

**UNITED STATES DEPARTMENT OF ENERGY**

**Competitive Sourcing (A-76)  
Plan of Actions & Milestones  
for  
Human Resources Positions**



7/1/02

## **Plan of Actions and Milestones for A-76 Study of Human Resources Positions**

### **Background**

On March 22, 2002, the Secretary of Energy announced that approximately 1,000 DOE federal employee jobs would be evaluated for possible outsourcing. The evaluation process is described in the Office of Management and Budget (OMB) Circular A-76, Performance of Commercial Activities. One of the functions announced by the Secretary is Human Resources (HR). The specific HR functions selected include 98 positions identified by the Department in the 2001 Fair Act inventory in the functional categories of training and personnel administrative support. These positions are located in 10 Headquarters organizations and 11 field sites.

This Plan of Actions and Milestones proposes a redefinition of the scope of the study and outlines the HR Study Team approach and proposes a high level action plan with estimated milestones for conducting the study. Under this redefined approach, the HR study would consist of all Federal training staff and their support contractors department-wide with the exception of the Power Marketing Administrations in accordance with the Department's announced scope of the 2002/2003 competitive sourcing studies. Current estimates are that this would total approximately 158 Federal positions and 69 current support contractor personnel located in approximately 25 organizations and 13 locations. The processes described in OMB Circular A-76, up to and including announcing the selection of a source (i.e., government performance or commercial performance) for performing this proposed HR study, is anticipated to be completed within a 24-month period. This plan is submitted to the DOE Competitive Sourcing Executive Steering Group for review and concurrence.

### **Scope of the Study**

The HR Study Team has spent the last two months analyzing and looking behind the 98 positions identified by the Department in the functional categories originally announced by the Secretary in the HR group. It was obvious to the team from the beginning that neither of the two major subcategories (training and personnel administration support) fully described any discrete function as performed currently in reality in the Department. The following general information is provided on each subcategory as background in understanding the redefined proposal:

Training – As part of the broader HR functions, training functions across the Department as well as government-wide, have experienced significant downsizing over the past decade. During this same period, the Congress, General Accounting Office (GAO) and the Defense Nuclear Facilities Safety Board (DNFSB) have been critical of the Department's efforts to address and improve the competency of our technical workforce. One of the results of trying to manage these conflicting drivers has been the evolution throughout the complex of a variety of creative and non-traditional ways to provide effective training programs in a resource reduced environment. In many organizations, training is provided through collateral assignment of employees who have other primary

## APPROVED PLAN - 07/03/02

responsibilities, e.g., an engineer is assigned to be the technical training coordinator for an organization in addition to performing regular engineering duties. From our cursory analysis and personal knowledge of who does what in this community, the 2001 FAIR Act inventory clearly depicts only a portion of the training function in the FTEs originally listed for study. The study of this entire function would be of significant benefit to the Department and could achieve dramatic savings and efficiencies if studied as a whole. There exists no similar benefit from studying only the FTEs as listed. It should be noted that our initial reviews identified apparent inconsistent and incorrect coding of positions/functions as commercial or inherently governmental. A complete study would level out this playing field as well. Additionally, as a good portion of this function has been contracted out by individual organizations across the complex, a corporate review and study of these multiple support contractor arrangements could achieve significant savings and efficiencies for the Department.

It should be noted that any more efficient organization resulting from a function performed in so many disparate ways throughout the complex (including many collateral duty situations) will yield a complex situation in redistributing work throughout the complex.

Personnel administration support – The functional descriptors for this category were the catchall categories for positions that did not otherwise fit into more discretely defined HR functional categories. Also, similar to the training situation, as the HR functions have been targeted throughout government for downsizing over the past decade, many HR organizations created hybrid positions to perform a combination of HR professional and support functions just to survive. The 27 positions identified in this functional category include secretaries and administrative officers, which provide more management support than personnel support. There is tremendous inconsistency in the FAIR Act categorization of positions throughout the Department which in reality perform personnel administrative support type functions. In fact, the guidance for the 2002 FAIR Act includes encouragement to avoid using these catchall categories for these very reasons.

