

TABLE OF CONTENTS

GLOSSARY	i
CHAPTER 1: STRUCTURE OF THIS BOOK	1
CHAPTER 2: THE NATURE OF ARBITRATION	3
I. ARBITRATION IS NOT MEDIATION	3
II. RIGHTS AND INTEREST-BASED ARBITRATION	4
CHAPTER 3: SOURCES OF GOVERNING LAW FOR ARBITRATORS	7
I. DECISIONS OF THE FEDERAL LABOR RELATIONS AUTHORITY	7
II. OTHER ARBITRATION AWARDS AS PRECEDENT.....	7
A. PRIOR AWARDS AS <i>STARE DECISIS</i>	10
B. PRIOR AWARDS AND <i>RES JUDICATA</i> AND COLLATERAL ESTOPPEL.....	11
CHAPTER 4: THE COLLECTIVE BARGAINING AGREEMENT	17
I. FORMATION OF THE AGREEMENT.....	17
II. EFFECT OF THE AGREEMENT	18
A. MEMORANDA OR LETTERS OF UNDERSTANDING.....	19
III. ROLE OF EXTERNAL LAW.....	19
A. CONSTITUTIONAL RIGHTS; DUE PROCESS	20
CHAPTER 5: ARBITRABILITY	23
I. GENERALLY	23
II. ARBITRABILITY AS A THRESHOLD ISSUE	25
A. TIMELINESS OF ARBITRABILITY, PROCEDURAL CHALLENGE.....	28
B. PRESUMPTION OF ARBITRABILITY.....	31
C. BURDEN OF PROOF.....	35
1. Broad Scope Grievance Procedure	36
2. Procedural Arbitrability.....	37
III. ISSUES OF STATUTORY JURISDICTION	39
A. ELECTION OF REMEDIES	39
1. A General Theory of Contractual Exclusivity	40
2. Election Between MSPB, Grievance for Major Adverse Actions, Performance-Based Actions.....	43
3. Election Between Grievance, Unfair Labor Practice Charge	43
4. Whistleblowers.....	44
IV. SUBSTANTIVE ARBITRABILITY ISSUES.....	45
A. STATUTORY EXCLUSIONS FROM THE GRIEVANCE PROCESS.....	45
B. CLASSIFICATION DISPUTES	45
C. SPECIAL CLASSIFICATIONS OF EMPLOYEES	49
1. Probationer.....	49
2. Seasonal Workers	49
CHAPTER 6: GRIEVANCES	51
I. CONTENT AND PURPOSE.....	51
II. EXCLUSIVE REPRESENTATION.....	52
A. CONTROL OF GRIEVANCE, ARBITRATION PROCESSES	52
B. BARGAINING UNITS	52
III. GROUP OR CLASS GRIEVANCES	53
IV. GRIEVANCE STEPS.....	56
V. SPECIFICITY OF GRIEVANCES	56
VI. PRESENTATION OF GRIEVANCES	60
VII. PROCEDURAL ERRORS.....	62
VIII. AMENDMENT	62
IX. RIPENESS.....	62
X. MOOTNESS.....	63

