour).
  - Baxter can not be offered the GS-525-3 position held by Zorn as GS-3 is lower than three grades below Baxter's current grade.

- level.
- Baxter is not a qualified typist. Management may consider removing the typing requirement from the vacant Supply Clerk (Typing) GS-2005-5 position. If that were done, Baxter could be offered the vacant Supply Clerk GS-2005-5.

\*\*\*\*TOP OFFERS WITH NO CHANGE IN TITLE, SERIES, PAY PLAN, OR  
GRADE AND ARE OUTSIDE THE COMMUTING AREA \*\*\*\*

CCPO

SUBJ: Transfer of Function

TO: Employee Name  
Organization  
Air Force Base

1. The function of \_\_\_\_\_ is being transferred to (location). The position you permanently occupy has been identified to transfer with this function. You are offered the opportunity to accompany your function. The effective date of the transfer will be (date).
2. You are offered the position of (title, pay plan, series, and grade at (location)). You are encouraged to accept this offer. Attachment 1 contains general information on relocation entitlements.
3. If you decline this offer, you will receive priority consideration for vacancies in positions serviced by this office. This priority consideration will end on the effective date of the transfer. You may register for the DOD Priority Placement Program in certain geographic areas. These areas may not extend beyond the location to which you were offered transfer.
4. If you decline this offer and, on the effective date of the transfer, you have not gained other Federal employment, you will be separated from Air Force employment. This separation would be effective \_\_\_\_\_. Prior to separation, a letter with specific information concerning this separation will be given to you.
5. Please indicate your acceptance or declination of this offer by completing the attached statement. Your decision should be returned to the \_\_\_\_\_ CCPO within \_\_\_\_\_ working days of receipt of this letter. Failure to respond by that date will be considered as a declination of the offer in paragraph 2 and you will be subject to the provisions discussed in paragraphs 3 and 4.
6. If you have questions, please contact (name) in the \_\_\_\_\_ CCPO at (telephone number).

RICHARD BLAINE  
Civilian Personnel Officer

1 Atch  
Relocation Entitlements

I acknowledge receipt of this letter.

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Date

1st Indorsement to \_\_\_\_\_ CCPO letter, Transfer of Function,  
dated \_\_\_\_\_.

FROM: (Employee Name)

\_\_\_\_\_ I accept the offer in paragraph 2 of subject letter.

\_\_\_\_\_ I decline the offer in paragraph 2 of subject letter.

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Date

\*\*\*\*TOF WITH NO CHANGE IN TITLE, SERIES, PAY PLAN, OR GRADE, AND  
WITHIN THE COMMUTING AREA\*\*\*\*

CCPO

SUBJ: Transfer of Function

To: Employee Name  
Organization  
Air Force Base

1. The function of \_\_\_\_\_ is being transferred to  
(location). This change means that you will be in a new  
competitive area for reduction in force purposes. Your  
servicing civilian personnel office will be  
The position you permanently occupy will be transferred  
with no change in title, series or grade. The effective date  
of the transfer will be \_\_\_\_\_.

2. If you have questions, please contact (name) in the  
\_\_\_\_ CCPO at (telephone number).

FREDERICK KRUEGER  
Civilian Personnel Officer

I acknowledge receipt of this letter.

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Date

\*\*\*REASSIGNMENT CAUSED BY TOF OUTSIDE THE COMMUTING AREA\*\*\*

CCPO

SUBJ: Transfer of Function - Reassignment

TO: Employee Name  
Organization  
Air Force Base

1. The function of \_\_\_\_\_ is being transferred to (location). You have been identified for transfer to that location. This offer of reassignment is taken in accordance with reduction in force (RIF) procedures.
2. You are offered the position of (position title, pay plan, series, and grade) at (location). You are encouraged to accept this offer. Attachment 1 contains specific information regarding relocation entitlements.
3. This offer is based on your retention standing which reflects your civil service tenure, veterans preference for RIF, creditable service, and performance appraisals. Your retention standing at (gaining location) is based on the following factors:

Permanent Title, Pay Plan, Series, Grade: \_\_\_\_\_

Competitive Area: \_\_\_\_\_

Competitive Level: \_\_\_\_\_ Retention Subgroup: \_\_\_\_\_

Service Computation Date: \_\_\_\_\_

Performance Ratings: \_\_\_\_\_

Service Computation Date adjusted for RIF: \_\_\_\_\_

4. If you accept this offer, your reassignment will be effective on \_\_\_\_\_.
5. If you decline this offer, you will receive priority consideration for vacancies of positions at your permanent grade that are serviced by this office. This priority consideration will end on the effective date of the transfer. You may register for the DOD Priority Placement Program in certain geographic areas. These areas may not extend beyond the location to which you were offered transfer. If you decline this offer and, on the effective date of the transfer, have not gained other Federal employment, you will be separated from Air Force employment. This separation would be effective on \_\_\_\_\_.

FOR BARGAINING UNIT POSITIONS AT BASES WITH NEGOTIATED PROCEDURES:

6. You have the right to grieve this action under the provisions of the current negotiated agreement between Local \_\_\_\_\_ and \_\_\_\_\_

\_\_\_\_\_. However, if you wish to grieve this action, you must do so within \_\_\_\_ working days after the effective date of the proposed action. The union representative of Local \_\_\_\_\_ can provide you with information on the grievance procedures and your representation rights. Assistance regarding regulations or procedures for filing a grievance may also be obtained by calling (name) in the \_\_\_\_\_ CCPO at (telephone #).

**FOR NONBARGAINING UNIT POSITIONS OR AT BASES WITHOUT NEGOTIATED PROCEDURES OR WHERE THE NGP EXCLUDES SUCH ACTIONS:**

6. You have the right to grieve this action under the Air Force grievance procedures in AFR 40-771.

7. Regulations and records concerning this offer are available for review at \_\_\_\_\_. On your request, specific information may be obtained concerning this letter. To arrange an appointment to discuss such information, or if you have questions concerning this letter, contact (name) at the \_\_\_\_\_ CCPO, at (telephone #).