While personnel support functions and related management support functions exist that are commercial in nature, the identification and scoping of these functions would be a complex and lengthy study. Additionally, all of our major departmental elements with field structures and some of our headquarters program offices are currently contemplating some sort of consolidation of administrative functions. These studies, while just beginning and while very logical on the surface, have already run into significant infrastructure issues that require careful thought before the concept of consolidation can be proven to be efficient on an operational basis. It would make more sense and be more efficient to allow these reorganizational studies to evolve to the point of identifying what administrative functions are ripe for consolidation and study and then deciding whether to use competitive sourcing as a tool.

## APPROVED PLAN - 07/03/02

In attempting to scope this study, consideration was also given to the need for the long term commitment of HR resources to support the other 2002/2003 competitive sourcing studies and resultant reorganizations, out placement efforts and reductions in force. The HR community will not be able to effectively support these broader competitive sourcing efforts, adequately provide and re-engineer basic HR services, support the numerous complex reorganization and workforce reshaping efforts concurrently being planned and implemented throughout the Department, manage and implement the variety of human capital initiatives within the President's Management agenda while conducting two complex competitive sourcing studies impacting the HR community. For these reasons, the following recommendation is provided:

**Recommendation to modify the scope of the HR study** – Broaden the training study to encompass the full function (except at the PMAs) estimated at approximately 158 Federal positions and 69 support services contractor positions which provide the training program and services to the Federal workforce. Eliminate for this year the study of any personnel administrative support functions.

### **Concept and Vision of the Modified Study**

Training consists of several primary functions performed in multiple locations via vastly different and non-traditional approaches as described above. Based upon our preliminary analysis of records and information available, it is estimated that this will be a 24-month study. A worksheet is attached to this plan reflecting data gathered from available records and estimates made on our knowledge of the program.

A significant effort will be the further, more detailed, identification of positions throughout the complex involved in performing these functions. Based on data gathered and validated from this preliminary planning exercise, the draft action plan will be appropriately modified. The attached worksheet also reflects the locations and organizations where these functions are performed. These, too, would be validated and modified accordingly as the study progresses.

This plan envisions that all training functions for Federal staff and programs be studied under one study whether the function is currently performed by Federal staff or by support services contractors. Upon validation of our data, a modified approach may need to be recommended. For example, once we learn more about the details of what these functions include and how they are provided, more than one study may be recommended. Based upon what we know at this point, most of the functions are uniform, are covered by the same government-wide laws and regulations and could be studied in one corporate approach and packaged into one consolidated solicitation.

