

Military Bases



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MILITARY BASE CLOSURES

Federal Programs to Assist
Civilian Employees and their Communities



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TABLE OF CONTENTS

INTRODUCTION	1
PART I: PROGRAMS AND BENEFITS AVAILABLE TO FEDERAL CIVILIAN EMPLOYEES	3
REDUCTION-IN-FORCE (RIF)	3
Deciding Which Employees Lose or Change Jobs	
Determining Rights to Other Positions	
Grade and Pay Retention	
Retraining	
RIF Appeals	
EMPLOYEE RELOCATION PROGRAMS	6
Relocation Allowances	
Homeowners' Assistance Program	
JOB PLACEMENT ASSISTANCE	9
The DOD Priority Placement Program	
OPM Programs	
The Economic Dislocation and Worker Assistance Act (EDWAA): The Job Training Partnership Act (JTPA)-Title III	
BENEFIT ENTITLEMENTS	12
Retirement	
Other Benefit Entitlements	
Severance Pay	
Leave	
Life Insurance	
Health Insurance	
PART II: PROGRAMS TO ASSIST STATES AND LOCALITIES	14
DEPARTMENT OF DEFENSE PROGRAMS	15
The Defense Economic Adjustment Program	
Community Planning Assistance	
DEPARTMENT OF COMMERCE PROGRAMS	16
Special Economic Development and Adjustment Assistance Program	
Grants for Public Works and Development Facilities	
State and Local Economic Development Planning	
Technical Assistance	

HUD PROGRAMS	18
HUD Formula Grants	
CDBG/Entitlement Grants and CDBG/States' Program Grants	
CDBG/ Urban Development Actions Grants	
DEPARTMENT OF AGRICULTURE PROGRAMS	19
Industrial Development Grants	
Community Facilities Loans	
ASSISTANCE FOR ACQUIRING FEDERAL PROPERTY	19
Federal Real Property Assistance Program (Education Programs)	
Surplus Property Utilization Program (Health Programs)	
Outdoor Recreation - Acquisition, Development and Planning Program	
Disposal of Federal Surplus Real Property Program	
APPENDIX	21
Executive Order 12049-Defense Economic Adjustment Programs	

INTRODUCTION

On October 12, 1988, the Congress passed the Base Closure and Realignment Act (PL 100-526) which paves the way for shutting down American military bases for the first time in more than a decade. The Act authorized the Commission on Base Realignment and Closures to recommend a list of military bases to be closed or reduced in size. The Commission's list of recommended base closures and realignments was published on December 31, 1988. The Secretary of Defense, as required by the law, approved the list, with Congress finally accepting the recommended closures and reductions in mid-1989.

Under the Act, closures and realignments may begin on January 1, 1990, and must be completed by December 30, 1995. While the Air Force has already notified its facilities as to the timing of their closures and realignments, the Army is still in the process of finalizing its schedule. In any case, indications are that most of these actions will not be initiated until at least 1991 and many closures and reductions will be phased-in over time.

The Commission's recommendations will affect 145 installations. Eighty-six will be closed fully, five will be closed partially, and 54 will experience a change--an increase or decrease--as units and activities are relocated. Overall, 7,718 civilian positions will be eliminated according to figures developed by the Commission and DOD. The following chart lists base closures and realignments whose *net* result will be civilian job losses.

Base Closures		Base Realignments	
<u>Facility</u>	<u>Jobs Lost*</u>	<u>Facility</u>	<u>Jobs Lost*</u>
Alabama Ammunition Plant, AL	1	Davis-Monthan AF Base, AZ	23
Navajo Depot Activity, AZ	5	Fort Huachuca, AZ	316
George AF Base, CA	506	Naval Station San Fran. (Hunters Pt),CA	93
Hamilton Army Air Field, CA	3	Pueblo Army Depot, CO	542
Mather AF Base, CA	1,012	Fort McPherson, GA	17
Norton AF Base, CA	2,133	Fort Dix, NJ	1,516
Presidio of San Francisco, CA	3,150	Fort Monmouth, NJ	144
Fort Sheridan, IL	1,681	Fort Bliss, TX	83
Jefferson Proving Ground, IN	387		
Lexington-Blue Grass Army Dpt,KY**	1,131		
Naval Station Lake Charles, LA	24		
N Orleans Military Ocean Terminal, LA	6		
Fort Holabird, MD**	52		
Fort Meade, MD**	280		
Army Material Technology Lab, MD	540		
Pease AF Base, NH	400		
Fort Wingate Ammo Storage Dpt, NM	90		
Naval Station New York (Bklyn), NY	544		
Umatilla Army Depot, OR	161		
Naval Hospital Philadelphia, PA	126		
Naval Station Galveston, TX	45		
Fort Douglas, UT	235		
Cameron Station, VA	4,355		
Defense Mapping Agency, VA	12		
Naval Station Puget (Sand Pt.), WA	331		

* Several realigned bases will experience job increases as well as decreases. The number indicated reflects *net* job losses.

** DOD lists these as *partial* closures.

An array of federal programs apply for military base closures and realignments. In an effort to assist PED affiliates, their members, and communities that will be affected by the closures and related job reductions, this manual provides information about and descriptions of those programs. The manual is divided into two sections. Part I describes assistance and benefits programs available to federal civilian employees who face job transfers or losses. Part II describes assistance programs available to localities facing the economic impact of those closures.

PART I: PROGRAMS AND BENEFITS AVAILABLE TO FEDERAL CIVILIAN EMPLOYEES

A wide array of programs apply to federal civilian employees who face job transfers and/or losses due to a base closure. They include standard reduction-in-force (RIF) procedures, which will be used to designate employees who will lose or change jobs in the case of partial closures and realignments resulting in job reductions. In addition, RIF procedures may be applied in the phasing-out of bases moving toward full closure.

Relocation allowances and a Homeowner's Assistance Program apply to employees who will be relocating. Employees will be eligible for special early retirement options or severance pay. In addition, employees maintain certain limited rights to life and health insurance benefits and may be entitled to lump sum payments for accumulated annual leave and retirement contributions.

Job placement assistance will be available through DOD's Priority Placement Program and through Office of Personnel Management (OPM) programs. DOD will also be working with the Department of Labor and State Employment Services to help displaced employees find work in the private sector. In addition, job placement and/or retraining programs are available under Title III of the Job Training Partnership Act (JTPA). Title III deserves special attention, since it allows unions to play a unique and direct role in assisting members facing job losses due to base closures.