8. Please indicate your acceptance or declination of this offer by completing the attached statement. Your decision should be returned to the \_\_\_\_\_ CCPO within \_\_\_\_ working days of receipt of this letter. Failure to respond by this date will be considered as a declination of the offer in paragraph 2.

NORMAN BATES  
Civilian Personnel Officer

I acknowledge receipt of this letter.

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Date

\*\*\*REASSIGNMENT CAUSED BY TOF IN THE COMMUTING AREA\*\*\*

CCPO

SUBJ: Transfer of Function - Reassignment

TO: Employee Name  
Organization  
Air Force Base

1. The function of \_\_\_\_\_ is being transferred to (location). You have been identified for transfer to that location. This offer of reassignment is taken in accordance with reduction in force (RIF) procedures.
2. You are offered the position of (position title, pay plan, series, and grade) at (location). You are encouraged to accept this offer.
3. This offer is based on your retention standing which reflects your civil service tenure, veterans preference for RIF, creditable service, and performance appraisals. Your retention standing at (gaining location) is based on the following factors:  
Permanent Title, Pay Plan, Series, Grade: \_\_\_\_\_  
Competitive Area: \_\_\_\_\_  
Competitive Level: \_\_\_\_\_ Retention Subgroup: \_\_\_\_\_  
Service Computation Date: \_\_\_\_\_  
Performance Appraisals: \_\_\_\_\_  
Service Computation Date adjusted for RIF: \_\_\_\_\_
4. If you accept this offer, your reassignment will be effective not earlier than \_\_\_\_\_.
5. If you decline this offer and, on the effective date of the transfer, you have not obtained other Federal employment, you will be separated from Air Force employment on \_\_\_\_\_. Before the separation action is taken, a letter containing specific information about separation and your rights will be given to you.
6. You will be given priority consideration for vacancies of positions serviced by this office. This priority consideration will end on the effective date of the transfer.
7. Regulations and records concerning this offer are available for review at the \_\_\_\_\_ CCPO. On your request, specific information may be obtained concerning this letter. To arrange an appointment to discuss such information, or if you have questions concerning this letter, contact (name) in the \_\_\_\_\_ CCPO at (telephone #).
8. Please indicate your acceptance or declination of this offer

by completing the attached statement. Your decision should be returned to the \_\_\_\_\_ CCPO within \_\_\_\_\_ workdays of receipt of this letter. Failure to respond by that date will be considered as a declination of the offer in paragraph 2.

JAKE GETTIS  
Civilian Personnel Officer

I acknowledge receipt of this letter.

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Date

\*\*\*\* REASSIGNMENT - RIF \*\*\*\*

CCPO

SUBJ: Offer of Reassignment - RIF

TO: Employee Name  
Organization  
Air Force Base

1. (Reason why RIF is being run). Therefore, you have been released from your competitive level and are being offered a reassignment under reduction in force (RIF) procedures.
2. You are offered the position of (position title, series, pay plan, and grade). You are encouraged to accept this offer. This reassignment will be effective on \_\_\_\_\_.
3. This offer is based on your retention standing which reflects your civil service tenure, veterans preference for RIF, creditable service, and performance appraisals. These are as follows:

Permanent Title, Pay Plan, Series, and Grade: \_\_\_\_\_

Competitive Area: \_\_\_\_\_

Competitive Level: \_\_\_\_\_ Retention Subgroup: \_\_\_\_\_

Service Computation Date: \_\_\_\_\_

Performance Ratings: \_\_\_\_\_

Service Computation Date adjusted for RIF: \_\_\_\_\_

4. If you decline this offer, and, on the effective date of the RIF, you have not obtained other Federal employment, you will be separated from Air Force employment on \_\_\_\_\_. Prior to separation, you will receive a letter addressing specific aspects of that separation.

FOR BARGAINING UNIT POSITIONS AT BASES WITH NEGOTIATED PROCEDURES WHICH DO NOT EXCLUDE SUCH ACTIONS:

5. You have the right to grieve this action under the provisions of the current negotiated agreement between Local \_\_\_ and \_\_\_\_\_. However, if you wish to grieve this action, you must do so within \_\_\_\_\_ working days after the effective date of the proposed action. The union representative of Local \_\_\_\_\_ can provide you with information on the grievance procedures and your representation rights. Assistance regarding regulations or procedures for filing a grievance may also be obtained by calling (name) in the \_\_\_\_\_ CCPO at telephone #.

FOR NONBARGAINING UNIT POSITIONS OR AT BASES WITHOUT NEGOTIATED PROCEDURES OR WHERE THE NGP EXCLUDES SUCH ACTIONS:

5. You have the right to grieve this action under Air Force procedures covered in AFR 40-771.

6. Regulations and records concerning this offer are available for review at \_\_\_\_\_. On your request, specific information may be obtained concerning this letter. To arrange an appointment to discuss such information, or if you have questions concerning this letter, contact (name) at the \_\_\_\_\_ CCPO at telephone #.

7. Please indicate your acceptance or declination of this offer by completing the attached statement. Your decision should be returned to the \_\_\_\_\_ CCPO within \_\_\_\_\_ working days of receipt of this letter. Failure to respond by this date will be considered as a declination of the offer in paragraph 2.

MIRABEAU B. LAMAR  
Civilian Personnel Officer

I acknowledge receipt of this letter.

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Date

\*\*\* CHANGE TO LOWER GRADE - RIF OR TOF \*\*\*

CCPO

SUBJ: Transfer of Function - Change to Lower Grade  
OR Change to Lower Grade - RIF

TO: Employee Name  
Organization  
Air Force Base

1. The function of \_\_\_\_\_ is being transferred to (location). You have been identified for transfer to that location. OR (Reason for RIF). As a result, you are released from your competitive level. As a result, you are offered a change to lower grade in accordance with reduction in force (RIF) procedures.

2. You are offered the following position: position title, pay plan, series, and grade at (location). This position is the best offer of continuing employment at this time. Efforts will continue during the notice period to improve your offer. If you accept this offer, your position change will be effective on \_\_\_\_\_.