XI.	TIMELINESS OF GRIEVANCES	63
A.	PRESUMPTION OF TIMELINESS	71
1.	Challenges to Disciplinary Actions	72
B.	CONTINUING VIOLATIONS	72
1.	Pay Practices.....	77
C.	NOTICE OF CHANGE OR IMPLEMENTATION OF CHANGE	80
D.	MATTERS FIRST RAISED AT ARBITRATION.....	81
E.	WAIVER OF TIMELINESS OBJECTIONS	83
F.	LACHES.....	85
CHAPTER 7: HEARINGS.....		87
I.	BIFURCATION OF THE HEARING TO CONSIDER PROCEDURAL OR ARBITRABILITY ISSUES	87
II.	SUMMARY JUDGMENT.....	87
III.	DEFINING THE ISSUE	88
IV.	DISCOVERY.....	88
V.	BURDENS OF PROOF.....	91
A.	CONTRACT VIOLATIONS: PREPONDERANT EVIDENCE; OTHER STANDARDS	93
1.	Presumptions.....	94
B.	<i>PRIMA FACIE</i> CASE.....	95
VI.	FORMAT, TIMING OF HEARING.....	95
A.	CONTINUANCE.....	95
B.	SEQUESTRATION OF WITNESSES; REPRESENTATIVE AS WITNESS.....	96
VII.	EVALUATION OF EVIDENCE	96
A.	ALLEGATIONS.....	97
B.	CIRCUMSTANTIAL EVIDENCE	97
C.	DOCUMENTS; NEW EVIDENCE	98
D.	HEARSAY.....	99
E.	CREDIBILITY DETERMINATIONS.....	101
F.	ADVERSE INFERENCE	106
G.	EXPERT TESTIMONY	108
H.	ATTORNEY-CLIENT PRIVILEGE	108
I.	FIFTH AMENDMENT, SIMILAR PRIVILEGES	109
VIII.	BENCH DECISIONS	109
CHAPTER 8: ARBITRATOR'S ROLE		111
I.	NEUTRALITY	111
II.	PRIMACY OF THE LABOR CONTRACT.....	112
CHAPTER 9: MANAGEMENT RIGHTS.....		113
I.	FISCAL LIMITATIONS	117
CHAPTER 10: CONTRACT INTERPRETATION		119
I.	APPLICATION OF STATUTES AND REGULATIONS.....	120
II.	NEGOTIABILITY ISSUES	121
III.	PRINCIPLES OF CONTRACT INTERPRETATION.....	121
A.	BURDEN OF PROOF.....	126
B.	GOOD FAITH AND FAIR DEALING.....	127
C.	EFFECTUATE THE PARTIES' INTENT	127
D.	AVOID NONSENSICAL RESULT	129
E.	ALL TERMS ARE GIVEN MEANING	129
F.	LANGUAGE IS GIVEN ITS ORDINARY MEANING	130
G.	SPECIFIC OVER GENERAL PROVISIONS.....	131
H.	CLEAR AND PLAIN LANGUAGE CONTROLS	131
I.	AMBIGUOUS LANGUAGE.....	134
1.	Construction of Ambiguous Language Against the Drafter	137
J.	CONTEXTUAL MEANING	138
K.	AVOIDANCE OF FORFEITURE	138
L.	BARGAINING HISTORY; PAROLE EVIDENCE.....	139
M.	PAST PRACTICE	140
1.	Past Practice as an Aid to Contract Interpretation	146

2.	Past Practice at Variance or Conflicting With Contract	147
N.	AVOIDANCE OF UNILATERAL CHANGES IN CONTRACT TERMS.....	148
O.	MUTUAL MISTAKE.....	148
P.	ESTOPPEL	149
Q.	IMPOSSIBILITY OF PERFORMANCE.....	150
R.	AGENCY REGULATIONS CONFLICT WITH CONTRACT LANGUAGE.....	150
S.	STATUTORY INTERPRETATION	150
T.	REGULATORY INTERPRETATION.....	151
U.	SPECIFIC TERMS.....	151
1.	“May”	151
2.	“Good Faith”.....	151