REDUCTION-IN-FORCE (RIF)

Standard RIF procedures, which are contained in Chapter 351 of the Federal Personnel Manual (FPM), will apply to varying

degrees in the coming base closures, partial closures, and realignments resulting in job losses. In a RIF, agencies are required to follow a five step process:

- (1) the agency must decide what jobs are affected. This is an independent agency decision, not subject to OPM review;
- (2) the agency determines which employees will lose or change jobs;
- (3) it determines whether employees who lose their jobs have rights to other positions;
- (4) the agency issues notices to the affected employees at least 30 days before the reduction is scheduled to take place. In the case of the coming base closures and realignments, DOD intends to give at least 60 days notice; and
- (5) career and career-conditional employees are provided job placement assistance.

This section focuses on steps (2) and (3) of the RIF process. In addition, a description of employee grade/pay retention, retraining and appeal rights in a RIF are included. Step (5), job placement assistance, is discussed in a separate section of our manual. (See pages 9-12.)

Employees whose jobs are transferred to other locations will be given the opportunity to transfer with their jobs. In most cases, steps (2) and (3) will not apply to positions and employees who are being transferred. Steps (2) and (3) will be relevant to non-transferred positions being eliminated in partial closures and realignments leading to reductions. Full base closures and related jobs reductions, in most cases, will be implemented over time. Steps (2) and (3) will be relevant to non-transferred positions during this phase-out process.

DECIDING WHICH EMPLOYEES LOSE OR CHANGE JOBS

Employees compete for retention on the basis of 4 factors:

- type of appointment (tenure),
- veterans' preference,
- total length of civilian and creditable military service, and
- performance ratings.

Generally, veterans with *satisfactory* performance ratings are given higher retention standing than non-veterans.

A veteran who is receiving military retired pay is considered to be a veteran for RIF purposes only if he meets one of the following conditions:

- the retirement was the result of injury or disease received in the line of duty as a direct result of armed conflict;
- the veteran's military service is not based on 20 or more years of full-time active service, not including periods of active duty for training; *or*
- the veteran must have been employed in a position covered by the RIF from November 30, 1964 and continuously employed thereafter without a break of service of more than 30 days.

Competitive Area. First, the agency fixes the competitive area--the geographic and organizational limits within which employees will compete for retention. A competitive area may consist of all or part of an agency. A minimum competitive area is defined as a bureau, major command, directorate, or equivalent major agency subdivision within the local commuting area. Agencies must obtain OPM's prior approval for changes made less than 90 days before a RIF. In the field, the minimum competitive area is an activity under

separate administration within the local commuting area.

The local commuting area includes any population center, or two or more neighboring ones, and the surrounding localities in which people live and can reasonably be expected to make daily round trips to and from their usual employment. The areas are established by each agency for its own internal use. OPM does not establish standardized local commuting areas for RIF purposes.

Competitive Level. Next, the agency groups positions by type, classification series, and grade of work. Similar jobs are grouped together in this way to make clear which employees are in competition. For example, GS-2 typists are listed with other GS-2 typists, GS-9 accountants are listed with other GS-9 accountants, etc.

Retention Registers. At this point, a formula combining the four factors mandated by law--tenure, veterans' preference, length of service, and performance--is used to rank employees. Employees in the kinds of jobs to be affected (for example, GS-3 stenographers) are ranked on a retention register in three groups according to type of appointment (tenure).

Group I includes career employees who are not serving probation. **Group II** includes career employees who are serving probation and career-conditional employees. **Group III** includes term employees, status quo employees, and employees serving under temporary appointments pending establishment of registers. Each of the groups is divided further into three subgroups: **AD** for veterans with compensable service-connected disabilities of 30 percent or more; **A** for other veterans; and **B** for non-veterans.

Within each subgroup, employees are ranked by service dates reflecting their total federal service (civilian and creditable military). Additional service credits are added based on the average of an employee's last three annual performance ratings, using a formula that adds 20 years for each *outstanding* rating, 16 years for each *exceeds fully successful* rating, and 12 years for each *fully successful* rating. The average is rounded to the next highest number.

The selection of employees to be released within a competitive level begins at the bottom of the retention register, that is, with the employee in the lowest subgroup who has the latest service date. Employees released out of regular order, an exception that requires certain specified conditions, must be notified of the reasons and of their right to appeal the action to the Merit System Protection Board (MSPB).

DETERMINING RIGHTS TO OTHER POSITIONS

Employees in Group III have no right to another job. When their position is reached on the retention register, they can be terminated. When Group I or Group II employees are released from their own jobs, they are entitled to a reasonable offer of assignment as long as they do not have a current annual performance rating of *unsatisfactory* and if their agency has a suitable job which they can take by *bumping* or *retreating*.

Bumping means taking the job that is occupied by an employee in a lower subgroup. An employee can retreat to, that is take back, a job that he/she formerly held as long as it is occupied by an employee with a later service date in the same subgroup. An employee with a current performance rating of *minimally successful* can only retreat to a position held by an employee with the same or lower rating. A full-time employee cannot bump or retreat to a

position held by an other-than-full-time employee. However, the agency, at its discretion, may offer a full-time employee a vacant, other-than-full-time position instead of the employee's separation by RIF.

If there are no jobs to which a released employee has a right, the agency may terminate the employee. If a reasonable offer is made and declined, the agency is not required to make a second offer and may terminate the employee. A reasonable offer is a job within 3 grades (or multi-grade intervals when the job skips more than one grade at a time) of the employee's present position. A suitable job is at the same or lower grade in the same competitive area for which the employee is fully qualified and able to do work without undue interruption of that job.

GRADE AND PAY RETENTION

An employee placed in a lower-graded position as a result of a RIF is entitled to retain their grade for two years. The retained grade will be treated as the grade of the new position for most purposes including pay, retirement, life insurance, eligibility for training, promotions and within-grade increases.

After the two-year period, the employee's grade may be lowered although pay retention is an indefinite entitlement. However, retained pay at that time may not exceed 150 percent of the top rate of the new reduced grade. At the time of each annual pay adjustment, the employee will receive only 50 percent of the increase in the maximum rate for the new reduced grade. Specific information regarding grade and pay retention, including examples, can be found in FPM Supplement 990-2 Book 536.

RETRAINING

While the law does not require retraining for employees facing job losses in a RIF, there

is language to encourage and permit such training. Employees and their unions should check with their agencies to see if this option is being explored. In addition, job retraining may be made available under Title III of the Job Training Partnership Act (JTPA). (See pages 11-12.)

Section 3(9) of the Civil Service Reform Act (PL 95-454) states that

"the training program of the government should include retraining of employees for positions in other agencies to avoid separations during reductions in force and the loss to the government of the knowledge and experience that these employees possess."

In addition, Title 5 of the U.S. Code, Section 4103 includes the following language:

"(b)(1) Notwithstanding any other provision of this chapter, an agency may train any employee of the agency if the head of the agency determines that the employee will otherwise be separated under conditions which would entitle the employee to severance pay under section 5595 of this title."