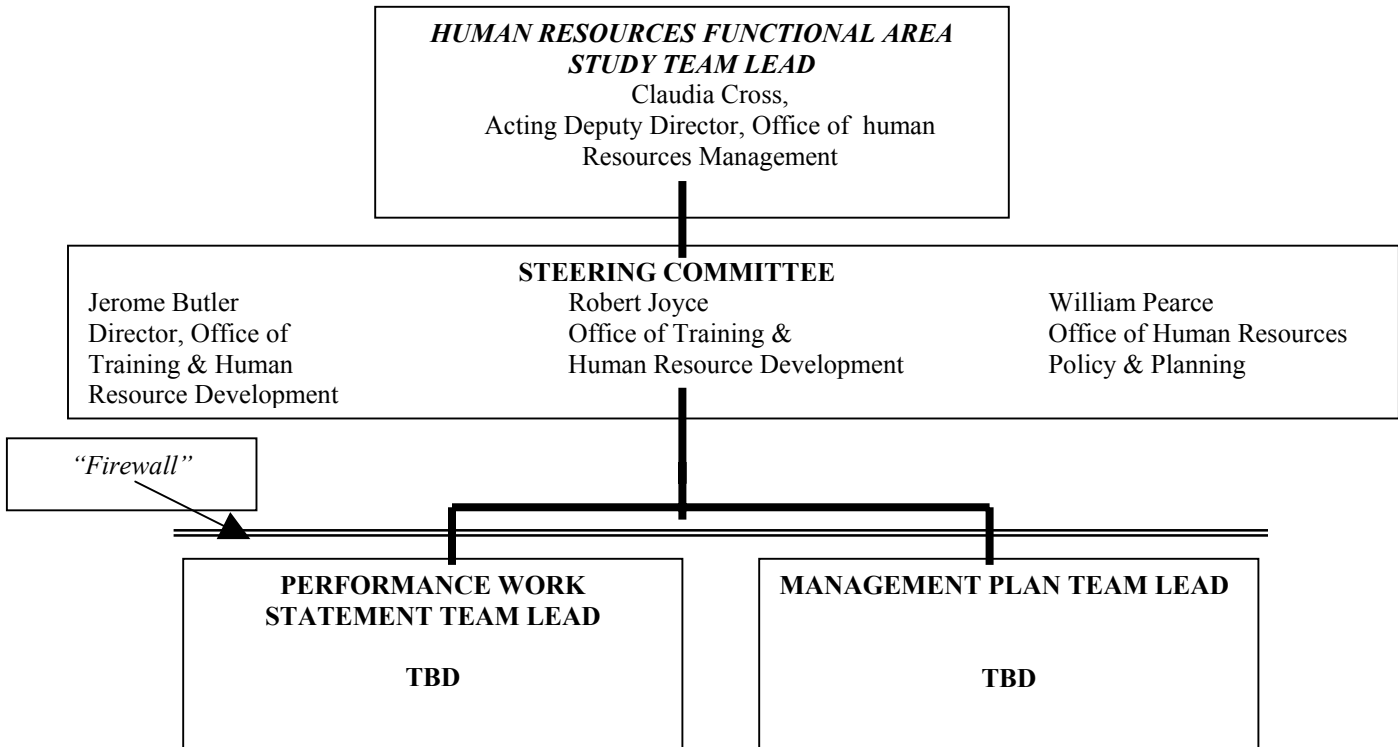
The currently contracted FTEs should be included in the study since the work performed is integrated with that performed by the Federal staff and the source of effort (Federal or contractor staff) varies from location to location. Since there is little distinction of functions performed by

APPROVED PLAN - 07/03/02

the two types of workers, more efficiencies could be gained by studying the entire workforce performing the function.

**Roles and Responsibilities**

Since the universe of positions covered under this study has not yet been validated, only the preliminary outline of an organizational structure has been developed to perform and manage this study. If this modified scope is approved, we will be adding additional members, including field representation, to our Steering Committee. Again, this plan is assuming one unified study – this structure will be modified accordingly if it is determined that multiple studies would be more effective later. After the planning phase, members of the Steering Committee may be asked to lead the PWS and Management Plan efforts and will no longer be on the Steering Committee. Anyone working on the PWS will not be involved in any way with the development of the Management Plan. The two teams will have membership from appropriate headquarters and field organizations and representation from the DOE Labor Management Council. Membership of all teams will be publicized throughout the affected community initially and as modified. It is anticipated that members of the two teams will devote at least 50 to 60% of their time on the conduct of these efforts. A basic organization chart is provided below, followed by preliminary definition of roles and responsibilities of others who will become part of the A76 process as it develops.



**Roles and Responsibilities (cont.)**

## APPROVED PLAN - 07/03/02

### A. Functional Team Chief

- Overall responsibility and accountability for Human Resources Study
- Responsible for providing periodic updates to the Executive Steering Group
- Establish and maintain contact with Senior Management at affected field sites
- Provide overall strategic guidance to teams
- Provide talent for evaluation panels

### B. A-76 Steering Committee

- Work with Functional Team Chief to keep him informed of relevant issues associated with the Study
- Serve as Technical Monitor for Contractors
- Provide strategic guidance to PWS and Management Study Team Leaders, and project coordinators
- Ensure overall project milestones met

### C. PWS Team Leader

- Coordinates all of the aspects of the development of the Performance Work Statements for all of the functions under the Human Resources Study
- Provides assistance to the Contracting Office as required during the solicitation process

