TABLE OF CONTENTS

CHAPTER 1:		INTRODUCTION AND OVERVIEW 1				
CHA	APTE	R 2:			VIL SERVICE REFORM ACT: EDID IT COME FROM AND WHAT DOES IT DO	3
l.	MER	IT SYS	STEMS	S PR	OTECTION BOARD	4
II.	FEDE	RAL	LABO	R RE	LATIONS AUTHORITY	5
III.	GRIE	VANC	E-AR	BITR	ATION	5
IV.	OFFI	CE OI	PER	SON	NEL MANAGEMENT	6
V.	OFFI	CE OI	SPE	CIAL	COUNSEL (OSC)	7
VI.	EQU.	AL EN	1PLO\	MEI	NT OPPORTUNITY COMMISSION EEOC	7
CHA	APTE	R 3:			SE ACTIONS—THE STATUTORY EGULATORY REQUIREMENTS	9
l.	CON	DUCI	OR F	PERF	ORMANCE?	9
II.	NON	DISC	IPLIN	ARY	ACTIONS UNDER CHAPTER 75	9
III.	ADV A.				DEFINED AND DISTINGUISHED	
IV.					THE LEGAL AND REGULATORY FRAMEWORK	
ıv. V.					THE STATUTORY OUTLINE	
v. VI.					GOVERNMENT-WIDE REGULATIONS	
vı. VII:					THE CONSTITUTIONAL RESTRICTIONS	
					AND EMPLOYEES	
VIII.	A.				LOYEES	
	В.	THE	ELECT	ION	OF REMEDIES FOR COVERED BARGAINING UNIT	
	_					
	C. D.				ITHOUT APPEAL RIGHTS	23
	υ.				RIGHTS	25
	E.		ALAE	BLE A	ACTIONS TO THE MSPB AND EXCLUSIONS	26
		1.			vered Actions and Definitions	
					ovals Densions for More Than 14 Days	
				oust (i)	A Troublesome Issue: Is it One Appealable Suspension	∠೨
				.,	or Two or More Unappealable Suspensions	
				(ii)	The Long Suspension	30

		c. Reduction in Grade or Pay	30
		d. Furlough	31
		e. Constructive Adverse Actions: MSPB-Covered Actions	
		in Disguise—Some Threshold Concerns	
		(i) Constructive Removals	
		(ii) Constructive Suspensions; Enforced Leave	
		(iii) Constructive Demotions	
		f. Indefinite Suspensions	
		(i) Notice Considerations	
		(ii) Other Factors	
		(iii) The Three Covered Situations	
		g. Enforced Leave	54
IX.		E PROOF REQUIREMENTS OF AN ADVERSE ACTION: ARGE; NEXUS; PENALTY	55
	Α.	THE REASON FOR THE ADVERSE ACTION	
	В.	NEXUS	
	C.	PENALTY REASONABLENESS	
Χ.	AFF	FIRMATIVE DEFENSES	67
	A.	HARMFUL PROCEDURAL ERROR	67
	В.	PROHIBITED PERSONNEL PRACTICES	68
		1. Prohibited Discrimination	69
		2. Whistleblower Reprisal	
	C.	DUE PROCESS	76
٠			
CH	APII	ER 4: ADVERSE ACTIONS—THE AGENCY'S ADMINISTRATIVE PROCESS	81
l.	THE	E FUNDAMENTALS OF THE ADVERSE ACTION PROCESS	
	A.	INVESTIGATION: FACT-FINDING DRIVES EVERYTHING	
		Agency Informal Investigations	
		2. Management Inquiries and Administrative Investigations	
		3. Privacy Act Restraints on Agency Investigations	84
		4. Agency Warnings and the Duty to Cooperate and Respond	
		in an Agency Investigation; Some Situations Require Specific C	
		5. Right to Representation in Inquiry or Investigation	
		a. Right to Representation in IG Investigations	
		6. Workplace Searches	
			92
		7. Reporting Requirements and False Statements in Inquiries	
	R	or Investigations	94
	В.	or InvestigationsCHARGES: THE MOST IMPORTANT THING	94
	В.	or InvestigationsCHARGES: THE MOST IMPORTANT THING	94 95
	В.	or Investigations	94 95
	В.	or Investigations	94 95 95
	В.	or Investigations	94 95 95 95
	В.	or Investigations	94 95 95 95 96