RIF APPEALS

Employees in a bargaining unit covered by a negotiated grievance procedure that does not exclude RIFs, must use the negotiated grievance procedure. They may not appeal RIF actions to the MSPB, except when allegations of discrimination are part of the employee's grievance. In such cases the employee may:

- use the negotiated grievance procedure;
- appeal to the MSPB; or
- where applicable, appeal to the Equal Employment Opportunity Commission (EEOC).

EMPLOYEE RELOCATION PROGRAMS

Two programs provide assistance associated with moving to new locations as a result of job transfers or losses. Relocation allowances are provided to help cover the costs of transporting employees, their families, and households to new locations. Costs the government will pick up include:

- moving and transportation of household effects,
- certain costs associated with buying and selling a home,
- a house hunting trip to the new location, and
- temporary quarters subsistence expenses.

In addition, agencies may enter into contracts with private firms to provide relocation services to agency employees. Transferring employees should check with their agencies to find out whether and what kind of services are offered under this program. In situations where the real estate market is severely affected by full or partial base closures, separated employees may receive assistance under the Homeowners' Assistance Program.

RELOCATION ALLOWANCES

The following provides a summary of selected rules and regulations governing relocation allowances applicable to job transfers resulting from the upcoming base closures and realignments. These rules are found in Chapter 2 of the Federal Travel Regulations (FTR), FPMR 101-7.

In General, travel, transportation, moving and/or storage of household goods, and other allowances are provided if a job transfer is in the interest of the government and the employee agrees to remain in government service for one year following the date of transfer. This one-year commitment may be

waived by the employing agency for circumstances beyond an employee's control. Agencies must give employees at least 30 days notice of the transfer, although exceptions are permitted in special circumstances. The agency must also provide a written travel authorization. In most circumstances all authorized travel and transportation of persons and household goods must be completed as soon as possible, but no later than two years after the effective date of the transfer. Employees are entitled to Chapter 2 allowances in effect on the date they report to their new work station.

En Route Travel Expenses. Common carrier transportation or the use of a privately owned automobile by the transferred employee and authorized family members for travel to the new permanent duty station are allowable expenses. For 1989, automobile mileage rates are as follows:

- \$0.15 per mile for an employee travelling alone;
- \$0.17 for an employee travelling with one family member;
- \$0.19 for an employee travelling with two family members; and
- \$0.20 for an employee travelling with three or more family members.

Per diem is generally allowed for expenses incurred by employees and their immediate family when en route between the old and new duty station. A *lodgings-plus per diem* system is the predominant reimbursement system for travel within the continental United States. Under the lodging-plus system, employees are reimbursed for the actual cost of lodging plus a flat daily allowance for meals and incidental expenses. In 1989 the flat daily allowance is \$26 and \$34 depending on the locality involved. The total may not exceed the applicable maximum locality per diem rate. Rules and regulations defining per diem and a listing of

the maximum per diem rates for 459 defined localities within the contiguous United States (the lower 48 states) are found in Chapter 1 of the Federal Travel Regulations (FTR).

Travel Associated with Finding a New Residence. The costs of travel and transportation for one round trip, not to exceed 10 calendar days including travel time, by the transferring employee and his/her spouse in order to find a new residence prior to relocating, are an allowable expense. Separate round trips by the employee and the spouse may be allowed if the overall cost to the government is no more than the cost of one round trip with the couple travelling together.

Miscellaneous Expenses Associated with Leaving Old and Establishing New Residences. A miscellaneous expense allowance is generally authorized to help cover various costs associated with discontinuing residence at the work duty station and establishing a residence at the new station. Allowances that will be paid without supporting documentation are:

- \$350 or the equivalent of one week's basic pay, whichever is less, for an employee without immediate family; or
- \$700 or the equivalent of two weeks' basic pay, whichever is less, for an employee with immediate family.

Greater allowances may be approved if supported by acceptable evidence justifying the amounts claimed. However, this allowance may not exceed one week's basic pay at the new location for a single employee, or two weeks basic pay for an employee with immediate family. In no case can this allowance exceed the maximum rate of grade GS-13 at the time the employee reports for duty.

Expenses Related To Residence/Lease Transactions. The government will, to the extent allowable, reimburse a transferring employee for required expenses in connection with the sale of a residence at the old work station, with the purchase (including construction) of a residence at the new duty station, or with the settlement of an unexpired lease. Reimbursable expenses include broker's fees, real estate commissions and other expenses such as advertising, selling, appraisal, and certain legal and miscellaneous costs. The total amount of reimbursable expenses cannot exceed 10 percent of the actual sale price or \$17,177, whichever is less, and 5 percent of the purchase price or \$8,589, whichever is less. Expenses for settling an unexpired lease for the old residence or a lot on which a mobile home that served as the employee's residence was located are generally reimbursable if properly documented.

Temporary Quarters. The transferring employee and immediate family may be authorized subsistence expenses for up to 60 days while living in temporary quarters at the new work station. An additional period of up to 60 consecutive days may be authorized for compelling reasons. Reimbursement is based on the actual and itemized expenses incurred, but may not exceed prescribed maximum amounts for the employee and each family member. The maximum amounts are based on the maximum per diem rate prescribed for the locality in which the temporary quarters are located.

Transportation/Temporary Storage of Household Goods. An 18,000 pound maximum weight limit applies to allowances for the transportation of household goods. In instances where the weight of professional books, papers, and equipment cause an employee's household goods to be in excess of this maximum weight allowance, these personally owned items may be transported to

the new permanent work station as an administrative expense of an agency.

Use of the *commuted rate system* is generally required for the reimbursement of expenses for transporting household goods. However, the *actual expense* method may be used if it results in a savings to the government of \$100 or more. Under the commuted rate system, employees make their own arrangements for transporting household goods. They select and pay the carriers themselves, or they may transport household goods by non-commercial means. Employees are then reimbursed in accordance with schedules of commuted rates published by the General Services Administration (GSA). The commuted rates include the cost of line haul transportation, packing, crating, and other accessory charges. If the actual expense method is used, the government is responsible for selecting and dealing with carriers and with related administrative services.

Temporary storage of household goods is allowed for up to 90 days. This time limit may be extended by an agency for an additional 90 days under certain circumstances upon the employee's written request.

Relocation Income Tax Allowance (RIT). Payment of a RIT allowance is authorized to reimburse eligible transferred employees for most, if not all, additional federal, state, and local income taxes they may incur as a result of receiving certain travel, transportation, and relocation allowances.

HOMEOWNERS' ASSISTANCE PROGRAM

Section 1013 of the Demonstration Cities & Metropolitan Development Act (PL 89-754) authorizes the Secretary of Defense to provide financial help to homeowners employed at military installations which are being closed, partially closed, realigned or reducing their scope of operations. The Department of the

Army acts as executive agent for the DOD in administering the program for all military departments.