### D. Management Plan Team Leader

- Coordinates all aspects of the Management Study including the development of the Most Efficient Organization (MEO), the Technical Performance Plan (TPP), and the Transition Plan (TP) for all the functions under the Human Resources Study
- Ensures that MEO completely and appropriately addresses PWS
- Provides final review and approval of MEO before submission to the MEO Certifying Official

### E. PWS Approving Official

- Ensures that the PWS correctly specifies the tasks needed to meet the missions of the functions being studied

### F. MEO Certifying Official

- Certify that MEO meets all the specifications of and can perform the requirements of the PWS

### G. Performance Work Statement Team

## APPROVED PLAN - 07/03/02

- Develop the PWS including the development of technical requirements, performance standards, technical exhibits, and contract data requirements
- Perform the job analysis including identification of functions, workload, performance measures, performance standards, reporting requirements, and resource requirements (facilities and personal property)
- Determine Government Furnished Inventories, Government Furnished Facilities and Equipment, Government Furnished Services and Utilities, Government Furnished Information Systems Support, and current Inter-Service Support Agreements
- Determine applicable directives and regulations (including environmental, security and customer requirements)
- Develop the QASP, which is the plan the Government will follow to assure that the desired levels of quality will be met by either a contractor or the MEO

### H. Most Efficient Organization Team

- Complete the Management Plan including consideration of re-engineering, process and productivity improvements, consolidation, position classification, market analysis, etc. The Management Plan must identify organization structure, staffing requirements, operating procedures, facility and equipment requirements, and a transition plan
- Develop MEO
- Develop Technical Performance Plan (TPP)
- Develop the Transition Plan (TP)

### I. Cost Comparison Team

- Develop the Government In-House Cost Estimate (IHCE) based on the Management Plan developed by the MEO Team

### J. Contracting Officer (CO)

- Assist with the development of the business strategy and preparation of the Acquisition Plan
- Review the source selection plan approved for Federal Acquisition Regulation (FAR) compliance
- Prepare the solicitation and submit for review and approval by the SSA
- Ensure that the proposing activity's cost or price proposals are not made available to the technical and management evaluation panels
- Provide the TEP the evaluation of reasonableness of each offeror's proposed price
- Recommend the competitive range and determine which proposals are in the competitive range to the SSA
- Obtain all required reviews and approvals, with the exception of the Congressional notification, before the final briefing to the SSA for the final selection decision

**APPROVED PLAN - 07/03/02**

**K. Contracting Officer Representative (COR)**

- Coordinates with prime and subcontractors for task assignments and completion
- Coordinates with Contracting Officer for documentation to prepare solicitation

**L. Human Resource Representative**

- Assist in continuing performance during the review
- Create a list of vacancies and other opportunities for potential placement during the transition period
- Eliminate grade creep
- Provide flexibility in classification to allow multi-skilled positions
- Provide flexibility in compensation to allowed improved incentives
- Resolve conflicts between Reduction in Force (RIF) schedules, procurement schedules, and the need for quick and smooth transitions
- Assist in eliminating one-time related personnel costs without using mock RIF's

**M. Technical Monitor**

- Serve as subject matter expert on contract related issues in support of COR & CO.

**N. Independent Review Official (IRO)**

- Review the PWS, QASP, and Management Plan including MEO, IHCE, TPP, TP and assets discussion, along with all supporting documentation
- Certify the Management Plan

**O. Appeal Authority**

- Review appeals received
- Issue appeals report

**P. Financial Team**

- Provide financial data throughout the review
- Assist the Cost Comparison Team
- Reconcile the cost comparison form decision with budget documentation
- Obtain the funding commitments for MEO improvements

**Q. Union Representatives**

- Provide assistance as indicated in the Collective Bargaining Agreement
- Assist in communicating with all affected bargaining unit employees
- Encourage bargaining unit employees to cooperate during the review process
- Represent bargaining unit employees during the transition period
- Participate as team members on the PWS and MEO teams
- Participate in communication forums
- Respect confidentiality of procurement-sensitive data



## APPROVED PLAN - 07/03/02

### **Training Requirements**

The HR Functional Area Team Lead and the Steering Committee members have completed a 2-day detailed training study on A-76 Competitive Sourcing. All team leads and members identified in the future will receive similar training. Additionally, specific training on the development of PWS and MEOs and other deliverables will be provided to appropriate team members prior to beginning their efforts.

