

Alternative Duty Location

Program Guide

May 2011

Alternative Duty Location Program Guide

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Introduction

In June 2008, the Agency embarked on a pilot program to support Alternative Duty Locations (ADL) for Headquarters offices and the Resource Center. In July 2009, an evaluation of the pilot program began and culminated with recommendations made by the evaluation team to the Strategic Workforce Council (SWC). The Agency adopted the recommendations of the SWC in April 2010 to move the ADL pilot activities to a more permanent implementation status, thus more effectively using Federal Highway Administration's (FHWA) resources to accomplish our mission and objectives.

The following guide provides procedural and processing elements for the ADL Program; develops criteria for ADL positions; defines roles and responsibilities of each involved official and organization; and provides specific requirements governing the announcement of positions and relocation of employees. This guide was developed to provide a consistent and sound structure to the placement of employees in locations that are separate from their supervisors and/or work units; and apply to all ADL employees and their supervisors, as appropriate, regardless of the employee's organizational location.

ADL Program Outline

ADL Employee Definition: ADL employees have been defined as any Headquarters, Division or Federal Lands employee working in a location other than that of their supervisor or work unit; Office of Technical Services (OTS) employees working outside the six established OTS locations (Baltimore, MD; Arlington, VA; Matteson, IL; Atlanta, GA; Lakewood, CO; or San Francisco, CA); or FHWA Program Management Improvement Team (PMIT) employees located outside the PMIT corporate location of Arlington, VA.

The ADL program does not apply to or affect offices that perform Headquarters functions in field locations, such as the Lakewood and Atlanta Administrative Services Teams and the Field Legal Service Teams.

The ADL program does not apply to short term rotational or temporary assignments of duration of less than one year.

ADL Program Locations: The FHWA locations that have been designated as “Cost Desirable” to house ADL employees can be found in Appendix A.

ADL Coordinator: The individual serving as the overall liaison for the Agency regarding the ADL program.

Host Office: The office where the ADL employee will physically reside.

Home Office: The organizational unit of the ADL employee.

Annual Evaluations: On an annual basis each Headquarters Office, Director of Field Services, Federal Lands Division, and the Office of Technical Services will review its use of ADL positions and reassess the potential for ADL positions in the future.

ADL Space Availability: Managers will be permitted to advertise ADL vacancies in approved cost-desirable locations where space is available at the time the vacancy will be announced.

ADL Guide/Location Exceptions: Exceptions to this guide may be granted on a very limited basis. The Executive Director may approve exceptions on a case by case basis when presented with a business analysis clearly demonstrating the corporate benefits to the agency. Guidelines for requesting an exception can be found in Appendix C.

Release of Headquarters Building Workspace: To assist in managing space requirements throughout Headquarters, offices will be required to release a workstation upon selection of an employee into the ADL program, if that position was previously located in Headquarters. The workstation will then be managed by the Office of

Administration's Management Services Division. Should the ADL position need to be returned to the Headquarters location in the future, every effort will be made by the Management Services Division to provide a workstation located with the work unit. If this is not possible, another workstation in the Headquarters building will be provided. This does not apply to positions under the Office of Research, Development, and Technology located at the Turner Fairbanks Highway Research Center.

Roles and Responsibilities under the ADL Program

Associate Administrators (AA), Chief Financial Officer (CFO), Chief Counsel (CC), Directors of Field Services (DFS), and Director of Technical Services (DTS):

- Annually determine potential positions within their organizations that could be filled at approved alternative duty locations and provide this information to the ADL Coordinator for planning purposes.
- Upon selection of an ADL, release the associated Headquarters workstation to HAD for corporate utilization if the position was previously located in Headquarters.
- Throughout the year, as vacancies become available, provide consideration to advertising positions as ADL.
- Ensure that the ADL program does not adversely impact their organization's mission, office operations, work productivity, or customer/public service requirements.

Associate Administrator for Administration:

- Provides oversight to the ADL Coordinator function.
- Ensures the development and publication of the quarterly report on the use of the ADL program in the FHWA.
- Informs the Leadership Team of specific issues, changes, or recommendations that need Agency review as it relates to the ADL Program.

Alternative Duty Location Coordinator:

- Serves as the overall liaison for the Agency regarding the ADL program.
- Serves as the point of contact for AAs, CFO, CC, DFSs, DTS, and Host Office Managers in identifying available space in approved ADL locations for position vacancies.
- Manages the Agency-wide ADL workstations' availability and provides quarterly reports to the FHWA Leadership Team.

- Coordinates with Management Services Division on the allocation and/or development of new space, and local field office regarding the outfitting of the office for the ADL program.
- Maintains an Agency-wide listing of all active ADL employees.
- Annually coordinates with the AAs, CFO, CC, DFSs, DTS, and Host Office Managers in evaluating their use of the ADL program. This evaluation will be used as a guide in determining current and future space and resource requirements needed to maintain the ADL program.
- Coordinates with the Office of Human Resources (HAHR) to ensure that vacancy announcements list locations with available ADL workstations and requirements. Communicates with ADL supervisors and responsible HAHR staff regarding issues that may arise.
- Coordinates with the ADL supervisors regarding the employee orientation to the ADL program and maintains copies of all ADL signed agreements.

Human Resource Specialist

- Assist supervisors with preparation of ADL announcements.
- Verifies availability of space at the ADL locations with ADL Coordinator at the time of vacancy announcement.
- Ensures that ADL vacancy announcements include the appropriate language specifying the requirements of the ADL program (refer to Recruitment and Staffing, page 12 and Appendix E).