A number of conditions must be met before benefits can be paid. There must be a decline in the market value of the employee's home which can be shown to have been caused by the base closure or reduction. The government judges local market conditions and determines whether a base closure or reduction has caused reduced home market values.

A federal employee, other than a temporary employee serving under a time limitation, may be qualified if the job loss is a result of a base closure or reduction. The employee must be the owner-occupant of the house when the closure/reduction, is announced, when the employee is transferred, or when the employee is terminated. The employee must be relocating beyond a normal commuting distance from the home for which assistance is being sought. An employee may also qualify if he/she is involuntarily unemployed and able to demonstrate financial hardship that mortgage payments and related expenses cannot be met.

The following service requirements apply to civilian employees:

- the employee must be employed at the installation when the closure or reduction is announced; *or*
- the employee must have transferred from the installation, or been separated as the result of a RIF, within the six months prior to the announcement.

Eligible homeowners may choose one of three types of assistance. They may choose to:

- take a cash payment to cover part of their losses resulting from a private sale of the home; *or*
- to sell their home to the government; *or*
- be paid losses incurred as a result of the foreclosure of a mortgage on the dwelling.

If the home is sold on the open market, the amount paid can't be more than the difference between 95 percent of the fair market value of the property before the announcement of closure/reduction and the fair market value at the time of the sale.

A homeowner can only sell to the government after having made a reasonable effort to sell the property on the open market. In this case, the amount paid can't be more than 85 percent of the fair market value of the property before the announcement minus the amount of outstanding mortgage balances, which the government will pay or take over.

If the balances are greater than 85 percent, the government will take over the property and pay or assume the mortgage liabilities but will not give any cash payment to the homeowner. In the case of foreclosures, the homeowner may be reimbursed for amounts paid out as a result of that foreclosure. The payment may include direct costs of foreclosure and expenses and liabilities enforceable under the terms of the loan agreement for the home, or it may include debts established against the owner by a federal agency.

JOB PLACEMENT ASSISTANCE

Employees whose jobs are eliminated will be given priority to vacant positions in the DOD and other federal agencies through DOD's Priority Placement Program and OPM's Displaced Employee Program.

Demoted employees who are entitled to grade retention following a change of position or reclassification will be given priority to other DOD commuting area vacant positions in grades which are equal to their retained grades.

OPM's Interagency Placement Assistance Program seeks to provide assistance when a RIF is anticipated but before job eliminations and which employees are to be separated are specified. In addition, the DOD will be coordinating with the Department of Labor and State Employment Services to help displaced employees find jobs in the private sector. Job placement and/or retraining assistance is also available under Title III of the Job Training Partnership Act (JTPA).

THE DOD PRIORITY PLACEMENT PROGRAM

DOD's Priority Placement Program uses a computerized system to match the skills of displaced employees with vacant DOD positions. The DOD attempts to place employees as close to their current duty station as possible, but if the new job involves a move, relocation allowances to cover costs are paid by the government. If the new job is at a lower grade level, the employee's grade or pay are saved as described in the RIF section. (See page 5.)

The DOD Data Support Center (DDSC) serves as the operating center for the program. Displaced employees must fill out registration forms, which are made available through DOD civilian personnel offices, who then submit completed forms to the DDSC. The offices provide counseling and register employees for jobs on the basis of their skills and grades and for locations that the employee finds acceptable. Employees are permitted to register for up to five skills for which they are fully qualified at their current grade. They can register for positions up to three grades lower than their current grade.

The DDSC, on a weekly basis, issues a computer listing to all DOD activities which reflects the skills/employees available to that location. This is called the *stopper list*. Each of the approximately 760 DOD activities employing 50 or more civilians receives a unique stopper list that only includes registered employees available for that specific location. The civilian personnel offices continuously match vacant positions against the stopper list. When a match of occupational series and grade occurs, a requisition is telephoned into the DDSC and resumes of registrants are dispatched the following day. At this point, all promotion, reassignment, and hiring actions are deferred until matched employees either reject or accept the available position.

Employment offers are always communicated between civilian personnel offices. Upon receipt of an offer, the registering activity relays it to the matched employee, who is given only 24 hours to accept or decline. If he/she declines a valid offer, that is, an offer that does not significantly change the conditions of employment and is for a skill, grade, and location agreed upon during the registration process, the employee is permanently removed from the placement program.

OPM PROGRAMS

Displaced Employee Program (DEP). Displaced employees are entitled to registration by their agency into OPM's Displaced Employee Program. Preferably, employees should apply before being separated, and they may not apply later than 90 days after separation. Upon their registration, OPM initiates a number of actions aimed at continuing their employment within the federal service. Placement efforts seek to place displaced employees either in the same area or in other areas in which they may be interested in working. When an agency puts in a request to fill a position for which the

displaced employee is qualified, OPM sends the employee's name to that agency for priority consideration.

Current or former career or career-conditional employees, as well as excepted service employees who have competitive status, are eligible for this program when they have been separated under a RIF, or if they decline to transfer with their position to another commuting area or accept reassignment to another commuting area. Employees with career tenure stay on the roster for priority consideration for two years, while career-conditional employees stay on the roster for one year.

Interagency Placement Assistance Program (IPAP). Through this program OPM provides assistance to employees faced with possible RIF separations. This assistance is available when it is known that a RIF is pending but not which specific jobs or employees will be affected. The program is a voluntary cooperative effort among federal agencies, state and local governments, and private sector employers. It seeks to place employees in jobs within government or the private sector. The program works in much the same way as the DEP, in that registrants are considered before outside candidates.

**THE ECONOMIC DISLOCATION & WORKER
ADJUSTMENT ASSISTANCE ACT (EDWAA):
THE JOB TRAINING PARTNERSHIP ACT (JTPA)-
TITLE III**

The Economic Dislocation & Worker Adjustment Assistance Act (EDWAA), PL 110-418, which makes up Title III of the Job Training Partnership Act (JTPA), establishes reemployment and retraining programs for dislocated workers. Federal employees who have lost their jobs or who have been notified that they will lose their jobs as the result of a base closure may be eligible for Title III assistance programs. Funding for job

placement assistance and retraining programs is distributed at three levels of government: national, state, and substate.

Title III is structured in such a way that unions can play a unique and direct role in assisting members facing job losses due to base closures. The Human Resources Development Institute (HRDI) of the AFL-CIO has extensive experience in helping AFL affiliates obtain Title III job placement and retraining assistance. In addition, HRDI works with AFL-CIO state federations and local central bodies regarding state/local level job placement/retraining programs. The PED has been in contact with HRDI on the upcoming base closures and is ready to act as a coordinator with HRDI to help affiliates get Title III assistance.