### **Taking Care of the Workforce**

We have communicated with the HR and Training Directors as well as with senior HQ resource managers on the potential coverage of this study. We have established bi-weekly teleconferences with the HR Directors over the past two months to keep communications flowing and will continue that effort. We have briefed the DOE Labor Management Council and kept their Executive Committee informed of developments in these preliminary stages of the Department's competitive sourcing effort.

Once this modified scope is decided, we will complete the membership of the management teams for this study as described above and ensure that affected organizations and the Labor Management Council are represented to help assure employees impacted by this study in any way that the government will diligently execute the study and work to develop a plan to most favorably compete in the competitive sourcing process.

Once this plan is approved, we plan to hold monthly teleconferences with local training managers, continue bi-weekly telecons with HR Directors to inform local program managers of the progress of the study, and use the monthly HQ Resource Managers meetings to inform HQ employees and managers. We will amplify and modify our communication strategy to include direct communication with affected employees and local exclusive representatives after the planning phase and publish it to all affected employees. We will fully explore and implement mitigating options for any employee adversely affected as a result of this study including reassignments to authorized vacant positions, early out and buyout authorities, job placement assistance, career transition assistance, and employee counseling.

We will work closely with other reorganization and reshaping efforts to ensure that these efforts are integrated as much as possible to achieve the best and most efficient result for all efforts.

**Communications Plan** – see attached draft plan.

**Study Resource Requirements** - to be developed as part of the initial planning phase.

## APPROVED PLAN - 07/03/02

Travel - A rough estimate of travel costs of \$8K for FY02 and \$100K for FY03 is currently projected.

Contractor Assistance – An estimate of \$535K from the Department's central fund was allotted for the HR study as it was originally announced for 98 FTEs an 18-month study. If the proposed modification to an estimated 227 FTE (158 Federal and 69 contractor) and approximately 24 month-long study is approved, additional contractual resources will be needed.

**Risk Assessment** – Several areas of risk have already been discussed earlier in this plan and will evolve and emerge as the planning continues. Efforts to mitigate these risks will be incorporated as much as possible into the initial planning. A brief discussion of the issues currently identified, and possible mitigation strategies, follows:

1. Competing Staff Resource Requirements. HR staffs department-wide are currently strapped with addressing:
  - increasing and changing workload demands,
  - ever-decreasing HR workforce,
  - retraining HR staff from processors to consultants,
  - continuing budget reductions in administrative functions,
  - planning and advising management on and then implementing massive department-wide reorganizations,
  - modification of department-wide policies and practices resulting from these major significant reorganizations,
  - re-engineering processes to exploit ever-changing technology,
  - advising management on workforce reshaping,
  - implementing, integrating and managing numerous initiatives supporting the President's Management Agenda, and
  - providing full HR support to the ongoing overlapping competitive sourcing studies for the foreseeable future.

To mitigate the effects of competing staff resource requirements, the HR Study Team will develop detailed action and milestone schedules, aggressively status progress, and assure that potential slippages are corrected forcefully and early.

2. Concurrent Complex-wide Reorganization Studies. NNSA, EM, SC, EE and FE are all considering potential complex-wide studies, which in most cases include consolidation of administrative functions and service centers. These several separate plans will need to be integrated with the HR study (as well as several other functional studies) which will increase the complexity of all of these efforts and the time needed to effectively complete all of them to the best interest of the government. To mitigate this, the PWS development Team will maintain close liaison with Program Office organizational restructuring teams to assure that changes and requirements are known and addressed as early as possible.

**APPROVED PLAN - 07/03/02**

3. Availability of Resources. Should the amount of resources (human and/or financial) required to effectively complete this study not be available, the success of the deliverables resulting from this study will be adversely impacted and the length of time to conduct the study will increase. This would also result in the continued disruption of the affected workforce and adverse impact on competing HR workload requirements. To mitigate this risk, the Steering Team will aggressively champion the request for budgetary resources, and will pursue identification of existing resources that could be diverted to this study.
  