3. This offer is based on your retention standing which reflects your civil service tenure, veterans preference for RIF, creditable service, and performance appraisals. Your retention standing at (gaining location) is based on the following factors:

Permanent Title, Pay Plan, Series, and Grade: \_\_\_\_\_

Competitive Area: \_\_\_\_\_

Competitive Level: \_\_\_\_\_ Retention Subgroup: \_\_\_\_\_

Service Computation Date: \_\_\_\_\_

Performance Ratings: \_\_\_\_\_

Service Computation Date adjusted for RIF: \_\_\_\_\_

FOR EMPLOYEES ELIGIBLE FOR GRADE RETENTION:

4. If you accept this offer, you are eligible for retention of your current grade for a period of two years beginning on the effective date of your change to lower grade. If you are not re-promoted to your original grade before grade retention is terminated, you will be eligible for pay retention. Termination of pay retention is based on a number of factors, as discussed in the attached "Grade and Pay Retention." During the grade retention period, you will automatically be considered for placement in vacant positions at your current grade level or intermediate grades in the same pay system from which you were downgraded.

FOR EMPLOYEES ELIGIBLE FOR PAY RETENTION, BUT NOT GRADE RETENTION:

4. You are not eligible for grade retention. You are eligible

for pay retention since your current rate of pay exceeds the maximum rate of pay of the grade into which you will be placed. Pay retention is discussed in the attachment, "Grade and Pay Retention."

FOR EMPLOYEES NOT ELIGIBLE FOR GRADE/PAY RETENTION:

4. You are not eligible for grade retention. Your salary can be set within the salary range of the new grade; therefore, pay retention is not necessary. If your current rate of pay falls between two rates of the lower grade, you will be paid at the higher rate.

5. Placement assistance during this notice period will include registration in the DOD Priority Placement Program. You may receive placement consideration at or below your current grade level at this and other DOD activities.

6. If you decline this offer, and you have not obtained other Federal employment by the effective date, you will be separated from Air Force employment on \_\_\_\_\_. Prior to separation, a letter addressing specific aspects of separation will be issued to you. SOME OF THE FOLLOWING MAY APPLY:

- You will continue in a pay status during the notice period.
- You will be in a non-pay status during the notice period.
- If you decline this offer and are separated, you are entitled to severance pay.
- If you decline this offer, you are eligible for discontinued service retirement.
- If you decline this offer, you may be registered on the Reemployment Priority List and may register in the Office of Personnel Management's Displaced Employee Program.

FOR NONBARGAINING UNIT EMPLOYEES OR AT BASES WITHOUT NEGOTIATED PROCEDURES OR WHERE THE NGP EXCLUDES THIS SUBJECT FROM THE PROCEDURE:

7. You have the right to appeal this action to the Merit Systems Protection Board (MSPB). Your appeal may be filed only during the period beginning the day after the effective date of the action and ending 20 days after the effective date. You may submit an appeal to:

Chief Appeals Officer  
Merit Systems Protection Board  
(address)

FOR BARGAINING UNIT EMPLOYEES AT BASES WITH NEGOTIATED PROCEDURES:

7a. You have the right to grieve this action under the provisions of the current negotiated agreement between Local \_\_\_\_\_ and \_\_\_\_\_

\_. However, if you wish to grieve this action, you must do so within \_\_\_\_\_ working days after the effective date of the proposed action. The union representative of Local \_\_\_\_\_ can provide you with information on the grievance procedures and your representation rights. Assistance regarding regulations or procedures for filing a grievance may also be obtained by contacting (name) at the \_\_\_\_\_ CCPO at telephone #.

7b. In lieu of using the negotiated procedure, you may appeal this action to the Merit Systems Protection Board if you believe the action involves discrimination under 2302(b)(1). i.e., on the basis of race, color, religion, sex, national origin, age, handicapping condition, marital status or political affiliation. If you wish to appeal to the MSPB, your appeal may be filed only during the period beginning the day after the effective date of the action and ending 20 days after the effective date. Assistance regarding procedures for this appeal may be obtained by calling (name) at the \_\_\_\_\_ CCPO telephone #.

8. Regulations and records concerning this offer are available for review at \_\_\_\_\_. On your request, specific information may be obtained concerning this letter. To arrange an appointment to discuss such information, or if you have questions concerning this letter, contact (name) at \_\_\_\_\_ CCPO at telephone #.

9. Please indicate your acceptance or declination of this offer by completing the attached statement. Your decision should be returned to \_\_\_\_\_ within \_\_\_\_\_ working days of receipt of this letter. Failure to respond by this date will be considered as a declination of the offer in paragraph 2.

10. We regret that this action must be taken and sincerely appreciate your loyal and faithful service to \_\_\_\_\_ AFB and the Air Force.

MELANIE WILKES-WILKES  
Civilian Personnel Officer

I acknowledge receipt of this letter.

\_\_\_\_\_  
SIGNATURE

\_\_\_\_\_  
Date

\*\*\* SEPARATION \*\*\*

CCPO

SUBJ: Reduction in Force -- Notice of Separation

TO: Employee Name  
Organization  
Air Force Base

1. Because (reason for RIF), a reduction in force is occurring at (location). ONE OF THE FOLLOWING APPLIES: As a result of this RIF action, your position has been abolished. OR: As a result of this RIF action, you have been displaced by an employee with higher retention standing. Unfortunately, no position is currently available to offer to you. You will remain in a duty status during this notice period. If other employment is not located before the effective date, you will be separated from Air Force employment on \_\_\_\_\_. ONE APPLIES: You will continue in a duty status during the notice period. OR: You will be placed in a non-work status during the notice period.

2. During the notice period, your qualifications will be considered carefully for possible reassignment or position change as provided by Office of Personnel Management and Air Force regulations. If a position in which you may be placed becomes available because it is vacant or is occupied by an employee that you may displace, you will receive the offer most favorable to you.

3. This action is made in accordance with reduction in force (RIF) procedures and is based on your retention standing which reflects your civil service tenure, veterans preference for RIF, creditable service, and performance appraisals. Your retention standing is based on the following factors:

Permanent Title, Pay Plan, Series, and Grade:

Competitive Area: \_\_\_\_\_  
Competitive Level: \_\_\_\_\_ Retention Subgroup: \_\_\_\_\_  
Performance Ratings: \_\_\_\_\_  
Service Computation Date adjusted for RIF: \_\_\_\_\_

4. Placement assistance may include registration in the DOD Priority Placement Program. You may receive placement consideration at or below your current grade level at this and other DOD activities. Additionally, you may register for the Reemployment Priority List and the Office of Personnel Management's Displaced Employee Program.