National Level Programs. Twenty percent of Title III funds are distributed by the Secretary of Labor for discretionary programs. The Secretary of Labor is authorized to make grants for a variety of specific kinds of projects, including projects related to mass layoffs. Unions representing federal employees at bases slated for closure may submit proposals for establishing job placement and/or retraining assistance programs directly to the Secretary of Labor. Applications can be obtained from regional offices of the Department of Labor, from HRDI, or from the PED.

State Level Programs. Eighty percent of Title III funds are distributed to the states. Of these funds, 40 percent is available to state governments for administration and rapid response activities. Title III creates a *Dislocated Worker Unit* at the state government level to oversee rapid response activities in the case of plant closings or mass layoffs. A *rapid response team* is created in each state as a part of these activities. This team, if appropriate, will help to establish a labor-management

committee at the affected site to coordinate and oversee retraining and job placement activities. To be successful, labor representatives must be involved from the start in any such effort. AFL-CIO state federations can apply directly to state governments to obtain grants for a labor liaison or labor coordinator to be a part of a rapid response team targeting a particular base closure and to coordinate labor participation in reemployment activities around the state.

Substate Level Programs. The remaining 60 percent of Title III state funds are provided to local areas through distribution to more than 600 *Service Delivery Areas* (SDAs) and their local *Private Industry Councils* (PICs). The PICs are business-dominated councils that advise and oversee local JTPA programs in partnership with each SDA. Each PIC has at least one member from organized labor who represents the interests of workers affected by JTPA. Funds are to be used for:

- basic readjustment services such as job counseling, assessment, and relocation, and
- for retraining services such as classroom training, on the job training, and basic and remedial education.

Local unions and local central bodies can apply to the SDA/PIC to provide these services as subcontractors.

BENEFIT ENTITLEMENTS

Employees who lose their jobs in a RIF as a result of base closures or reductions are entitled to a number of benefits. Beyond the normal retirement annuity available to all federal employees meeting basic age and service requirements, employees facing a RIF are eligible for two special retirement options: the RIF retirement option or the discontinued service retirement option. Non-retiring

employees are entitled to severance pay and refund of their retirement contributions. Separated employees also receive a lump sum payment for accumulated leave and maintain certain limited rights to their life and health insurance benefits.

RETIREMENT

Major RIF Retirement Option. Earlier than normal retirement is permitted in the case of base closures/reductions under this option. It applies only after OPM has determined that an agency is undergoing a major RIF, reorganization, or transfer of function that will result in a significant number of employees losing their jobs or having their pay reduced. The option applies only to employees in geographic areas, occupations, and during limited time periods specified by OPM. If the retiring employee is under age 55, the annuity is reduced two percent for each year under 55.

The following age and service requirements apply:

- The employee must have served under the retirement system for at least one year within the two-year period immediately preceding the separation upon which the annuity is based.
- The employee must be at least 50 years old and completed 20 years of creditable service, including five years of civilian service; or regardless of age, the employee must have completed 25 years of creditable service, including five years of civilian service.

Discontinued Service Retirement. This second option for earlier than normal retirement applies to employees who involuntarily lose their jobs and who have not declined a reasonable job offer within their agency. The offer must be for a job in the employee's commuting area, at the same

tenure and work schedule, and may not be lower than two grades below the employee's current position. As with the Major RIF Retirement Option, the annuity is reduced two percent for each year under 55 years of age. Age and service requirements are also identical to those under the Major RIF Option.

Civil Service Retirement System (CSRS) versus Federal Employee Retirement System (FERS). Both the Major RIF Retirement Option and the Discontinued Service Retirement are identical in terms of eligibility, age, and service requirements under the two federal employee retirement systems. Differences occur in the formulas used to compute the amount of an annuity. In addition, because FERS incorporates social security coverage supplemented by a basic annuity plan, a special supplement is provided to employees retiring before age 62. The special supplement was designed to provide an adequate annuity for those who retire before becoming eligible for social security benefits and ceases when the retiree becomes eligible for social security at age 62.

Deferred Annuities. Employees who are separated as the result of a RIF, who have been employed under the retirement system for at least one year within the two-year period immediately preceding the separation, who have completed at least five years of civilian service, and who have not been refunded their retirement contributions are eligible to receive a deferred annuity starting at age 62. The deferred annuity is computed under the law in effect on the date of the employee's separation.

Retirement Contribution Refunds. Employees who lose their jobs can choose a refund of their retirement contributions in lieu of a deferred retirement. This is the only option for employees with less than five years of civilian service.

OTHER BENEFIT ENTITLEMENTS

Severance Pay. Employees who lose their jobs as the result of a RIF who have served at least 12 continuous months in an appointment without time limitation, who are not entitled to an immediate annuity, and who are not drawing a government annuity from other service such as military service, are generally eligible to receive severance pay. The maximum allowance is one year's pay, and it ceases if the employee is reemployed by the federal government. The following age and service requirements apply:

- one week's salary at the basic rate of pay for each year of the first 10 years of service;
- two week's salary for each year of service after 10 years; *and*
- an age adjustment allowance of 10 percent of the total basic severance allowance for each year the employee is over age 40.

Payments are made at the same rate and at the same intervals as the employee's salary was paid.

Leave. All civilian employees are entitled to receive a lump sum payment for accumulated annual leave upon their separation. Unused leave generally is limited to a maximum of 240 hours or 30 days. Employees taking an immediate retirement have their accumulated sick leave credited to their years of service for purposes of computing their annuity.

Life Insurance. Employees who take an immediate retirement continue to receive their regular life insurance coverage free of charge. Coverage continues until age 65, at which time it begins to be reduced at a rate of two percent a month until it reaches 25 percent of the original value. Separated employees who are not retiring have the option to convert, within 31 days, to another life insurance plan

without medical examination days. They pay the full cost of their own coverage.

Health Insurance. Upon retirement civilian employees may continue in the health insurance plans they were enrolled in as active employees, with the government making payments equal to those it makes for active employees. The retiree must have been continuously enrolled or covered as a family member

- for the five years of service immediately preceding retirement, *or*
- for all service since the employee's first opportunity to enroll, *or*
- since at least December 31, 1964.

Separated employees who do not retire receive a 31-day temporary extension of coverage giving them time to convert to a private health insurance plan without having to demonstrate evidence of their insurability. These separated employees pay the full cost of their own coverage.

PART II: PROGRAMS TO ASSIST STATES AND LOCALITIES

Assistance to states and localities whose economies will suffer as a result of base closures and realignments is made available through a number of federal programs. DOD's Economic Adjustment Assistance Program will be most important in any community's response to the economic dislocations that base closures will involve. The program is spearheaded by the President's Economic Adjustment Committee (EAC), which is made up of the heads of 18 federal agencies representing most, if not all, federal sources of funding and other assistance.