Supervisor of ADL Employee(s):

- Provides typical day-to-day supervision and management control, such as assigning and prioritizing work tasks; appraising performance; approving employee leave, telework, travel, purchases, and training; ensuring adherence to team/unit policies, practices, and procedures; providing coaching; and administering disciplinary actions.
- Follows management practices, such as scheduled weekly employee/supervisor teleconferences, scheduled team meetings via video or teleconferencing, on-site travel opportunities, or other team building activities to ensure ADL employees are integrated into the team and workload is balanced among all team members.
- Provides employee with resources (e.g., travel funding, ordering of IT

equipment) for those responsibilities unique to the Headquarters role (e.g., high-end computer for planning or traffic analyses). Serves as the point of contact to the employee for items impacting his or her work at an ADL site. Day-to-day supplies will be provided by the Host Office.

- Seeks feedback from Host Office Manager for their local perspective on employee's office behavior and general performance. Ensures issues are resolved promptly to the greatest mutual benefit of both the Host Office and the employee's Home Office for fulfilling FHWA's objectives.
- Ensures there is a current written agreement between the Host Office Manager, employee, and the ADL supervisor and sends the agreement to the ADL Coordinator.
- Manages employee performance by results versus direct observation, establishing clear objectives and accountability measures.
- Ensures that the ADL employee is part of the Home Office emergency plan and is contacted should an emergency occur that impacts the operations of the Home Office.
- Attends a supervisory training program emphasizing remote supervision skills. Suggested training can be found at:
http://intra.fhwa.dot.gov/opt/training/management_dev/adl_sup_training.htm

ADL Employee:

- Demonstrates ability to perform independently, exhibits self-initiative, self-motivation and strong organizational/time-management skills.
- Attends an ADL orientation that outlines the supervisor/manager expectations on performance, communication, and employee accountability.
- Signs an ADL agreement with the supervisor and Host Office Manager. This agreement, once signed, should be sent to the ADL Coordinator.

Host Office Manager(s):

- Provides adequate space for the ADL employee according to the current space guidelines.
- Provides day-to-day supplies to the ADL employee, such as paper, pens, post-it notes, calculator, stapler, etc.

- Coordinates with the Home Office of the ADL employee(s) providing feedback regarding the employee's office behavior as appropriate.
- Ensures issues are resolved promptly to the greatest mutual benefit of both the Host Office and Home Office.
- In the event an opportunity arises where the ADL employee can perform work which is mutually beneficial to the Host Office and the Home Office, the Host Office Manager should coordinate with the supervisor of the ADL employee prior to any work being performed.
- In the rare instance of a local emergency situation, the Host Office Manager may direct assignments to ADL employee(s). In these rare situations, the Host Office Manager is responsible for coordinating assignments with the supervisor of the ADL employee.
- The Host Office will include the ADL employee in their emergency planning procedures and is contacted should an emergency occur that impacts the operations of the Host Office.

Criteria for ADL Positions

Managers will consult with their appropriate Associate Administrator, Chief Financial Officer, Chief Counsel, Director of Field Service, or Director of Technical Services and the ADL Coordinator prior to advertising a position as an ADL.

Position Eligibility Considerations:

The following factors should be considered for an alternative duty location arrangement:

1. The nature of the work to be performed is portable and the employee's job responsibilities allow for effective or enhanced performance away from their Home Office.
2. There is a limited level of Senior Leadership involvement needed (e.g., briefings, meetings, etc.) in the Home Office.
3. The product or work accomplished by the employee while at an alternative duty location can be evaluated and quantified.
4. The absence of the employee from the traditional work site will not impact negatively on the ability of the organization to accomplish its mission.
5. For Headquarters ADL employees, there is a limited level of face-to-face interaction with FHWA staff in Washington, DC; other Federal entities located in Washington, DC (e.g., Congress, OST, other US DOT modes, other Federal agencies); or other national organizations located in Washington DC (e.g., AASHTO).

Examples of Suitable Work:

Whether a job is suitable for an alternative duty location arrangement ultimately depends on the needs of the manager and the nature of the work performed rather than job title. Examples of work that the manager, at their discretion, may feel are suitable include:

- General writing and program research (not including the research performed at Turner Fairbanks Highway Research Center).
- Development and delivery of training.
- Technical assistance.
- Program reviews.
- Budget analysis or accounting.
- Policy and program development.
- Analysis (e.g., investigating, program analysis, policy analysis, financial

analysis).

- Management of grants or legal cases.
- Writing decisions or reports; telephone-intensive tasks, such as setting up a conference, obtaining information, following up on participants in a study.

Recruitment and Staffing

Under the ADL program, the following recruitment and staffing guidelines apply:

- All vacant positions under the ADL program will be advertised through FHWA's merit promotion process for FHWA employees only.
- All vacancies announced under the ADL program must be clearly stated as such and specify any and all requirements for the program. Positions under the ADL program have several unique requirements, such as remote supervision, the required signing of an ADL agreement, and increased travel. These requirements must be clearly outlined on each ADL vacancy announcement to ensure that all candidates are equally informed of the requirements and have enough information to determine for themselves if they are a good candidate for an ADL position.
- Eligibility for relocation benefits must be clearly indicated on the vacancy announcement.
- Managers may advertise ADL vacancies in all ADL locations where space is available. Managers may limit their advertisement to a specific ADL location or locations based on a justification addressing the uniqueness of the vacancy and why it would not be appropriate to advertise in all ADL locations where space is available. The justification should be provided to the ADL Coordinator and will be part of the location/space approval process.
- Applicants are responsible for selecting the locations in which they want to be considered and can only be considered for the locations for which they have applied. They should be encouraged to choose more than one location.
- Separate selection certificates will be issued for each location specified in the announcement.
- All merit system principles will be strictly adhered to in the announcement and selection of candidates for positions under this ADL program. Applicants will be considered based on their qualifications for the position as represented in their application for the position.
- Standard Operating Procedures for advertising ADL positions have been established for coordination with HAHR and can be found in Appendix E.