4. Employee Morale. All of the risks described above have created a depleted morale situation in the HR workforce. The resultant study and the workload demands on the HR community resulting from supporting the other competitive sourcing studies with further erode morale of a community who has as a key function working to improve employee morale in the workplace. The communications plan and the proactive care-giving of DOE's HR community will provide effective counter balances to mitigate these inherent risks.

**APPROVED PLAN - 07/03/02**

**High Level Plan of Action and Milestones** – the following is a preliminary draft plan:

A-76 Process Step	Start Date	Completion Date
<b>Step 1: Plan for the A-76 Study</b>	<b>3/21/02</b>	<b>7/31/02</b>
<b>Step 2: Develop PWS and QASP</b>	<b>8/01/02</b>	<b>12/31/02</b>
2a: 1 <sup>st</sup> Draft PWS	8/01/02	11/30/02
2b: 1 <sup>st</sup> Draft QASP	10/15/02	12/31/02
<b>Step 3: Review and Revise PWS and QASP</b>	<b>11/30/02</b>	<b>1/30/03</b>
3a: 2 <sup>nd</sup> Draft PWS	11/30/02	1/15/03
3b: 2 <sup>nd</sup> Draft QASP	12/31/02	1/30/03
<b>Step 4: Obtain High Level Approval of PWS and QASP</b>	<b>1/15/03</b>	<b>3/31/03</b>
4a: Final PWS	1/15/03	2/28/03
4b: Final QASP	1/15/03	3/31/03
<b>Step 5: Conduct Pre-solicitation Actions</b>	<b>9/1/02</b>	<b>4/15/03</b>
<b>Step 6: Prepare and Issue Solicitation</b>	<b>4/15/03</b>	<b>5/30/03</b>
<b>Step 7: Develop the Management Plan (MEO, TPP, TP's, IHCE)</b>	<b>10/1/02</b>	<b>5/30/03</b>
7a: Most Efficient Organization (MEO)	10/1/02	5/30/03
7b: Technical Performance Plan (TPP)	10/1/02	5/30/03
7c: Two Transition Plans (TP's)	10/1/02	5/30/03
7d: In-House Cost Estimate (IHCE)	10/1/02	5/30/03
<b>Step 8: Respond to Solicitation (all bids in)</b>	<b>5/30/03</b>	<b>8/1/03</b>
<b>Step 9: Perform Independent Review</b>	<b>5/30/02</b>	<b>6/30/03</b>
<b>Step 10: Evaluate Contractor Proposals</b>	<b>8/1/03</b>	<b>9/19/03</b>
<b>Step 11: Obtain Pre-negotiation Clearance Approval</b>	<b>9/19/03</b>	<b>10/17/03</b>
<b>Step 12: Conduct Discussions with Offerors</b>	<b>10/17/03</b>	<b>11/14/03</b>
<b>Step 13: Obtain Final Clearance Approval for Selecting Best Value Contractor Proposal</b>	<b>11/14/03</b>	<b>12/19/03</b>
<b>Step 14: Compare Government and Contractor Proposals</b>	<b>12/19/03</b>	<b>1/16/04</b>
<b>Step 15: Announce Tentative Decision</b>	<b>1/16/04</b>	<b>2/13/04</b>

**APPROVED PLAN - 07/03/02**

**Initial Action Milestones**

<b>Initial Activity</b>	<b>Date</b>
<b>Identify A-76 Team Participants:</b>	
A-76 Management	March 22, 2002
A-76 Core Team	March 22, 2002
A-76 Points of Contact	April 1, 2002
<b>Develop Initial Study Plan</b>	May 21, 2002
<b>Communications Strategy:</b>	
Develop Communications Plan	May 21, 2002
Brief Senior Leadership	June 12, 2002
Brief Workforce, Unions, Stakeholders, Customers	Continuous
<b>Attend A-76 Training:</b>	
Executive Overview	April 11, 2002
Initial A-76 Team Training	May 10, 2002
Workforce Orientation	March 22, 2002 and continuous
<b>Obtain Consultant Support</b>	June 18, 2002