For example, the EAC includes the Department of Commerce, whose Economic Development Administration (EDA) administers a number of grant programs that offer economic development assistance to states and localities. A number of grants and other assistance programs that could apply to affected localities may also be available through the Community Planning and Development Administration of the Department of Housing and Urban Development (HUD). Job placement and retraining programs may be available from the Department of Labor (DOL) through its Employment and Training Administration. The Department of Agriculture offers assistance targeting rural areas through its Farmers Home Administration. Programs that may help communities take possession of federal properties at reasonable or no cost are generally administered by the Departments of Education, Health and Human Services and Interior, and by the General Services Administration (GSA). **Each of these are member agencies of the EAC, and they rely heavily on DOD's Economic Adjustment Assistance Program in providing assistance to**

communities facing base closures and reductions.

Between 1966 and 1986, federal government agencies, under the auspices of the EAC, provided \$503 million in adjustment assistance to communities affected by base closures and realignments. However, most of the federal programs that provided this funding were curtailed significantly during the 1980s. Under the Base Closure and Realignment Act mandating the current closures, Congress authorized the Secretary of Defense to provide economic adjustment and community planning assistance if other funding sources are inadequate. The PED will lobby Congress to help assure that sufficient funds are appropriated for dealing with the local impact of the coming base closures and reductions.

On a more positive note, there has been substantial growth in state development agencies over the past two decades. Every state now has such an agency with budgets ranging from \$360,000 to more than \$180 million. These agencies provide a range of assistance programs, including technical and managerial assistance, financial aid, and job training programs. DOD's Economic Adjustment Program coordinates its activities with these state and local agencies in providing assistance to affected localities.

Part II of the manual places its major focus on the broadest and/or most likely sources of federal assistance to states and localities. It includes a detailed discussion of programs offered by the Departments of Defense, Commerce, HUD, Agriculture, Education, Health and Human Services, and Interior, and by the GSA. **Please note that DOL job placement and assistance programs is omitted in this part of the manual, because it already appears in Part I. (See pages 11-12.)** There are other federal agency programs offering assistance, but it is generally of an extremely

targeted or limited nature. They have therefore been omitted. DOD's Economic Adjustment Program will be vital in making sure that communities tap into all available federal assistance.

DOD PROGRAMS

DOD's Office of Economic Adjustment provides two kinds of direct assistance to localities facing economic dislocation due to base closures or reductions: technical advisory services and planning grants.

THE DEFENSE ECONOMIC ADJUSTMENT PROGRAM

Executive Order 12049, dated March 27, 1978, authorizes DOD to provide technical expertise and advisory services to help communities, regions and states alleviate serious economic hardships resulting from DOD program changes, including base closures and reductions. The Executive Order designates the heads of 18 federal executive agencies and departments as members of the President's Economic Adjustment Committee (EAC) with responsibility to support the economic adjustment activities of the Secretary of Defense. The EAC provides the best mechanism for localities to gain federal financial assistance.

The 18 agency members are the Departments of Agriculture, Commerce, Defense, Education, Energy, Health and Human Services, Housing and Urban Development, Interior, Labor, Transportation, and Justice, the Office of Management and Budget, Council of Economic Advisors, Environmental Protection Agency, General Services Administration, and the U.S. Arms Control and Disarmament Agency.

States, localities, other public organizations, or community leadership groups may apply for assistance. There is no application form,

rather a request for assistance is made by letter to the Director, Office of Economic Adjustment, OASD (FM&P), Washington, DC 20301. The Office of Economic Adjustment, which staffs the EAC, generally advises applicants to organize local readjustment committees that include every sector of the community, both public and private. Assistance is then provided to assess the impact of the base closure or reduction, evaluate specific community needs, identify resource requirements and their possible sources, and prepare development strategy and action plans. Federal assistance, whether technical or financial, must be coordinated with and augment state, local and private-sector assistance resources.

The EAC works with local, state, and federal agency representatives and the local readjustment committee to develop strategies and coordinate action plans to generate new jobs and otherwise alleviate serious social and economic effects. The prime goal is to convert former military bases to productive civilian use. Available federal, state, and local government resources are used to spur private sector investments and jobs. Examples of past conversions include development of civilian air ports, schools, hospitals, recreational areas and industrial parks.

COMMUNITY PLANNING ASSISTANCE

DOD's Office of Economic Adjustment is authorized under the Defense Authorization Act (U.S.C. 2391) to award funding grants to assist state and local governments to conduct military base reuse studies and to prepare environmental impact statements that may be required in the reuse of military property. In addition, funding assistance may be awarded to conduct community impact planning. Base reuse studies investigate the most appropriate civilian use for a closing military base. Community impact planning involves the

development of a specific blueprint for converting a military base to civilian use.

State and local governments and regional organizations composed of state and local governments may apply to the Office of Economic Adjustment for assistance under the Community Planning Assistance program. Applications and assistance are available from the Director, Office of Economic Adjustment, OASD, (FM&P), Pentagon, Room 4C767, Washington, D.C. 20301. Telephone: (202) 697-9155.

DEPARTMENT OF COMMERCE PROGRAMS

The Department of Commerce offers a number of funding grants to provide economic development assistance to states and localities through its Economic Development Administration (EDA). EDA's Special Economic Development and Adjustment Assistance Program provides assistance targeted to communities suffering sudden and significant economic dislocation due to plant closings. Military base closures meet this criteria. Other grant programs that may offer assistance to communities facing base closures and reductions include:

- Grants for Public Works and Development Facilities;
- State and Local Economic Development Planning Grants; and
- Technical Assistance Grants

In most cases, at least 25 percent of the projects' costs, in cash or services-in-kind, must be provided through other sources. In all cases, applications and further information is available from the Director, Economic Adjustment Division, Economic Development Administration, Room H 7327, Herbert C. Hoover Building, Department of Commerce,

Washington, D.C. 20230. Telephone: (202) 377-2659.

SPECIAL ECONOMIC DEVELOPMENT AND ADJUSTMENT ASSISTANCE PROGRAM - SUDDEN AND SEVERE ECONOMIC DISLOCATION AND LONG-TERM ECONOMIC DISLOCATION

This program's objective is to assist states and localities develop and/or implement strategies designed to address adjustment problems resulting from sudden and severe economic dislocations (SSED), such as plant closings, or from long-term economic deterioration in the area's economy. Eligible applicants include states, cities, counties, other political subdivisions of a state, and consortia of such political subdivisions. Public or non-profit organizations representing redevelopment areas designated under the Public Works and Economic Development Act of 1975, and Economic Development Districts as established under title IV of that Act also are eligible applicants.

Under the SSED program, grants may be made to develop and/or implement adjustment strategies in response to sudden and severe economic dislocation. Implementation grants may be made for construction of public facilities, provision of public services, business development, technical assistance, training or any other activity that addresses the economic adjustment problem.