5. You may request leave without pay or annual leave to provide you with a total of 90 days notice of this action.

6. Annual leave to your credit will be paid in a lump sum.

SOME OF THE FOLLOWING MAY APPLY:

7. - You are entitled to severance pay. An attached print out shows severance pay amounts.

- You are eligible for discontinued service retirement.

- You are not entitled to severance pay because

-- you are eligible for discontinued service or optional retirement.

-- you have fulfilled the requirements for an immediate annuity as a member of the uniformed services.

-- you have not been continuously employed as a Federal civilian employee for the preceding twelve calendar months.

FOR NONBARGAINING UNIT POSITIONS OR AT BASES WITHOUT NEGOTIATED PROCEDURES OR WHERE THE NGP EXCLUDES THIS SUBJECT FROM THE PROCEDURE:

8. You have the right to appeal this action to the Merit Systems Protection Board (MSPB). Your appeal may be filed only during the period beginning the day after the effective date of the action and ending 20 days after the effective date. You may submit the appeal to:

Chief Appeals Officer  
Merit Systems Protection Board  
(address)

FOR BARGAINING UNIT POSITIONS AT BASES WITH NEGOTIATED PROCEDURES WHICH DO NOT EXCLUDE RIF ACTIONS:

8a. You have the right to grieve this action under the provisions of the current negotiated agreement between Local \_\_\_ and \_\_\_. However, if you wish to grieve this action, you must do so within \_\_\_ working days after the effective date of the action. The union representative of Local \_\_\_ can provide you with information on the grievance procedures and your representation rights. Assistance regarding regulations or procedures for filing a grievance may also be obtained by calling (name) at the \_\_\_ CCPO at telephone #.

8b. In lieu of using the negotiated procedure, you may appeal this action to the Merit Systems Protection Board if you believe the action involves discrimination under 2302(b)(1). i.e., on the basis of race, color, religion, sex, national origin, age, handicapping condition, marital status or political affiliation. If you wish to appeal to the MSPB, you must file your appeal during the period beginning the day after the effective date of the action and ending 20 days after the effective date. Assistance regarding procedures for this appeal may be obtained by calling (name) at the \_\_\_ CCPO telephone #.

9. Regulations and records concerning this notice are available for review at \_\_\_\_\_. On your request, specific information may be obtained concerning this letter. To arrange an appointment to discuss such information, or if you have questions concerning this letter, contact name at telephone #.

10. Although an offer of continued employment can not be made to you at this time, every effort will continue to be made to locate a position in the Federal government which may be offered to you. We regret that this action must be taken and sincerely appreciate your loyal and faithful service to \_\_\_\_\_ AFB and the Air Force.

JOHN J. PERSHING  
Civilian Personnel Officer

I acknowledge receipt of this letter.

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Date

1st Indorsement to \_\_\_\_\_ CCPO letter, Reduction in Force, Notice of Separation, dated \_\_\_\_\_.

FROM: (Employee Name)

\_\_\_\_\_ I wish to be registered in outplacement programs. I understand that I will be contacted by a CCPO representative to complete this registration.

The lowest grade/salary I will accept is \_\_\_\_\_.

\_\_\_\_\_ I do not wish to be registered in outplacement programs and I understand that I will be separated by reduction-in-force unless an offer is made to be prior to the effective date of separation.

\*\*\*AMENDMENT FOR CHANGE TO LOWER GRADE AND SEPARATION NOTICES\*\*\*

CCPO

SUBJ: Amendment to

TO: Employee Name  
Organization  
Air Force Base

1. Reference notice of \_\_\_\_\_, dated \_\_\_\_\_.
2. Because of additional personnel actions which have occurred, we are now able to offer you the following position: (position title, series, grade) at (location).
3. This cancels any offer made previously.
4. If you accept this offer, it will be effective not earlier than \_\_\_\_\_.

GRADE/PAY RETENTION MAY HAVE TO BE INSERTED IF APPLICABLE.

INFORMATION ABOUT SEPARATION UPON DECLINATION MAY HAVE TO BE INSERTED IF APPLICABLE.

IF PROPOSED ACTION IS STILL ADVERSE, INSERT GRIEVANCE AND APPEAL PARAGRAPHS.

5. Please indicate your acceptance or declination of this offer by completing the attached statement. Your decision should be returned to \_\_\_\_\_ within \_\_\_\_\_ working days of receipt of this letter. Failure to respond by this date will be considered as a declination of the offer in paragraph 2.

FAIR HOOKER  
Civilian Personnel Officer

I acknowledge receipt of this letter.

\_\_\_\_\_  
EMPLOYEE SIGNATURE

\_\_\_\_\_  
DATE

CANCELLATION LETTER

CCPO

SUBJ: Cancellation of \_\_\_\_\_ Notice, dated \_\_\_\_\_

TO: Employee Name  
Organization  
Air Force Base

1. Reference Notice of \_\_\_\_\_, dated \_\_\_\_\_

2. In the referenced notice, you were advised that you would be affected by the reduction in force/base closure at (location). Due to the additional personnel actions that have occurred, the referenced notice is cancelled and you will remain in your current, permanent position.

3. If you have questions concerning this letter, contact (name) in the \_\_\_\_\_ CCPO at telephone #.

CCPO SIGNATURE  
Civilian Personnel Officer

I acknowledge receipt of this letter.

\_\_\_\_\_  
EMPLOYEE SIGNATURE

\_\_\_\_\_  
DATE

CCPO

SUBJ: Management Reassignment

TO: Employee Name  
Organization  
Air Force Base

1. Because (reason for RIF), a reduction in force (RIF) is being conducted at (location).
2. In lieu of RIF, you are being reassigned from your current position to the position of (position title, pay plan, series, and grade) in (organization). This reassignment will be effective (date). (Name and title of new supervisor, telephone extension) is the supervisor of this position. Please report to (location) on (first duty day) for your new duty assignment.
3. If you have any questions regarding this action, please contact (name) at the \_\_\_\_\_ CCPO at (telephone #).