	4.	The Rules of Charging	97
	5.	Notice: The Statutory Requirement	97
	6.	The Golden Rule: The Rule Against Splitting	98
		a. Distinguishing Between Charges and Factual Narrative	98
	7.	The Three Kinds of Charges	99
		a. The Specific Label Charge	99
		b. The Generic Charge	99
		c. The Narrative Charge	100
		d. Narrative and General Charges v. Specific Label Charges	
	8.	The Use of Alternative, Easier-to-Prove Charges	102
	9.	A Few Key Charges	
	10.	The Complexity of Charging Revisited: Words Matter	
	11.	Keys to Picking the Right Charge	
	12.	Charge Framing Snafus: 11 Deadly Sins	
C.	THE	PROPOSAL: THE MOST IMPORTANT DOCUMENT	
	1.	Thirty Days Advance Notice; Seven Days to Respond	
		a. Collapsing the Notice Period Under the Crime Provision	
		(i) Reasonable Cause	
		b. Indefinite Suspensions and the Crime Provision	
	2.	Status During Notice Period	
	3.	Content and Substance of the Proposal Notice	
		a. The Specific Reasons and the Adequacy of Notice	
		b. Amendments of the Proposal	
		c. Nexus in the Proposal	
		d. Penalty in the Proposal	
		e. Material Relied Upon and the Proposal Notice	
		f. Oral or Written Response	
		g. Proposal Checklist	
	4.	Role of the Proposing Official	
D.	RES	PONSE PHASE: THE MOST IMPORTANT ENTITLEMENT	
	1.	The Operation of the Reply Process	
		a. The Reply Official	
		b. Scope of the Reply	
		(i) Record of the Response	
		c. Additional or Supplemental Investigation	
E.		FINAL DECISION	
	1.	The Importance of the Final Decision	
	2.	The Regulatory Requirements	
	3.	The Final Decision and the Agency Charge(s)	
		a. The Final Decision and Lesser-Included Offenses	
		b. The Final Decision and Prior Misconduct	
		c. Amendment or Rescission	
	4.	The Final Decision and the Agency Penalty	
		a. Penalty Advocacy and the Final Decision	
		(i) The Essential Factors	
	_	(ii) Douglas Factor Worksheet	
	5.	The Deciding Official	
		a. Too Much Deciding Official Involvement	133

		b. Ex parte Contacts	
		c. The Danger in Changing the Deciding Official	
		6. Other Mistakes	
	F.	THE SHORT SUSPENSION	138
СН	APTI	ER 5: PERFORMANCE-BASED ACTIONS	141
l.	CHA	APTER 43 AND 5 CFR, PART 432—	
		IMPORTANT TERMS AND DEFINITIONS	141
II.	EMI	PLOYEES COVERED	143
III.	PRC	OCEDURAL RIGHTS	143
IV.		SUBSTANTIVE RIGHTS (OR WHAT THE AGENCY MUST PROVE	
		A CHAPTER 43 ACTION)	146
	Α.	WHETHER OPM APPROVED THE AGENCY'S PERFORMANCE	
		APPRAISAL SYSTEM	147
	B.	WHETHER THE AGENCY COMMUNICATED TO THE APPELLANT	
		THE PERFORMANCE STANDARDS AND CRITICAL ELEMENTS	
	_	OF THE POSITION	150
	C.	WHETHER THE APPELLANT'S PERFORMANCE STANDARDS	450
		ARE VALID UNDER 5 USC § 4302(B)(1)	
		Objective Standards a. The Nature of the Job	
		b. The Level at Which a Standard is Written	
		c. The Problem With "Backwards" Standards	
		d. "Fleshing Out" Standards That Are Inadequately Written	
		Realistic Standards	
		a. Absolute Standards	
		b. Unattainable Standards	
	D.	WHETHER THE AGENCY WARNED THE APPELLANT OF THE	
		INADEQUACIES OF HIS OR HER PERFORMANCE DURING	
		THE APPRAISAL PERIOD AND GAVE HIM OR HER A REASONABLE	
		OPPORTUNITY TO DEMONSTRATE ACCEPTABLE PERFORMANCE	161
	E.	WHETHER THE APPELLANT'S PERFORMANCE REMAINED	
		UNACCEPTABLE IN ONE OR MORE OF THE CRITICAL ELEMENTS	
		FOR WHICH HE OF SHE WAS PROVIDED AN OPPORTUNITY	
		TO DEMONSTRATE ACCEPTABLE PERFORMANCE	
		1. Reliance on Subelements	165
		2. Reliance on Evidence Outside the PIP and the Roller Coaster	1.00
		Employee	
.,	۸	•	
V.		IRMATIVE DEFENSES	
VI.		APTER 43 OR CHAPTER 75?	
VII	SES	FMPI OYFFS	176

CH	APTER 6:	PERFORMANCE-BASED ACTIONS: THE AGENCY'S ADMINISTRATIVE I	PROCESS181
l.	A PERFOR	RMANCE APPRAISAL SYSTEM APPROVED E	3Y OPM181
II.	ELEMENTS A. EMPI	HMENT OF PERFORMANCE STANDARDS A S AND COMMUNICATION OF THOSE TO THE LOYEE PARTICIPATION	HE EMPLOYEE182
III.	COMMUN	NICATION OF PERFORMANCE STANDARDS	TO EMPLOYEES185
IV.	OF HIS PE THE EMPL	NCY HAS WARNED THE APPELLANT OF THE RFORMANCE DURING THE APPRAISAL PE LOYEE A REASONABLE OPPORTUNITY TO I	RIOD AND GIVEN DEMONSTRATE
		BLE PERFORMANCE	
		PTER 75 VERSUS CHAPTER 43IFICATION OF UNACCEPTABLE PERFORMA	
		PIP ITSELF	
V.		E OF A PROPOSAL, THE EMPLOYEE'S REPLY	
		AGENCY DECISION	
		PROPOSAL EMPLOYEE'S REPLY	
		NCY DECISION	
VI.		T-DECISION PROCESS	
V 1.	11161 031	DECISION NOCESS	
APF	PENDIX 1:	: SAMPLE OPPORTUNITY NOTICE—	EXAMPLE ONE 195
APF	PENDIX 2:	: SAMPLE OPPORTUNITY NOTICE—	EXAMPLE TWO199
APF	PENDIX 3:	: SAMPLE PROPOSAL NOTICE	203
APF	PENDIX 4:	: SAMPLE DECISION NOTICE	207