Vacancy Announcement Position Requirements

Remote Supervision: An ADL employee is not located with their immediate supervisor or work unit. To be successful in this type of arrangement, employees must have a high degree of independence, self-initiative, and organizational skills. These desired traits will be promoted on the announcement as characteristics of an ideal candidate. Interviews with perspective ADL employees should focus on past performance and demonstrated examples of these skills.

ADL Agreement: Every ADL employee, ADL supervisor, and Host Office Manager must sign an ADL agreement that outlines ADL program requirements, expectations, and responsibilities of each party involved. This agreement will also serve as a foundation for further positive communication between the employee, the supervisor and the Host Office.

Orientation: An orientation is required for both the ADL employee and the ADL supervisor. The focus of this orientation will be to outline communication processes and techniques, supervisory expectations and requirements, and performance management strategies. In addition, it is suggested that supervisory training focus on keeping employees engaged and connected to the team in a virtual environment.

Travel: Based on the employee being located away from their Home Office, it is anticipated that the employee will need to travel to their Home Office several times during the year. The vacancy announcement will indicate the requirement for the Government Travel Card as well as a general statement regarding the potential for travel to the Home Office.

Performance Management: Performance results will focus on objective and quantifiable activities, as well as standardized management communication controls. Applicants will be notified upfront of performance expectations and communication responsibilities.

Relocation Assistance (Permanent Change of Station): The policy governing relocation in relation to the ADL program must be clearly stated on every vacancy announcement.

Permanent Change of Station (PCS) Eligibility

The ADL program will support permanent change of station (PCS) for employees only in situations where the employee is located outside of the identified ADL locations on the vacancy announcement. One of the goals of the ADL program is to increase the number of highly qualified candidates for FHWA positions while eliminating the challenges of recruiting in only one metropolitan area. As the work can be conducted from any ADL designated location, there is not a business reason to support the payment of relocation if an applicant already resides in one of those designated locations. All vacancy announcements will clearly indicate the PCS policy for positions under this program. It is understood that unexpected situations may arise concerning voluntary relocations. In rare situations, where the benefit to the government would be enhanced, the Executive Director may approve a waiver to one or more of the below.

Under the ADL program, the following apply:

1. The determination to fill a position under the ADL program will be made at the time a position becomes vacant.
2. Once a vacant position is designated to be included in the ADL program, the specific ADL locations listed on the vacancy announcement will be determined by the manager, based on business reasons, and coordinated through the ADL Coordinator.
3. Under the ADL program, employees currently located in one of the announced ADL locations will not be eligible for PCS when applying for ADL vacancies that include their current location. PCS is available to applicants with status who are located outside of the designated ADL locations as listed on the vacancy announcement, in accordance with current FHWA PCS policies and practices.

Scenarios: Based on the above, the following scenarios are provided for illustration:

- An FHWA employee in the Georgia Division Office in Atlanta applies to an ADL vacancy with Atlanta, Richmond, and Austin as ADL available locations. The employee selects all three locations. The supervisor selects the candidate for the Atlanta location on the Atlanta location certificate. The candidate moves from the Division Office to the Atlanta ADL location and is not eligible to move to the other two locations, if desired.
- An FHWA employee in the Indiana Division Office in Indianapolis applies to an ADL vacancy that has Baltimore and Richmond as advertised ADL locations for the position. Although Indianapolis, Indiana is an ADL approved location, the manager of the position has determined, based on business reasons, that it was not an appropriate location for this specific ADL position. The employee is selected for

the position in the Baltimore location. The employee is eligible for PCS as Indianapolis, Indiana was not one of the advertised locations. The employee may not remain in the Indianapolis location if he/she accepts the position.

- A Florida Division Office employee applies for an ADL position in Richmond and Atlanta. The applicant is selected for the Richmond location. Since Florida is not an ADL designated location in the vacancy announcement, PCS is authorized to Richmond, VA.
- An employee in the Virginia Division Office in Richmond applies for an ADL position announced in Richmond, Baltimore, Austin, and Phoenix. The employee only applies for the Austin location. As stated in the announcement, the employee is not eligible for PCS and if selected, must move themselves to the Austin location because they are currently located in an ADL location that was on the vacancy announcement.

Vacancy Announcements:

All ADL vacancy announcements must be clearly identified as being under the ADL program and must include language regarding PCS eligibility.

Draft Vacancy Announcement Language:

Merit Promotion Announcements (FHWA-wide):

This position is under the FHWA's Alternative Duty Location (ADL) Program and can be filled in any one of the following locations advertised: (provide approved ADL locations).

Under this program, relocation assistance is not available to applicants residing in any one of the ADL locations advertised in this announcement. Relocation is available for applicants located outside of the advertised duty locations. Employees who are not eligible for relocation because they reside in one of the advertised locations may apply for positions in other advertised duty locations; however, if selected, they must move themselves to the location at their own expense.

ADL Employee Orientation

Employees will be required to participate in an ADL Orientation and sign the ADL agreement (Appendix B) upon completion of the orientation.

The ADL Coordinator and Supervisor will provide the orientation. The primary areas listed below will be covered as well as tailored to each ADL employee based on information from the supervisor and Host Office Manager.

The Orientation may be provided via videoconference, webconference, or in-person, based on situational circumstances.