CCPO SIGNATURE  
Civilian Personnel Officer

I acknowledge receipt of this letter.

\_\_\_\_\_  
EMPLOYEE SIGNATURE

\_\_\_\_\_  
DATE

OFFER OF TEMPORARY ASSIGNMENT TO PERMANENT EMPLOYEE IN LIEU OF  
RIF - FULL TIME

CCPO

SUBJ: Offer of Temporary Assignment in Lieu of RIF

TO: Employee Name  
Organization  
Air Force Base

1. Because of (reason for RIF), a reduction in force (RIF) is being conducted at (location). Through use of RIF procedures, you have been reached for separation. Unfortunately, at this time, there is no permanent position which is available to be offered to you.

2. As an alternative to separation by RIF, you are offered the temporary position of (position title, pay plan, series, and grade) at ((location/organization)). This is a full-time position.

SOME OF THE FOLLOWING MAY APPLY:

3. - You are eligible for grade retention.  
- You are not eligible for grade retention, but are eligible for pay retention since your current rate of pay exceeds the maximum pay rate of the grade to which you will be assigned.  
- You are not eligible for pay retention as your pay may be set in a step of the new grade.

4. Since, under RIF regulations, this is not a "valid" offer, you may decline this offer without adversely affecting your entitlement to severance pay. If you accept this offer, payment of severance pay will be held in abeyance until the temporary appointment is terminated.

5. If you accept this offer, certain benefits you now receive as a permanent employee, such as health and life insurance, will remain in effect.

6. Declination of this offer must be reported to the (state employment agency) and may affect your eligibility to receive unemployment compensation benefits. Such determination will be made by the (state employment agency) office where you file your claim.

7. Acceptance or declination of this offer will have no impact on the status of your DOD Priority Placement Program registration.

8. Please indicate your acceptance or declination of this offer by completing the attached statement. Your decision should be

returned to the \_\_\_\_\_ CCPO within \_\_\_\_\_ working days of receipt of this letter. Failure to respond by this date will be considered as a declination of the offer in paragraph 2.

9. If you have any questions concerning this letter, contact (name) at the \_\_\_\_\_ CCPO at (telephone #).

CCPO SIGNATURE  
Civilian Personnel Officer

I acknowledge receipt of this letter.

\_\_\_\_\_  
EMPLOYEE SIGNATURE

\_\_\_\_\_  
DATE

OFFER OF TEMPORARY ASSIGNMENT TO PERMANENT EMPLOYEE IN LIEU OF  
RIF - PART TIME

CPO

SUBJ: Offer of Temporary Assignment - Part Time

TO: Employee Name  
Organization  
Air Force Base

1. Because of (reason for RIF), a reduction in force (RIF) is being conducted at (location). Through RIF procedures, you have been reached for separation. Unfortunately, at this time, there is no permanent position which may be offered to you.
2. As an alternative to separation by RIF, you are offered the position of (position title, pay plan, series, and grade) in (organization). This is a part-time position (     hours per week).
3. SOME OF THE FOLLOWING MAY APPLY:
  - You are eligible for grade retention.
  - You are not eligible for grade retention but are eligible for pay retention as your current salary exceeds the maximum rate of the new grade.
  - You are not eligible for pay retention as your pay may be set in a step of the new grade.
4. As this is not a "valid" offer as defined by RIF regulations, you may decline without adversely affecting your entitlements as described in your specific notice of RIF. If you accept this offer and are eligible for severance pay, payment will be held in abeyance until the temporary appointment is terminated.
5. If you accept this offer, certain benefits you now receive as a permanent employee, such as health insurance, will remain in effect. Because you would be working part-time, the Government share of health insurance premiums will be reduced; you would have to pay the employee share of the premium plus the difference between the Government share and the Government premium for full-time employees. Life insurance premiums would not be affected. (name) in the            CCPO at (telephone #) can give you specific information concerning benefits.
6. Declination of this offer must be reported to the (state employment office) and may affect your eligibility for unemployment compensation. Such determination will be made by the (state employment office) where you file your claim.
7. Acceptance or declination of this offer will have no impact on the status of your Priority Placement Program (PPP) registration.

8. Please indicate your acceptance or declination of the offer in paragraph 2 on the indorsement. Please return this indorsement to the \_\_\_\_\_ CCPO within \_\_\_\_\_ working days of receipt of this letter. Failure to respond within the this time frame will be considered a declination and will result in your separation from Air Force employment on (effective date).

CCPO SIGNATURE  
Civilian Personnel Officer

I acknowledge receipt of this letter.

\_\_\_\_\_  
EMPLOYEE SIGNATURE

\_\_\_\_\_  
DATE

CCPO

SUBJ: Offer of Assignment in Lieu of Reduction in Force

TO: Employee Name  
Organization  
Air Force Base

1. Because of (reason for RIF), you have been reached for separation from your permanent position by reduction in force (RIF). Under RIF procedures, there is no position that may be offered to you that constitutes a "valid" offer.

2. However, the position of (title, pay plan, series, grade) at (location) is being offered to you in lieu of separation by RIF. This position does not constitute a RIF placement offer. Efforts will continue during the notice period to improve your offer. If you accept this offer, your placement will be effective

3. The determination that you would be separated is based on your retention standing which reflects your civil service tenure, veterans preference for RIF, creditable service, and performance appraisals. Your retention standing is based on the following factors:

Permanent Title, Pay Plan, Series, and Grade: \_\_\_\_\_

Competitive Area: \_\_\_\_\_

Competitive Level: \_\_\_\_\_ Retention Subgroup: \_\_\_\_\_

Performance Ratings: \_\_\_\_\_

Service Computation Date for RIF: \_\_\_\_\_

4. If you accept the offer in paragraph 2,

**SELECT ONE:**

- You are eligible for grade retention of your current grade for a period of two years beginning on the effective date of your placement in the new position. If you are not repromoted to your original grade before grade retention is terminated, you will be eligible for pay retention. Termination of pay retention is based on a number of factors, as discussed in the attached "Grade and Pay Retention." During the grade retention period, you will automatically be considered for placement in vacant positions at your current grade level or intermediate grades in the same pay system of your current position.
- You are not eligible for grade retention. You are eligible for pay retention since your current rate of pay exceeds the maximum rate of pay of the grade into which you will be placed. Pay retention is discussed in the attachment, "Grade and Pay Retention."
- You are not eligible for grade retention, and since your salary can be set within the salary range of the new grade, pay retention is not necessary.