GRANTS FOR PUBLIC WORKS AND DEVELOPMENT FACILITIES

The program objective is to promote long-term economic development and assist in the construction of public works and development facilities needed to initiate and encourage the creation or retention of permanent jobs in the private sector in areas experiencing severe economic distress. Eligible applicants include states, cities, counties and other political subdivisions. Private or public non-profit organizations or associations representing a

redevelopment area or a designated Economic Development Center are also eligible to receive these grants.

Grants are awarded for public facilities such as water and sewer systems, access roads to industrial parks, port facilities, railroad sidings and spurs, tourism facilities, vocational schools, and infrastructure improvements for industrial parks. Qualified projects must fulfill a pressing need of the area and must:

- tend to improve the opportunities for the successful establishment or expansion of industrial or commercial plants or facilities,
- assist in the creation of additional long-term employment opportunities, *or*
- benefit the long-term unemployed or members of low-income families.

STATE AND LOCAL ECONOMIC DEVELOPMENT PLANNING

This program aims to help state and local governments formulate and implement economic development plans designed to reduce unemployment and increase incomes. Eligible applicants are the state governor, and the chief executive of cities and counties meeting EDA eligibility criteria. The grants are used for planning staff salaries and related administrative expenses.

TECHNICAL ASSISTANCE

The program objective is to promote economic development and alleviate under-employment and unemployment in distressed areas. The program provides funds for a number of technical assistance programs including the financing of feasibility studies and other projects leading to local economic development. Eligible applicants include municipal or county governments, as well as private non-profit groups and state educational institutions. Technical assistance is used to

provide information, data, and know-how in evaluating, shaping and implementing specific projects and programs related to promoting economic development in economically depressed areas.

HUD PROGRAMS

HUD, through its office of Community Planning and Development, offers several assistance grant programs that may apply to communities facing base closures and reductions.

HUD FORMULA GRANTS

HUD formula grants, offered under the Department's Community Block Development Grants (CDBG) program, allocate monies to states, localities or cities in accordance with specific distribution formulas prescribed by law for activities of a continuing nature, rather than for a specific project. All states and many, if not most, local and city governments, are already participating and receiving funds under these programs. Monies may be available to localities impacted by base closures. Communities should contact their state and/or municipal economic development agencies to ascertain whether funds can be funnelled to communities for projects dealing with the effects of a base closure or reduction.

CDBG/Entitlement Grants and CDBG/States' Program Grants. The stated objective of these two formula and other CDBG grant programs is to develop viable urban communities, by providing decent housing and a suitable living environment, and by expanding economic opportunities, principally for persons of low and moderate incomes.

Cities in Metropolitan Statistical Areas (MSA) with populations of at least 50,000; qualified urban counties of at least 200,000; and cities with populations of under 50,000

which have been designated by the Office of Management and Budget (OMB) as a central city of a MSA are eligible to receive CDBG Entitlement Grants. State governments are eligible for the CDBG States' Program Grants, which must be distributed to units of local government that are not eligible under the Entitlement Grant Program.

Recipients may undertake a wide range of activities directed toward neighborhood revitalization, economic development, and provision of improved community facilities and services. Some of the specific activities that can be carried out include acquisition of real property, relocation and demolition, rehabilitation of residential and non-residential structures, and provision or improvement of public facilities such as water and sewer facilities.

The federal agency contact on these formula grants is Office of Block Grant Assistance, Community and Planning Development, 451 7th Street, S.W., Washington, D.C. 20410. Telephone: (202) 755-5977.

CDBG/URBAN DEVELOPMENT ACTION GRANTS

This CDBG grant is targeted to specific projects whose objective is to assist severely distressed large and small cities, urban counties, and non-distressed cities containing pockets of poverty, as well as other entities, in alleviating economic deterioration through increased public and private investment. Grants must be in support of specific projects for economic development. Eligible applicants are distressed cities and distressed urban counties which meet specified criteria.

For further information contact the Office of Urban Development Action Grants, Community Planning and Development, 451 7th Street, S.W, Washington, D.C. 20410. Telephone: (202) 755-6290.

DEPARTMENT OF AGRICULTURE PROGRAMS

The Department of Agriculture, through its Farmers Home Administration, offers assistance programs that target rural communities and may be applicable in the case of base closures and reductions. For further information on these programs contact the Director, Community Facilities Loan Division, Farmers Home Administration, Department of Agriculture, Washington, D.C. 20250. Telephone: (202) 382-1490.

INDUSTRIAL DEVELOPMENT GRANTS

This project grant seeks to facilitate the development of business, industry, and related employment for improving the economy in rural communities. Eligible applicants include states, counties, small cities, and townships. Grant funds may be used to finance industrial sites in rural areas including the acquisition and development of land and construction, conversion, enlargement, repair or modernization of buildings, plants, machinery, equipment, access streets and roads, parking areas, and transportation serving the site.

COMMUNITY FACILITIES LOANS

This grant program seeks to offer assistance to construct, enlarge, extend, or otherwise improve community facilities providing essential services to rural communities. The assistance is in the form of direct loans. Eligible recipients include city, county and state agencies and political subdivisions of states. Loans can be used for a variety of purposes including fire and rescue services; transportation; community, social, cultural and health services; and industrial park sites.

ASSISTANCE FOR ACQUIRING FEDERAL PROPERTY

A number of programs that might help

communities take possession of federal properties at reasonable or no cost are offered by the Departments of Education, Health and Human Services, Interior, and by the GSA.

FEDERAL REAL PROPERTY ASSISTANCE PROGRAM (EDUCATIONAL PROGRAMS)

The Department of Education offers an assistance program that allows the sale of federal property to states and localities and other entities for educational purposes. The sale is at fair market value, however, a public benefit allowance is given for each month of successfully conducting the proposed publicly beneficial education program. Eligible applicants include state or political subdivision groups, organizations, entities, or institutions providing education programs.

For further information contact the Federal Real Property Assistance Program, Office of the Administrator for Management Services, Department of Education, 400 Maryland Ave., S.W., Room 1175, Washington, D.C. 20202. Telephone: (202) 732-5500.

SURPLUS PROPERTY UTILIZATION PROGRAM (HEALTH PROGRAMS)

The Department of Health and Human Services offers this assistance program to convey or lease surplus federal property for institutions carrying out health programs. Land and buildings may be provided for hospitals, clinics, public health administration, water and sewer development, and rehabilitation programs. States, their political subdivisions and instrumentalities, and tax-supported public health institutions are among eligible applicants for these grants.