The primary areas to be covered include the following:

1. Effective Communication Techniques, Methods, and Strategies for ADL employees
 - a. Communication expectations – type and frequency (daily, weekly, monthly/video, Web, or in person).
 - b. Establishing and improving communication with team members, customers, and Host Office employees.
2. Maximizing Use of IT Resources for Communicating
 - a. Briefing on IT options and ideal uses (videoconferencing, webconferencing, etc.).
 - b. Scheduling/Coordinating with Host Office.
3. Accountability
 - a. Organization and reporting of work activities.
 - b. Schedule/Calendar protocol (keeping calendars current, supervisor and/or support staff access).
 - c. Leave requirements and protocols.
 - d. Performance Expectations (to be completed with supervisor).
4. Being Part of the Team
 - a. Strategies to help connect with virtual team members and provide support to the team.
 - b. Goal(s) of the team and individual responsibilities of each team member.
5. Emergency Preparedness
 - a. Host office procedures
 - b. Home office procedures

ADL Supervisory Training Recommendations

Good management practices and supervisory skills can be readily adapted to the virtual/ADL arrangement. However, supervising employees remotely does increase the complexity of supervisor responsibilities, and requires a greater emphasis on communication, organization and time management, performance management, and developing an effective and unified team.

- It is recommended that supervisors with ADL employees attend a training course that focuses exclusively on virtual/remote supervision.
- Courses may be provided by FHWA, a local training vendor, Webinar, audio training, on-line courses, or other Government training facility such as the Office of Personnel Management or the USDA Graduate School.
- To be most effective courses should be attended prior to the ADL employee being hired, but no later than 3 months after the ADL employee is on board.
- Supervisory responsibilities that should be addressed are:
 - Communication techniques and strategies (type and timeliness of communication);
 - Performance Management (writing employee standards and objectives, assignment work, and defining measurements of success, tracking and monitoring performance remotely);
 - Team building for a virtual workforce;
 - Interviewing and Reference checks – with a focus on behavior based questions; and
 - Workforce productivity and Managing for Results (employee accountability, equity in assignments, management controls, and employee recognition)

Specific courses that focus on remote supervision can be found at:

http://intra.fhwa.dot.gov/opt/training/management_dev/adl_sup_training.htm

ADL Resource Management Requirements

Time and Attendance

Time and Attendance (T&A) records are managed by the Home Office and the supervisor signs the T&As acknowledging approval. Leave should be requested by the ADL employee via the approved time and attendance process for their office for tracking purposes. Leave should be requested in advance of its occurrence for supervisory approval. Exceptions may be approved in exceptional or emergency situations.

Employee Outlook calendars should be kept up to date and access granted to approved staff in the employee's Home Office and work team.

The ADL employee must request approval from his/her supervisor via e-mail or telephone of any changes to his/her regular schedule (such as changes to teleworking days or locations, requests to change regularly scheduled days off, changes in work hours, etc.).

ADL positions are deemed eligible to telework in accordance with FHWA policy <http://www.fhwa.dot.gov/legsregs/directives/orders/36201.htm>. Telework agreements must be signed prior to its occurrence and all FHWA policies governing telework are applicable.

The Host Office may request employees to sign in (electronically or in person) for security and/or emergency planning purposes.

Travel

Travel for the ADL employee is funded by the employee's Home Office and managed in accordance with FHWA's travel policy procedures.

ADL employees must follow FHWA travel card procedures, ensuring bills are paid appropriately and timely.

The Home Office will provide assistance as needed on travel arrangements, authorizations, and vouchers.

Training

The ADL employee's Home Office is responsible for funding the employee's training requests, per the employee's Individual Development Plan and/or performance plan.

Participation in all training activities, on site or off site, must be pre-approved by the ADL employee's supervisor.

The ADL employee, with supervisory approval, can participate in corporate training activities provided in the ADL host office, such as the manager's videoconferences or other

general training sessions.

Online courses should be discussed with the supervisor prior to their start and their completion documented in TMS, as well as in the employee's performance work plan.

Supplies

The Host Office will provide day to day supplies to the ADL employee, such as paper, pens, post-it notes, calculator, stapler, etc. There should not be a significant net burden to the operating budget of the Host Office.

Office Furniture and IT Equipment

The ADL Coordinator will work with the Host Office to provide appropriate office furniture and space for the ADL employee. The ADL employee's Home Office will be responsible for purchase and arrangement of Information Technology (IT) equipment.

Administrative Support

In general, the Home Office is responsible for providing administrative support for ADL employees. Local office administrative staff may occasionally be asked to provide some ancillary support.

IT Support

Routine IT support will be comparable to that provided to all Host Office employees. IT support beyond that, or special IT needs, will be provided by the Home Office.

Performance Management for ADL Employees and Supervisors

Performance Management is a key element in all successful organizations. Linking individual performance goals with the organizations objectives, monitoring progress and measuring results is important in all FHWA supervisor/employee relationships and is a key driver in the Agency's success. All performance management should be in accordance with <http://www.fhwa.dot.gov/legsregs/directives/orders/m30001c/p1ch5s2.htm>

Good performance management practices can be applied to remote and co-located employees with equal effectiveness. Managing performance by developing specific and quantifiable objectives, with defined tasks and measures so that performance can be more accurately evaluated from a distance, are keys to managing remotely supervised employees. Those practices are also beneficial in more traditional settings. The greatest difference involves the method by which supervisors monitor the performance of an employee, since physical monitoring is not feasible.

Key Components of Performance Management for ADL Employees

1. Establishing an Employee Performance Plan.
2. Monitoring Employee Performance – ongoing monitoring with an official mid and end of year performance review at a minimum.
3. Evaluating Employee Performance – employee is evaluated against their individual performance plan at the end of the rating year.
4. Employee Development – determining skill gaps and identifying training needs.
5. Recognizing employees based on performance.