5. Placement assistance during this notice period will include registration in the Priority Placement Program (PPP). You may receive placement consideration at or below your current grade level at this and other Department of Defense activities.

6. If you decline the offer in paragraph 2 and you have not obtained other Federal employment, you will be separated from Air Force employment on \_\_\_\_\_. Prior to separation, a letter addressing specific aspects of separation will be issued to you.

**CHOOSE ONE:**

7. You have the right to appeal this separation action to the Merit Systems Protection Board (MSPB). Your appeal may be filed only during the period beginning the day after the effective date of the action and ending 20 days after the effective date. You may submit an appeal to:

Chief Appeals Officer  
Merit Systems Protection Board  
(address)

7a. You have the right to grieve this action under the provisions of the current negotiated agreement between Local \_\_\_\_ and \_\_\_\_\_. However, if you wish to grieve this action, you must do so within \_\_\_\_\_ working days after the effective date of the proposed action. The union representative of Local \_\_\_\_\_ can provide you with information on the grievance procedures and your representation rights. Assistance regarding regulations or procedures for filing a grievance may also be obtained by contacting (name) at the \_\_\_\_\_ CCPO at (telephone #).

7b. In lieu of using the negotiated procedure, you may appeal this action to the Merit Systems Protection Board if you believe the action involves discrimination under 2302(b)(1). i.e., on the basis of race, color, religion, sex, national origin, age, handicapping condition, marital status or political affiliation. If you wish to appeal to the MSPB, your appeal may be filed only during the period beginning the day after the effective date of the action and ending 20 days after the effective date. Assistance regarding procedures for this appeal may be obtained by calling (name) at the \_\_\_\_\_ CCPO telephone #.

8. Regulations and records concerning this action are available for review at \_\_\_\_\_. On your request, specific information may be obtained concerning this letter. To arrange an appointment to discuss such information, or if you have questions concerning this letter, contact (name) at \_\_\_\_\_ CCPO at (telephone #).

9. Please indicate your acceptance or declination of the offer in paragraph 2 by completing the attached statement. Your decision should be returned to \_\_\_\_\_ within \_\_\_\_\_ working days of receipt of this letter. Failure to respond by this date will be considered as a declination of the offer in paragraph 2.

10. We regret that this action must be taken and sincerely appreciate your loyal and faithful service to \_\_\_\_\_ AFB and the Air Force.

CCPO SIGNATURE  
Civilian Personnel Officer

I acknowledge receipt of this letter.

\_\_\_\_\_  
EMPLOYEE SIGNATURE

\_\_\_\_\_  
DATE

## 1. DEFINITION

a. Grade Retention: Entitlement to retain the grade from which being reduced for a period of 2 years. This grade is used to determine employee's pay, retirement and insurance benefits, and promotion and training eligibility.

b. Pay Retention: Entitlement to continue drawing rate of pay held immediately prior to reduction until repromoted, or until pay of the top step of grade assigned to reaches or exceeds employee's rate of pay. The maximum rate of the position to be occupied is what determines entitlement. If employee's basic pay rate exceeds the maximum rate, then pay retention is applicable.

## 2. ELIGIBILITY

### a. Grade Retention:

(1) Reduction in Force: Fifty-two consecutive weeks at grade higher than one placed in. The fifty-two consecutive weeks do not have to be held immediately prior to RIF. Example: GS-9 being placed in GS-7 under RIF. Has held GS-9 position for 32 weeks; however, employee served as GS-9 from October 1968 to June 1972. Employee is eligible for grade retention as GS-9.

(2) Reclassification: Position must have been classified at higher grade for at least one year immediately prior to the reclassification.

### b. Pay Retention:

(1) Expiration of 2-year grade retention.

(2) RIF or reclassification when employee not eligible for grade retention.

(3) Reduction or elimination of scheduled rates or special schedules or special rates (Note: Excludes decrease in level of prevailing rate as determined by wage survey.)

(4) Placement of employee from a special rate position into a nonspecial rate or lower special rate position.

(5) Placement of employee in a lower wage area, or in a different pay schedule.

(6) Placement of employee in a formal employee development program.

(7) Other: Head of agency may provide pay retention if rate of basic pay would be reduced as result of management action.

## 3. SETTING RATE OF PAY:

### a. Grade Retention:

a. Grade Retention:

(1) If employee is placed in a different geographical area, the rate schedule in the new area is utilized.

(2) If employee is placed in a position of a different occupational series, or his/her occupation series changes in the same position, the rate schedule of the new occupational series applies.

(3) Employee receives all increases in the scheduled rate during the 2 years.

(4) Movement of employee while on grade retention to an intervening grade, or to the retained grade, is processed as a "Position Change" not "Promotion", and promotion rule does not apply. Pay is the same.

b. Pay Retention:

(1) If employee meets eligibility for pay retention, he or she is entitled to the lower of:

(a) existing rate of basic pay immediately prior to reduction; or

(b) 150 percent of maximum rate of basic pay for the new grade.

(2) When increase in scheduled rates occurs while employee is on pay retention, employee receives 50 percent of the amount of increase for the maximum rate of the grade of the employee's current position.

4. TERMINATION

a. Grade Retention:

(1) Expiration of the 2-year entitlement.

(2) Break in service of 1 workday or more.

(3) Demotion for personal cause, or at employee's request.

(4) Placement in, or declination of, a position the grade of which is equal to or higher than the retained grade.

b. Pay Retention:

(1) Break in service of 1 workday or more.

(2) Entitled to rate of basic pay equal to or higher than retained pay.

(3) Declination of reasonable offer of position with pay equal to or higher than retained pay.