Contact the Director, Division of Health Facilities Planning, Office of the Assistant Secretary for Health, Public Health Service, Department of Health and Human Services,

5600 Fishers Lane, Rockville, MD 20857.
Telephone: (301) 443-2265.

**OUTDOOR RECREATION-
ACQUISITION, DEVELOPMENT, AND PLANNING
PROGRAM**

The Department of Interior, through its National Park Service, offers financial assistance to states and their political subdivisions for the acquisition and development of outdoor recreation areas and facilities for the general public. These grants may be used for a wide range of outdoor recreation projects including picnic areas, inner city parks, campgrounds, tennis courts, boat launching ramps, outdoor swimming pools, and support facilities such as roads and water supply.

Contact the Chief, Recreation Grants Division, National Park Service, Department of Interior, P.O. Box 37127, Washington, D.C. 20013. Telephone: (202) 343-3700.

**DISPOSAL OF FEDERAL SURPLUS REAL
PROPERTY PROGRAM**

The GSA offers this program to convey surplus federal property to states and localities to be used for a number of purposes, including parks, recreation, public airports, health facilities, educational facilities, and other general public purposes. Significant discounts of up to 100 percent of value may be available. State and local government agencies are eligible applicants for the program.

Contact the Assistant Commissioner, Office of Real Estate Policy and Sales, Federal Property Resource Service, GSA, Washington, D.C. 20405. Telephone: (202) 535-7084.

APPENDIX

Executive Order 12049

Defense Economic Adjustment Programs

By virtue of the authority vested in me as President by the Constitution of the United States of America, in order to provide coordinated Federal economic adjustment assistance necessitated by changes in Department of Defense activities, it is hereby ordered as follows:

SECTION 1. *Functions of the Secretary of Defense.*

(a) The Secretary shall, through the Economic Adjustment Committee, design and establish an Economic Adjustment Program to assist in the alleviation of serious economic and social impacts that result from major Defense realignments. The program shall provide for:

1. Identification of Defense-related impact problems of States, metropolitan areas, or communities that require assistance.

2. Preparation of development strategies and action plans to coordinate Federal, State and local economic adjustment efforts.

3. Strengthened and uniform economic impact analysis and analysis of community requirements for Federal economic adjustment resources, prior to base realignment action.

4. Timely and earliest possible consultation and cooperation with local, State and Federal officials concerning impact problems and coordinated interagency and intergovernmental adjustment assistance.

5. A clearinghouse service to exchange information among Federal, State and local officials involved in the resolution of community adjustment problems; e.g., previous studies, technical information, and sources of public and private financing.

6. Application of consistent policies, practices, and procedures in the administration of Federal programs that are utilized to assist Defense impact communities.

7. Encouragement of effective State and regional cooperation and concerted involvement of public interest groups and private sector organizations in Defense adjustment activities.

8. Development, with representatives of appropriate agencies, of uniform criteria for the determination of social economic impact of a particular realignment.

9. Identification and strengthening of existing agency mechanisms to better coordinate employment opportunities for displaced agency personnel.

10. Increased attractiveness to the private sector of interim usage of lands and buildings and ways of streamlining property disposal procedures to enable impacted communities to acquire base property for job-generation purposes as military activities phase down.

(b) The Secretary of Defense shall ensure that sufficient resources and personnel are allocated to carry out these functions.

SECTION 2. *Economic Adjustment Committee.*

(a) The Economic Adjustment Committee is hereby continued.

(b) The Committee shall be composed of the following, or a principal deputy, and such others as the President may designate:

(1) The Secretary of Defense, who shall be the Chairman of the Committee.

(2) The Secretary of Agriculture.

(3) The Secretary of Commerce.

(4) The Secretary of Energy.

(5) The Secretary of Health, Education, and Welfare.

(6) The Secretary of Housing and Urban Development.

(7) The Secretary of the Interior.

(8) The Secretary of Labor.

(9) The Secretary of Transportation.

(10) The Attorney General.

(11) The Chairman, Council of Economic Advisers.

(12) The Director of the Office of Management and Budget.

(13) The Director of the United States Arms Control and Disarmament Agency.

(14) The Administrator of the Environmental Protection Agency.

(15) The Director of the Community Services Administration.

(16) The Administrator of General Services.

(17) The Administrator of the Small Business Administration.

(18) The Chairman of the United States Civil Service Commission.

(c) The Committee shall advise, assist, and support the Secretary of Defense's Economic Adjustment activities.

(d) The Secretary of Defense shall provide all necessary administrative support for the Committee.

SECTION 3. *Responsibility of Executive Agencies.*

(a) The head of each agency represented on the Economic Adjustment Committee shall designate a permanent representative to: (1) serve as liaison with the Secretary of Defense's economic adjustment staff, (2) coordinate agency support and participation in assistance projects, and (3) assist in resolving community impact problems.

(b) All Executive agencies shall:

(1) Support, to the extent permitted by law, the economic adjustment assistance activities of the Secretary of Defense. Such support shall include the use and application of personnel, technical expertise, legal authorities, and available financial resources to the extent required to provide a coordinated Federal response to the needs of individual communities, States, and regions adversely affected by necessary Defense changes.

(2) Afford priority consideration to community requests for Federal technical assistance, financial resources, excess or surplus property, or other requirements that are part of a comprehensive plan used by the Economic Adjustment Committee.

SECTION 4. *Construction.* Nothing in this Order shall be construed as subjecting any function vested by law in, or assigned pursuant to law to, any agency or head thereof the authority of any other agency or officer or as abrogating or restricting any such function in any manner.



The White House,
March 27, 1978.

**The Public Employee Department
is composed of 33 AFL-CIO unions
representing 4.5 million public sector workers
on the federal, state, and local levels.**

They are:

**Amalgamated Transit Union
American Federation of Government Employees
American Federation of School Administrators
American Federation of State, County and Municipal Employees
American Federation of Teachers
American Postal Workers Union
Communications Workers of America
Graphic Communications International Union
Hotel Employees & Restaurant Employees International Union
International Association of Fire Fighters
International Association of Machinists & Aerospace Workers
International Brotherhood of Electrical Workers
International Brotherhood of Firemen & Oilers
International Brotherhood of Painters & Allied Trades of the U.S. and Canada
International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers of America
International Chemical Workers Union
International Federation of Professional & Technical Engineers
International Organization of Masters, Mates & Pilots, ILM
International Plate Printers, Die Stammers & Engravers
International Union of Operating Engineers
International Union of Police Associations
International Union, United Automobile, Aerospace & Agricultural Implement Workers of America
Laborers' International Union of North America
National Association of Letter Carriers
Office & Professional Employees International Union
Professional Airways Systems Specialists, MEBA/NMU
Seafarers International Union of North America
Service Employees International Union
Sheet Metal Workers International Association
United Association of Journeymen & Apprentices of the Plumbing & Pipe Fitting Industry of the US
United Brotherhood of Carpenters & Joiners of America
United Steelworkers of America
Utility Workers Union of America**



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