- **Employee Performance Plan**

- a. Develop employee performance objectives and measures:
 - Performance plan objectives and measures for the Employee Performance Plan are developed jointly between the ADL employee and supervisor at the beginning of the performance rating cycle, or within 30 days of the employee entering on duty.
 - Employee and supervisor must sign the employee performance plan.
 - The employee performance objectives must align with national and/or unit objectives.
 - Performance objectives should be measured by specific accomplishments or outcomes, deliverables, and customer/partner feedback.
 - Measures must be specific, achievable, realistic, time-based, and linked to key results. They can be based on reliable and true data for

measuring (work logs, satisfaction surveys, accomplishment of activity by target date).

- Employee and supervisors should agree to specific timeframes and/or specific dates for accomplishments.

- **Monitoring Employee Performance**

- a. Monitoring performance is an on-going activity that will require supervisors of ADL employees to be proactive in assessing the employee's work.
- b. Supervisors should establish one or more of the following performance planning controls to ensure agreement on work performance and activities, and provide employee feedback:
 - Regularly scheduled weekly meetings (via video, teleconference or Web conference) to discuss the status of work activities, milestones, measures, and accomplishments.
 - Weekly/Monthly work activity reports; employee accomplishment reports, or use of a time tracking system.
 - Customer/partner feedback is requested and evaluated on a regular basis (informal and formal feedback methods, such as surveys, emails, personal contacts, and other forums).
 - Complimentary or negative feedback is documented and shared as appropriate.
 - In-person meetings with supervisor/full team one or more times per year.
- c. A formal mid-point performance feedback meeting is required. The employee and supervisor must sign the acknowledgement on the performance appraisal form.
- d. If at any time during the performance appraisal cycle, performance is reviewed as below an acceptable level, the supervisor must address the performance deficiencies immediately with the employee and document the results. If the employee performance does not improve, the FHWA performance improvement process must be followed and performance standards must be reassessed and/or redefined to ensure they are measurable and clear.

- **Evaluating Employee Performance**

- a. At the end of the appraisal period, the supervisor assigns the final rating and meets with the employee to discuss accomplishments, measured results, and overall rating.
- b. Goals/objectives and activities for the upcoming year should be discussed with the supervisor.

- c. Performance that does not meet the performance objectives and is evaluated as “fails to meet,” must follow the FHWA performance improvement plan procedures as outlined in the Personnel Management Manual (PMM) for Performance Management System:
<http://www.fhwa.dot.gov/legsregs/directives/orders/m30001c/p1ch5s2.htm>.

- **Employee Development**

- a. Each ADL employee must have an Individual Development Plan (IDP), outlining short and long term career goals.
- b. Training and/or learning opportunities are defined and requested based on IDP and supervisor assessment of employee’s skill gaps and/or developmental needs.

- **Employee Recognition**

Employees should be recognized for meeting their performance objectives as outlined in the Agency’s awards and recognition policies under the FHWA PMM for Awards and Recognition:
<http://www.fhwa.dot.gov/legsregs/directives/orders/34511.htm>

Employees Working Remotely Prior To the ADL Program

This ADL Program Guide applies to all ADL employees and their supervisors regardless of the employee's organizational location and regardless of when they began working remotely from their work unit.

This ADL Program Guide does not apply to or affect offices that perform Headquarters functions in field locations, such as the Lakewood and Atlanta Administrative Services and the Field Legal Service Teams.

ADL Agreements for Employees, Supervisors, and Host Office Manager

ADL Agreements are required for all ADL positions. Employees, supervisors, and Host Office Managers must sign an agreement within three months after this ADL guide takes effect.

Appendix A

ADL Program Locations

The following FHWA locations have been designated as “Cost Desirable” to house ADL employees:

- . Ames, IA
- . Atlanta, GA
- . Austin, TX
- . Boise, ID
- . Carson City, NV
- . Cheyenne, WY
- . Columbus, OH
- . Dover, DE
- . Harrisburg, PA
- . Indianapolis, IN
- . Lakewood, CO
- . Lincoln, NE
- . Little Rock, AK
- . Madison, WI
- . Nashville, TN
- . Oklahoma City, OK
- . Olympia, WA
- . Philadelphia, PA
- . Phoenix, AZ
- . Raleigh, NC
- . Richmond, VA
- . Sacramento, CA
- . Salem, OR
- . Santa Fe, NM
- . Topeka, KS
- . Vancouver, WA

ADL employees may also be placed in Baltimore, MD and the Matteson, IL Resource Center location as space allows.

Appendix B

ALTERNATIVE DUTY LOCATION AGREEMENT

Introduction

An alternative duty location agreement is an arrangement between an employee and the Agency where the employee works in a location other than that of their supervisor or work unit. This arrangement is intended to be mutually beneficial to the Host Office Manager, the Home Office (via the supervisor) and the employee.

This agreement dated _____ is between

_____ (Employee)

_____ and
(Supervisor)

_____.
(Host Office Manager)

The Agreement

This is to establish terms and conditions of an Alternative Duty Location assignment. The employee is selected to participate in the Alternative Duty Location (ADL) Program and to follow the applicable guidelines and policies of the ADL Program, as well as applicable policies and procedures of the Host Office. The supervisor agrees with the employee's participation in this program. The appropriate Associate Administrator, Chief Financial Officer, Chief Counsel, Director of Field Services, or the Director of Technical Services concurrence is required. The Host Office Manager (HOM) agrees to provide suitable office space, equipment, and support as agreed to by the three parties.

Pay

Salary will be based on the ADL locality pay rate.

Time and Attendance

Time and Attendance (T&A) records are managed by the Home Office and the supervisor signs the T&A's acknowledging approval. Leave should be requested by the ADL employee via the approved time and attendance process for their office for tracking purposes. Leave should be requested in advance of its occurrence for supervisory approval. Exceptions may be approved in exceptional or emergency situations. Failure to follow leave procedures established by the supervisor may result in disciplinary action.