CHAPTER 11: SUBSTANTIVE TOPICS COMMONLY ENCOUNTERED IN ARBITRATION 153

I.	COMPENSATION ISSUES.....	153
A.	ENVIRONMENTAL DIFFERENTIAL PAY; HAZARD PAY.....	153
1.	Asbestos Exposure.....	154
B.	STANDBY PAY.....	156
II.	PERFORMANCE ASSESSMENT AND PERFORMANCE-BASED ACTIONS.....	157
A.	PERFORMANCE STANDARDS	158
B.	PERFORMANCE APPRAISAL.....	160
C.	PERFORMANCE AWARDS.....	165
D.	PERFORMANCE-BASED DISCIPLINE UNDER CHAPTER 43 OR CHAPTER 75	165
III.	PROMOTION.....	168
A.	CAREER LADDER PROMOTIONS	169
B.	MERIT PROMOTION.....	170
1.	Crediting Plans	171
C.	FILLING OF VACANCIES	172
D.	SUPERVISORY POSITIONS	172
E.	TEMPORARY PROMOTIONS.....	174
F.	PROMOTION THROUGH ACCRETION OF DUTIES.....	176
G.	PRIORITY CONSIDERATION	176
H.	CAREER INTERN PROGRAM	177
IV.	ASSIGNMENT OF WORK.....	177
A.	ASSIGNMENT OF DUTIES.....	177
1.	Position Descriptions	180
B.	TEMPORARY DUTY ASSIGNMENTS	181
C.	INVOLUNTARY REASSIGNMENTS	181
D.	STAFFING ISSUES	182
V.	WORK SCHEDULES.....	182
A.	OVERTIME	183
1.	Compensatory Time.....	187
2.	Pre-Shift and Post-Shift Activity.....	188
3.	FLSA: Suffer or Permit; FEPA: Overtime Ordered or Approved	194
4.	Calculation; Recordkeeping; <i>De Minimis</i> ; Work Week.....	196
5.	When Overtime Entitlement Occurs	198
6.	FLSA Recovery Period.....	199
7.	FLSA Exemptions; Job Classification; Position Descriptions.....	201
B.	ALTERNATIVE WORK SCHEDULES	202
C.	FLEXIPLACE; TELEWORK	202
D.	OFFICIAL TIME.....	203
1.	Executive Orders 13,837; 14,003.....	207
VI.	LEAVE	208
A.	SICK LEAVE.....	208
B.	ADMINISTRATIVE LEAVE; ENFORCED LEAVE.....	208
C.	FAMILY AND MEDICAL LEAVE ACT	209
D.	LEAVE PROCEDURES.....	210
VII.	REDUCTION IN FORCE.....	211
A.	CONTRACTING OUT	211
VIII.	DEBT COLLECTION.....	213
IX.	DISCIPLINE	214

A.	INSUBORDINATION.....	216
1.	Exercise of <i>Weingarten</i> Rights.....	219
B.	VIOLATION OF RULES	220
1.	Failure to Follow Instructions.....	221
C.	CONDUCT UNBECOMING.....	222
D.	ABSENTEEISM; TARDINESS.....	222
E.	DISHONESTY.....	224
1.	Falsification; Lack of Candor.....	224
2.	Failure to Pay Debt.....	227
3.	Theft	227
F.	DISCOURTESY.....	228
G.	OFFENSIVE LANGUAGE	228
H.	MISUSE OF GOVERNMENT VEHICLE.....	229
I.	MISUSE OF GOVERNMENT COMPUTER EQUIPMENT	229
J.	THREATS	229
K.	ALCOHOL AND DRUG OFFENSES.....	230
L.	LOSS OF LICENSE	233
M.	PHYSICAL OR MENTAL INABILITY TO PERFORM POSITION	233
N.	NEXUS; OFF DUTY CONDUCT.....	233
O.	THE CONCEPT OF JUST CAUSE.....	236
1.	Daugherty's Seven Tests	244
2.	Efficiency of the Service, <i>Just Cause</i> , <i>Douglas</i> Factors and Daugherty's Tests	248
P.	BURDEN OF PROOF.....	251
Q.	CONSTRUCTIVE ADVERSE ACTIONS	254
R.	PARTICULAR TYPES OF EMPLOYEES.....	254
1.	Union Officials.....	254
2.	Law Enforcement Officers.....	256
3.	Administrative Law Judges.....	256
4.	Veterans Administration.....	257
X.	DUE PROCESS IN THE ADMINISTRATION OF DISCIPLINE.....	258
A.	TIMELINESS OF DISCIPLINE	260
B.	PROGRESSIVE AND PRIOR DISCIPLINE.....	264
C.	ADEQUACY, TIMELINESS OF INVESTIGATIONS	267
D.	NOTICE OF CHARGES	268
E.	SEARCHES	269
F.	DOUBLE JEOPARDY.....	271
G.	REPLY RIGHT.....	271
H.	POST-TERMINATION CONDUCT	272
I.	HARMFUL ERROR	273
XI.	PENALTY ASSESSMENT	274
A.	MSPB <i>DOUGLAS</i> STANDARDS	281
1.	Potential for Rehabilitation.....	285
B.	TABLE OF PENALTIES	285
C.	REASSIGNMENTS AS DISCIPLINE.....	286
D.	ANALYSIS OF CHARGES.....	286
E.	INDEFINITE SUSPENSIONS.....	287
F.	CONSISTENCY OF PENALTIES; COMPARATORS	288
XII.	DISCRIMINATION.....	289
A.	ELECTION OF FORUMS	289
B.	BURDEN OF PROOF.....	291
C.	DISPARATE IMPACT; DISPARATE TREATMENT.....	292
D.	HARASSMENT AND HOSTILE WORK ENVIRONMENT	296
E.	EQUAL PAY CLAIMS.....	296
F.	DISABILITY AND ACCOMMODATION REQUIREMENTS.....	297
XIII.	REPRISAL AND RETALIATION.....	301
A.	UNION ACTIVITIES	302
B.	EEO ACTIVITIES	304
C.	FREE SPEECH.....	307
D.	WHISTLEBLOWERS	307
E.	PRIOR APPEALS	307