DECISION LOGIC TABLE  
ON  
GRIEVANCES AND APPEALS

IF THE ACTION TAKEN IS	AND	THE EMPLOYEE IS	THEN	THE APPEAL/GRIEVANCE AVENUE IS
Furlough (30 days or more), RIF separation, demotion		Not in a bargaining unit		MSPB
		In a bargaining unit with no negotiated grievance procedure or with a negotiated procedure which has these actions excluded		
		In a bargaining unit with a negotiated grievance procedure which has not excluded these actions		The Negotiate Grievance Procedure (Note 1)

Note 1: Employees who raise an allegation of Discrimination under Section 2302(b)(1) of Title 5 USC, in conjunction with a RIF, must be advised that they have the option of either the Negotiated Grievance Procedure or an MSPB appeal or the discrimination complaint procedures.

## DOCUMENTATION REQUIREMENTS

In addition to the items listed in Appendix A, FPM Sup 351-1, the following items should be considered the MINIMUM to be included in documentation files. Other items may be necessary based on the individual RIF/TOF function that occurred.

### General

Master retention listing of people  
Retention registers with final action annotated for each employee  
Chart of representative rates  
Lines of promotion documentation  
3x5 cards if RIF manually run  
All computer generated documentation if using the Air Force software  
Master copy of all attachments to the RIF letters  
Back-up for decisions regarding by-passing or not qualified determinations  
Date on how positions were identified for deletion  
SCD/Vet pref/skill coding verification  
Master competitive level list  
Master competitive area list and documentation about when publicized  
List of vacancies  
Back-up relating to union negotiations  
Special approvals such as for early retirements, longer RIF notice periods, etc

### Individual RIF Folder

RIF letter and all corrections/changes/amendments/cancellations, etc  
All acknowledgements regarding the above  
Current PD  
Qualification brief  
Severance pay calculations  
Copy of "personal" information if not listed in the body of letter  
Physical qualifications determinations  
Waiver of qualifications determinations  
Security/PRP determinations  
Offers of temporary positions  
Acceptance/declination statements

### PPP Folder

DD Form 1817 Program for Stability of Civilian Employment Registration  
DD Form 1820 Resume  
Placement offers  
Updates/corrections/deletions, etc to registration  
Statement of understanding about PPP, if appropriate  
Resume release/removal action

## QUESTIONS AND ANSWERS

As stated several times in this booklet, there are many questions that occur in the RIF/TOF process. Below are some questions and answers concerning various RIF/TOF areas.

1. **QUESTION:** Should union representatives accompany management officials and personnel specialists when RIF/TOF notices are delivered?

**ANSWER:** It depends on your local situation. Your "I and I" bargaining and/or union contract may require it. Unless these conditions exist, it is not mandatory that union representatives be present when notices are delivered.

2. **QUESTION:** What happens if an employee refuses to acknowledge receipt of the RIF/TOF notice?

**ANSWER:** Employees need to be informed that acknowledging receipt of the notice does not indicate acceptance of the action or of the offer. If an employee refuses to acknowledge receipt of the notice, the officials delivering the notice should annotate the CCPO copy of the notice with the following:

Notice delivered to (Employee name) on (date);  
employee refused to acknowledge receipt of notice.

This statement should be signed by those delivering the notice.

3. **QUESTION:** Can ART (Air Reserve Technician) positions be offered to employees who are not currently in ART positions?

**ANSWER:** It depends. An ART position may be offered to a non-ART employee only if that employee is eligible to become a member of the Air Force Reserve. If that employee is eligible to become a member of the AF Reserve, but does not want to join, that employee may decline the ART position without the usual penalties associated with declining a valid offer. An employee who is already an ART and is offered another ART position in RIF but declines that offer is subject to the penalties that accompany declining a valid offer.

4. **QUESTION:** An employee was given a notice of RIF separation. The employee expressed interest in discontinued service retirement (DSR). Before the employee applied for DSR, he/she was given a "better offer" of a change to lower grade to a position one grade lower than the one currently held. May the employee still take discontinued service retirement?

**ANSWER:** No. An employee may not take DSR if he/she has been offered a position that is within two grades of his/her

permanent grade. . If the employee had applied for DSR while under notice of separation, he/she could have retired. Employees should be advised of information concerning DSR and other types of retirement early in the RIF/TOF process.

5. **QUESTION:** Many positions that are offered as RIF placements have physical and/or security clearance requirements that exceed those of employees to be placed into the positions. Can these positions be offered as RIF placements? When should physical examinations/security clearance requests be initiated?

**ANSWER:** The physical/security clearance requirements of a position do not prevent that position being used for RIF placement. Ideally, physical examinations should be accomplished before offers are made; however, usually there will not be enough time to do this. Physical examinations should be completed as soon as possible during the notice period. If the employee does not meet the physical requirements of the position, another offer will have to be made. If the offer is a lower grade than the original one, or there is no other offer, a new 60-day notice period must begin.

Security clearances should be initiated as soon as possible. In some cases, a waiver may be accomplished to allow the employee to be placed in the new position pending granting of the clearance. Exceptionally long waiting periods for completion of security clearances may be considered in determining "undue interruption". (Remember that an employee whose clearance has been previously withdrawn is not qualified for any position which requires a clearance; consequently the position is not a valid RIF offer.)

6. **QUESTION:** An employee at Base A was given a RIF offer of change to lower grade. The employee registered in the Priority Placement Program (PPP), received and accepted an offer at Base B at his/her original grade. After a house-hunting trip to Base B, the employee declined the PPP offer. What happens at Base A?

**ANSWER:** The employee faces separation. When the employee accepted the offer, he/she, in effect, declined the change to lower grade at Base A. Usually, the declination of a valid offer results in separation. It is a good idea to have the employee sign a letter of agreement stating that he/she accepts the Base B offer and that by accepting the offer, declines the Base A offer of change to lower grade. If positions are available at Base A that the employee qualifies for, he/she may be offered a position. But, the employee is not entitled to the original offer if it that position subsequently became the best offer to and was accepted by another employee.

7. **QUESTION:** Must Auxillary Chaplains and employees in similar occupations be issued RIF notices, particularly in base closure situations?

**ANSWER:** Yes. Auxiliary Chaplains are in the excepted service and have intermittent work schedules. Although they usually not have placement offers, they must be issued RIF notices of separation.