Employee Travel and Training

The Home Office to which the employee reports is responsible for providing training and travel funds, as appropriate, for the employee to continue to develop in their position and to perform their work functions which may require travel. Positions under the ADL program occasionally require additional travel to and from the Host Office to the Home Office. The supervisor must approve all training and travel requests in accordance with Agency policies.

Overtime/Compensatory Time

The employee agrees to obtain supervisor's approval for overtime and/or compensatory time prior to its occurrence. When working at the Host Office, work will be considered normal pay status. An employee working overtime that is ordered and approved by the supervisor will be deemed eligible to receive overtime/compensatory pay, within applicable rules and regulations. The employee understands that unauthorized compensation, due to the employee's action, may result in disciplinary action.

Worker's Compensation

The employee is covered by worker's compensation if injured in the course of performing official duties at the ADL.

Host Office Equipment and Supplies

In order to effectively perform their work, ADL employees may use the Host Office's supplies, such as paper, pens, etc., and equipment such as videoconferencing equipment, printers, copiers, fax machines, and scanner. On rare occasions, with prior approval from the Host Office and supervisor, the employee may use the Government Official Vehicle. All equipment must be protected against damage and unauthorized use. It must be used in a manner that is consistent with Host Office policies and procedures.

Home Office Equipment and Supplies

The Home Office is responsible for providing the employee's specific equipment, such as the computer, personal printer, cell phone (if appropriate) etc.

Employee Accountability

Due to the unique nature of the ADL arrangement, the employee understands that they are responsible for keeping their supervisor informed on work progress, obstacles, and work results. Accountability practices may include weekly written accomplishment reports, regularly scheduled teleconferences, or other activities established by the supervisor. The employee and supervisor will use available technology to regularly communicate, receive and discuss assignments, and to review completed work. Technology would include—but is not limited to—telephone, video conferencing, and Web-conferencing. The employee will complete all assigned work according to procedures mutually agreed upon with the supervisor and outlined in the employee's performance appraisal.

Performance Management and Evaluation

The evaluation of the employee's job performance will be based on established objectives and measurable results as outlined in their performance appraisal. Input may be requested from the Host Office prior to performance discussions. If performance falls below an acceptable level, appropriate performance management actions, in accordance with FHWA policies and procedures, will be initiated.

Dispute Resolution of ADL Issues

Supervisors and employees are strongly encouraged to informally resolve differences and disputes which may arise in connection with any ADL issues. Differences between the employee and the Host Office should be brought to the attention of the ADL Coordinator by the Supervisor.

Work Hours and Location

The employee agrees to work at the Host Office or other approved site such as from the employee's residence per an approved telework agreement between the employee and the supervisor. Employee Outlook calendars should be kept up to date and access granted to approved staff in the employee's Home Office and work team. The ADL employee must request approval from his/her supervisor via e-mail or telephone of any changes to his/her regular schedule (such as changes to teleworking days or locations, requests to change regularly scheduled days off (RDOs), changes in work hours, etc.). Failure to comply with this provision may result in disciplinary action.

The Host Office has the right to adjust the employee's office space (size and location

within office) to meet Host Office needs. Current space management guidelines shall be followed when adjustments are necessary. The employee must follow the Host Office’s policies, rules and regulations as they pertain to the following: dress code, office etiquette, early dismissal due to inclement weather, office closures, and emergency evacuation. The Host Office may request employees to sign in (electronically or in person) for security and/or emergency planning purposes.

In the rare instance of a local emergency situation, the Host Office may direct assignments to the ADL employee(s). In these rare situations, the Host Office is responsible for coordinating assignments with the supervisor of the ADL employee.

The following are the locations which are agreed to as a part of the ADL Agreement.

Official Organization Location:

Alternative Duty Location:

Teleworking Location (if applicable):

We agree to abide by the terms and conditions of this agreement.

Employee: Date

Supervisor: Date

Host Manager: Date

Appendix C

Business Case Guidelines for Requesting Exceptions to the Alternate Duty Location (ADL) Program Guide or Locations

In general, ADL employees may be placed in one of the 26 approved cost desirable locations as well as Baltimore and the Matteson Resource Center location and are subject to all of the ADL guidelines as provided. Exceptions to these locations or this guide are possible, but only upon approval of a business case analysis by the Executive Director.

Based on the guidelines provided in this document, the following examples of exceptions are provided for illustration:

- Request to advertise a position in a non-ADL location.
- Request to reassign an employee to an ADL or non ADL location without competition.
- Request to reassign a current ADL employee to another location without competition.

The following are guidelines on what needs to be included in the business case documentation.

1. Full description of current and proposed future position, location, and the reasons for requesting a change in position/employee location or an exception to the ADL guide.
2. Describe the benefits to FHWA and provide any data analysis that would support your case, as applicable:
 - Improved efficiency or effectiveness of program development or delivery
 - Improved quality of service
 - Improvement in program or technical assistance due to proximity to specific customers
 - Specific skill set that a particular candidate would bring to the position and whether or not the skill set is readily available elsewhere
 - Enhanced candidate pool for a specific vacancy (include supporting evidence, such as failure of an advertisement including ADL locations to produce an acceptable candidate)
 - Lower locality pay costs
 - Lower travel costs
 - Savings in PCS costs
 - Other

3. Describe the benefits to the employee:

- Improved job satisfaction and productivity
- Accommodation of a significant personal or family situation (e.g. child who requires specialized care)
- Other

4. Provide a breakdown of the costs to FHWA, as applicable:

- Differential in locality pay costs
- Differential in travel costs
- Need for additional office space/cost of making adjustments to existing office space/cost for supporting extensive or exclusive work at home
- Any unusual startup costs
- Incurrence of PCS costs
- Anticipated costs incurred to rebuild potentially lost unique expertise

5. Describe the corporate impacts:

- Employee's ability to perform in an ADL environment
- Employee's current performance level
- Employee's ability to be self directed and meet deadlines
- Employee's communication skills
- Employee's ability to overcome lack of physical connection to his or her Home Office or discipline
- Any other potential issues regarding remote supervision of the employee
- Other

The basic question to be answered is why would the proposed exception make good business sense from a corporate perspective for FHWA? Business case documentation should cover all of the above items, as applicable, and contain as many specifics and be as quantitative as possible.