F.	REMEDIES FOR REPRISAL.....	307
XIV.	BARGAINING.....	308
A.	REMEDIES FOR BARGAINING FAILURES.....	309
1.	Effect of FSIP Involvement.....	310
XV.	PRIVACY ACT VIOLATIONS.....	310
XVI.	UNFAIR LABOR PRACTICES.....	312
XVII.	UNION RIGHTS AND OBLIGATIONS.....	313
A.	UNION REPRESENTATION.....	314
B.	TELECOMMUTING FOR UNION REPRESENTATIVES.....	316
C.	INFORMATION REQUESTS.....	318
XVIII.	UNION DUES DEDUCTIONS.....	319
XIX.	COST OF ARBITRATION.....	319
CHAPTER 12: SETTLEMENTS.....		321
I.	LAST CHANCE AGREEMENTS.....	321
II.	GENERAL CONTRACT PRINCIPLES APPLIED TO SETTLEMENT AGREEMENTS.....	322
III.	SETTLEMENTS AS EVIDENCE.....	323
CHAPTER 13: CORRECTION, CLARIFICATION OF ARBITRATION AWARDS; RETENTION OF JURISDICTION; ENFORCEMENT.....		325
I.	RETENTION OF JURISDICTION.....	325
II.	ENFORCEMENT OF AWARDS.....	326
CHAPTER 14: REMEDIES, COUNSEL FEES & DAMAGES.....		327
I.	BACK PAY.....	327
A.	PERIOD OF RECOVERY.....	329
II.	ACCOUNTINGS AND INTEREST.....	330
III.	LIQUIDATED DAMAGES.....	331
IV.	COMPENSATORY DAMAGES.....	337
V.	FAILURE TO NEGOTIATE; UNILATERAL CHANGES IN EMPLOYMENT CONDITIONS.....	338
A.	BAD FAITH BARGAINING.....	338
B.	REMEDIES.....	339
C.	UNLAWFUL PROVISIONS.....	340
VI.	NON-TRADITIONAL REMEDIES.....	340
VII.	COUNSEL FEE AWARDS; COSTS.....	342
A.	STATUTORY ENTITLEMENT STANDARDS.....	343
1.	Prevailing Party.....	346
2.	Representation by Counsel.....	348
3.	Reasonableness of Fees.....	348
4.	Laffey Rate.....	353
5.	Timing of Fee Petition.....	356
6.	Mitigation; Partial Success.....	356
7.	Travel Time.....	359
8.	Time for Preparation of Fee Petition.....	359
9.	Itemization of Time.....	360
B.	INTEREST OF JUSTICE.....	360
1.	“Knew or Should Have Known” Standard.....	361
2.	Prohibited Personnel Practice.....	361
C.	COSTS.....	361
1.	Expert Witness Fees.....	361
CHAPTER 15: LEGAL RESEARCH IN FEDERAL SECTOR ARBITRATION.....		363
BIBLIOGRAPHY.....		365
TABLE OF CASES.....		373
INDEX OF ARBITRATORS.....		387