8. **QUESTION:** How are employees on injury compensation treated in RIF?

**ANSWER:** Employees that are on injury compensation and are still on your rolls must be treated as any other employee. That is, they are listed on the retention register and the appropriate placement actions taken. Employees on injury compensation that are off the rolls are not listed on retention registers and are not considered in making placement offers.

9. **QUESTION:** What is the "cut off" date for appraisals used determining adjusted service computation dates (SCD) for RIF? Are these dates determined?

**ANSWER:** To make accurate RIF placement determinations, all retention factors must be available long before notices are given and the effective date of the RIF/TOF. Since performance appraisals impact RIF SCDs, a date must be established as the "bottom line" or cut off date for consideration of appraisals: the RIF SCDs.

This does not mean that supervisors stop appraising employees' performance. Example: the effective date of the RIF is 1 Oct 91. Notices will be given during the week of 23 Jul. The actual determination of placements will be accomplished beginning 1 Jun. Retention registers will be run on 15 May (with an "as of date" of 1 Oct). Therefore, the appraisal cut off date is 1 May. Any appraisal made after that date will not be used in RIF SCD determinations for that RIF.

The three appraisals rendered on 1 May 91 or before will be used in determining the employee's RIF SCD. Ensure that employee's PDS-C files that may include projected appraisal information are not included in the RIF SCD determination. Remember that retention registers should be compiled as of the effective date of the RIF.

10. **QUESTION:** How are targeted positions treated? Are placement offers made at the targeted grade or at the grade currently held by the employee in the position?

**ANSWER:** This answer applies to targeted positions only; it does not apply to positions in formalized training programs. Employees are entered on the retention register at the grade they currently and permanently occupy. Example: Employee A's permanent position is Supply Clerk GS-5 target GS-7. Employee A is on the Supply Clerk GS-5 retention register. A vacancy for the Supply Clerk GS-7 target grade is not entered on the GS-7 retention register because there is no vacancy; the position is

encumbered by Employee A.

Employee A may be displaced by an employee with higher retention standing who can bump/retreat at the GS-5 level. An employee who can not bump/retreat at the GS-5 level (because GS-5 is not within the range of that employee's three grade levels) can not displaced Employee A. Example: Employee A is a Supply Clerk GS-5 target GS-7, and is in subgroup IB, RIF SCD: 76-09-16. Employee B is a Supply Management Specialist GS-2001-12, IA, 66-08-10, and held the position of Supply Clerk GS-5. Employee C is a Supply Management Specialist, GS-2001-09, IA, 68-07-04, and has also held the position of Supply Clerk GS-5. Employee R may not retreat to Employee A's position as it is beyond the three grade-level limit of bump/retreat. Employee C may retreat to Employee A's position as it is within the three grade-level limit. Employee C would be offered the position as a GS-5. If the position were vacant, it could be offered to Employee B as a GS-7.

Targeted positions may be offered to employees who are not on targeted positions. Example: Employee D is a Personnel Clerk, GS-4, IAD, 36-05-31; Employee E is a Personnel Clerk, GS-4, IAD, 36-06-01. The best offers are two vacant positions; a Personnel Clerk GS-4 target 5 and a Personnel Clerk GS-4 no target. Technically, either employee could be offered the sub-target position since the target level of a position is not considered in making RIF offers. In this example, we would recommend that you offer the subtargeted position to Employee D as he/she has higher retention standing than Employee E. It is always defensible to use retention standing as a basis for RIF decisions.

11. **QUESTION:** Usually, the notice period is 60 days. An employee may request and receive an additional 30 days of annual leave or leave without pay to extend the total notice period to 90 days. What happens if the employee's retention standing changes in the extended notice period (beyond the 60-day notice and the effective date of the RIF/TOF)?

**ANSWER:** The employee's retention standing remains fixed as of effective date of the RIF/TOF. Example: the effective date of the RIF is 31 Mar 91; the employee requests annual leave until 26 Apr 91 to extend the notice period. On 15 Apr 91, the employee's status changes from career-conditional to career. The employee's retention standing does not change and the RIF offer remains as it was.

12. **QUESTION:** What is the required notice period?

**ANSWER:** Air Force requires a 60-day notice. The maximum notice period that may be given without OPM Central Office approval is 90 days. Typically, you would count about 65 days for a notice period, to allow extra time for unforeseen difficulties. Employees may request annual leave or leave without pay to provide them with a 90-day notice period. If the notice period is 65 days, the employee may be granted only 25 days annual leave and/or LWOP to comprise the 90-day notice

and the effective date may not be counted. The effective date may not be on a weekend or holiday. The notice period begins when the employee receives the notice.

13. QUESTION: When would a base request a notice period beyond 90 days?

ANSWER: There are some situations, such as A-76 contracting out, in which the contractor assumes responsibilities of a function over a period of time. Frequently, this time frame exceeds 90 days. In these cases, CCPOs, through their MAJCOM/DPC and AF/DPCS, should request that the OPM Central Office approve extension of the notice period until the actual take-over date. There are other situations that would require a longer than 90-day notice period; CCPOs should not rule out requesting a longer notice period if it is needed. It is imperative that such requests be submitted as early as possible to allow for MAJCOM, AF/DPCS, and OPM review.

14. QUESTION: There are some rare instances where employees' retention standing is tied, i.e., the same tenure group and adjusted SCD. How are these ties broken?

ANSWER: There is no regulatory guidance on this issue; it is left to the discretion of the activity. Elements that are used to break ties should be merit-related and should be applied consistently. Some elements that have been used are length of time in position, length of time in occupational series, length of time in organization. The element to be used in breaking ties should be determined and documented before placement determinations are made. The same element should be applied to all ties.

15. QUESTION: When may employees be registered in the Priority Placement Program (PPP)?

ANSWER: There are some limitations stated in the DOD PPP manual. Within those limitations, employees may be registered when the priority for which they may be registered in FPP has been determined. This is true for voluntary registration; mandatory registration does not have to occur until specific notices have been received by the employees. For example, in a RIF, employees that will be priority "1" or "2" may be registered as soon as that priority has been determined. This registration may be accomplished before notices are delivered.