Requests for Exceptions to the ADL Program Guide must be coordinated through the ADL Coordinator, and sent to the Director, Office of Human Resources for review and recommendation. The Office of Human Resources will forward the request, with comment, to the Executive Director for decision. The ADL Coordinator will be notified of all determinations (approved or disapproved). Requests must be made PRIOR to the position being advertised, if applicable.

Appendix D



U.S. Department
of Transportation
**Federal Highway
Administration**

Memorandum

SENT VIA ELECTRONIC MAIL

Subject: **ACTION:** Implementation of
Recommended Changes to Resource
Sharing and Alternative Duty Location Pilot
Programs

Date: April 21, 2010

From: Jeffrey E. Paniati
Executive Director

In Reply Refer To:
HOP-1

To: Associate Administrators
Chief Counsel
Chief Financial Officer
Director, Innovative Program Delivery
Directors of Field Services
Federal Lands Highway Division Engineers
Director of Technical Services
Division Administrators

At the recent Spring Business Meeting, the Federal Highway Administration's (FHWA) extended leadership team was briefed on the findings of the evaluation recently performed for the pilot programs to support Resource Sharing (RS) arrangements in the field and Alternative Duty Locations (ADL) for Headquarters and Resource Center employees that have been in place since June 2008. These evaluation findings led to the development of recommendations by the FHWA Strategic Workforce Council (SWC) on moving both the RS and ADL pilot activities to a more permanent implementation status. The purpose of this memorandum is to formally implement these recommendations. A summary of the SWC recommendations that are being implemented is attached.

In general, the evaluation found that both RS and ADL arrangements can be useful tools in more effectively using FHWA's resources to accomplish our mission and objectives. Resource sharing arrangements range from informal arrangements for mentoring and assistance to shared positions and shared teams to fully merged organizational entities such as the DelMar Division. The RS arrangements can provide greater flexibility in how staff resources are deployed, while allowing Division employees to pursue deeper specialization in a particular area and gain greater diversity in work experience. The RS arrangements are not without potential pitfalls, and several of the implementation actions outlined in the attachment are designed to avoid the pitfalls that were documented during the evaluation. Employees can expect to see RS – in its various forms – continue to be expanded, where



appropriate to enhance program delivery and use limited resources more efficiently. Funding will be provided to support the additional travel required.

The ADL pilot program has been very successful in increasing the size and depth of candidate pools for Headquarters and Resource Center positions advertised with location flexibility, and placement of ADL employees outside Washington, DC. The pilot program has resulted in a net savings in administrative (salary, travel, PCS) costs, though this has varied significantly by employee and location. The pilot has clearly demonstrated that ADL employees can be supported in a cost-effective manner if we are smart about selecting the locations to host ADL employees, focusing on locations with lower salary and travel costs. The SWC conducted an extensive cost analysis of every existing FHWA office location to determine the locations that could cost effectively host ADL employees. The 26 “cost-desirable” locations that resulted from this analysis are listed in the attachment; however, space to host ADL employees is currently available at only 11 of these locations. Expansion of ADL opportunities will be: 1) needs-driven – for positions identified by agency leadership as suitable for ADL flexibility, 2) resource constrained – limited by availability of space in cost-desirable locations, and 3) periodically reviewed – as vacancies occur positions will be evaluated for continuation as ADL. As a result, employees can expect a modest expansion of ADL opportunities in the coming years.

The administrative changes necessary to support implementation of the SWC recommendations are currently being completed. A national videoconference has been scheduled for 1:00 – 2:30 p.m. EDT on April 29 to present and discuss the RS/ADL evaluation findings, SWC recommendations, and the implementation actions outlined in this memorandum. I encourage you and your staff to participate in this discussion.

Attachments

April 2010 Changes to Resource Sharing and Alternative Duty Location Pilot Programs

General

- Resource Sharing (RS) and Alternative Duty Location (ADL) arrangements are no longer being piloted. They are permanent features of how the Federal Highway Administration (FHWA) conducts business.
- Expand duties of the existing ADL Coordinator in the Office of Administration to also include RS arrangements. This position will continue to be responsible as a focal point for tracking use of these flexibilities, developing and maintaining guidance, etc.

Resource Sharing

- RS arrangements should be agreement based.
- RS agreements should include:
 - Approval or endorsement by leadership in all involved offices, by the Office of Human Resources if position redescrptions or reclassifications are required by the Executive Director, or if personnel selections or promotion potential to GS-14 or above are anticipated.
 - Purpose and benefits of the arrangement.
 - Reporting relationships and responsibilities.
 - Standard Operating Procedures.
 - Arrangements for space, administrative, and IT support.
 - Timeframe/method for evaluation of the RS arrangement.
- Funding for RS arrangements over and above normal allocations of GOE funds will be requested by Directors of Field Services through the annual GOE budget process. Prioritization of funding needs and allocation of available funds to individual RS arrangements will be made by the Directors of Field Services.
- All participants in RS arrangements should receive formal training (e.g., working in a remote environment, supervising remote employees).
- Investments in IT resources (e.g., Webcams, file-sharing software, videoconferencing equipment) should be made to support conduct of business from multiple locations.
- Merging Divisions (e.g., DelMar) represents a significant organizational change – when pursued, these should be implemented with a formal change management program, and one leader of the merged organizations should be identified.

ADL for Headquarters(HQ)/Resource Center Staff

- Additional “cost-desirable” locations have been identified as a result of detailed cost analysis (see attached list of locations and currently available space).
- Cost factors to be revisited on periodic basis, which may result in addition or deletion of a small number of locations from the “cost-desirable” list.

**April 2010 Changes to Resource Sharing and Alternative Duty Location
Pilot Programs (continued)**

- Available space in cost-desirable locations is limited. We will explore expansion of available space in a couple of cost-desirable locations to accommodate potential future space needs.
- HQ and Resource Center Managers will continue to annually reassess the potential for ADL positions.
- ADL positions will generally be filled as vacancies occur. Proposals to move HQ or Resource Center staff to ADL locations without competition must be accompanied by a business analysis and submitted to the Executive Director for approval.
- HQ and Resource Center Managers will be permitted to advertise ADL vacancies in any or all cost-desirable locations where space is available, based on a business analysis of the specific position to be announced.
- ADL locations available for a particular vacancy will be specified in the vacancy announcement. Employees should not submit an application unless they are presently at, or willing to relocate to one of the specified locations.
- The Executive Director may approve additional ADL locations for a specific vacancy based on a business analysis.
- ADL flexibility will be offered only to existing FHWA employees (i.e., external vacancy advertisements will not offer location flexibility, other than the four established Resource Center locations for Resource Center vacancies).
- HQ offices with ADL employees in cost-desirable areas more than 100 miles from Washington, DC, will receive a small adjustment in GOE to partially offset the cost of required ADL employee travel to Washington, DC.
- ADL arrangements should be appropriately supported by IT technology (e.g., Webcams, Sharepoint, videoconferencing, etc.) to facilitate communications and coordination.
- Formal agreements, SOPs, and training for involved employees and supervisors are required for all ADL arrangements

Attachment

“Cost-Desirable” Locations and Currently Available Space for ADL Employees

Phoenix, AZ	0
Little Rock, AR	1
Sacramento, CA	0
Denver, CO	1
Dover, DE	0
Atlanta, GA	6
Boise, ID	1
Indianapolis, IN	2
Ames, IA	1
Topeka, KS	0
Lincoln, NE	0
Carson City, NV	0
Santa Fe, NM	0
Raleigh, NC	1
Columbus, OH	0
Oklahoma City, OK	0
Salem, OR	0
Harrisburg, PA	0
Philadelphia, PA	0
Nashville, TN	1
Austin, TX	0
Richmond, VA	1
Olympia, WA	2
Vancouver, WA	0
Madison, WI	1
Cheyenne, WY	0

ADL employees may also be placed in Baltimore, MD (6 currently available spaces) and Matteson, IL (3 currently available spaces) Resource Center locations.

Appendix E

SOPs for Advertising **Alternate Duty Location Positions**

1. Offices wishing to advertise a position as an ADL should contact the ADL Coordinator to discuss the ADL locations with space available at the current time, any open advertisements that may impact your vacancy, and to get oriented to the ADL program. This coordination should occur prior to contact with Human Resources.
2. Upon receipt of an SF-52 vacancy request from an office for one or more ADL locations, the HR Specialist is responsible for checking with the ADL Coordinator to ensure space is available. This coordination must occur prior to advertising the ADL position. Keep in mind that there can be concurrent ADL positions advertised with the same duty locations. Therefore, it is possible that an ADL location may be filled while another ADL vacancy with that duty location is still open.

The HR Specialist should provide the ADL Coordinator with the following information:

- a. Title/Series/Grade of the position,
- b. Requested ADL locations,
- c. Supervisor/Hiring Official,
- d. Copy of Announcement,
- e. Advise the ADL Coordinator if the advertised position is eligible for PCS benefits, and
- f. Any anticipated announcements moving forward within the next 30 days at the same locations.

The ADL Coordinator will respond with an email indicating approval to proceed and indicating locations available with ADL space.

3. Once the ADL Coordinator receives the notification, an email announcement will be sent to the ADL Host Office(s) alerting them of pending actions that will list their location for consideration. At that point, the space at the location should be considered “on hold” and should not be filled by the Host Office.
4. The ADL Coordinator should be immediately informed of any changes to the position (i.e. cancellation of announcement, etc.). If an ADL location becomes filled, the ADL Coordinator will notify the HR specialist as well as the HQ office’s selecting official of any open advertisements that may be effected. This will ensure that the selecting official does not interview/select a candidate for a location that is

no longer available. An “alert” will be added to all ADL announcements advising applicants that an ADL location may no longer be available for consideration. Therefore, applicants will be encouraged to select as many ADL locations as possible for which they will be willing and available to work. The alert will be placed at the beginning of the applicant questionnaire.

5. Once an offer is accepted, the ADL Coordinator should be provided with the Acceptance Letter including:
 - a. Location chosen
 - b. Effective date
 - c. Employee’s name, grade, series and step
 - d. If the selectee is a current employee within the location selected or are they approved for PCS?
6. The ADL Coordinator will then alert the Host Office location of the pending ADL arrival and effective date, and notify the other ADL offices that their location was not selected.
7. Once an ADL employee is brought on board, the ADL Coordinator will contact the supervisor and ADL to facilitate the orientation, review the ADL policy and guide, and obtain the signed ADL agreement with the Host Office.
8. Requests for Exceptions to the ADL Program must be coordinated through the ADL Coordinator, and sent to the Director, Office of Human Resources for review and recommendation. The Office of Human Resources will forward the request, with comment, to the Executive Director for decision. The ADL Coordinator will be notified of all determinations (approved or disapproved). Requests must be made PRIOR to the position being advertised.
9. The ADL Coordinator will provide a quarterly update of the ADL program to HAD, HR and the Executive Director.