City and County of Honolulu
WORK WHERE YOU LIVE REPORT
Best Practices

REV. 1.0 DECEMBER 20, 2021

Department of Transportation Services

Chris Clark   **Date**
**Chief, Transportation Performance
and Development Division**

Mike Motoki   **Date**
**Project Manager, Transportation
Performance and Development Division**

DOCUMENT CHANGE HISTORY				
REVISION	DATE	SECTION(S)	DESCRIPTION	REVIEWER
0.25	10/4/21	All	General review	Mike Motoki, Chris Clark
0.50	10/19/21	All	Updated based on comments	DTS, DHR, DIT
1.0	12/20/21	All	Final Approval	DTS

Table of Contents

1   BACKGROUND

The State of Hawaiʻi (State) and the City and County of Honolulu (City) undertook the Work Where You Live (WWYL) project with the goal to formulate and promote telework policies that provide City and State employees with expanded choices and flexibility to work from home. The project included: a survey with State Executive Branch employees on Oʻahu; a survey with City employees who had been approved for telework as of March 31, 2021; meetings and written policy considerations; meetings and PowerPoint presentations that can be used for training; and this review of best practices in telecommuting and telework from other governmental jurisdictions.   The focus of this report is to share telework best practices that have been put into place in select Federal and State offices around the country.

Work where you live (also called telecommuting, telework, work from home, work from anywhere, smart working, remote work) is an alternative work arrangement in which employees perform tasks normally done in a primary or central workplace, for a portion (in some cases, a majority) of their work schedule, using information technology to interact with others inside and outside the organization.[1] Although the concept has been around since the 1970s, widespread practice has been observed in the last two decades. In 2006, an estimated 45 million people in the U.S. telecommuted at least one day per month, up from 41 million in 2003.[2] In addition, the U.S. federal and state governments have increasingly encouraged this type of work set-up through the introduction of legislation (e.g., Department of Transportation and Related Agencies Appropriations Act of 2000; U.S. Office of Personnel Management, 2005; and Telework Enhancement Act of 2010).[3]   The Telework Enhancement Act laid the groundwork for telework within the Federal Government by establishing expectations for the Federal telework program by specifying roles, responsibilities and expectations for all Federal executive agencies regarding telework policies, employee eligibility and participation, program implementation and reporting.[4] Much of what is included in the 2011 "Guide to Telework in the Federal Government" is the basis for policies and procedures today.

---

[1]   Bailey, DE & Kurland, NB. (2002). A review of telework research: Findings, new directions and lessons for the study of modern work. *Journal of Organizational Behavior*, *23*, 383-400.; Baruch, Y. (2001). The status of research on teleworking and an agenda for future research. *International Journal of Management Reviews, 3(2)*, 113-129.; Bloom, N., Liang, J., Roberts, J., & Ying, ZJ. (2015). Does working from home work? Evidence from a Chinese Experiment. *The Quarterly Journal of Economics*, 165-218.; Meroño-Cerdán, AL. (2017). Perceived benefits of and barriers to the adoption of teleworking: Peculiarities of Spanish family firms. *Behavior & Information Technology, 36(1)*, 63-74.

[2]   WorldatWork. (2006). *Telework trendlines for 2006*.

[3]   Department of Transportation and Related Agencies Appropriations Act, Pub. L. No. 106-346, 114 Stat. 1356 (2000).; U.S. Office of Personnel Management (2005). *Telework: A management priority. A guide for managers, supervisors, and telework coordinators*, at Telework Guide - Telework.gov/.; U.S. 111th Congress, *Telework Enhancement Act of 2010*, at https://www.congress.gov/111/plaws/publ292/PLAW-111publ292.pdf.

[4]   Guide to Telework in the Federal Government, United States Office of Personnel Management, April 2011.

2   CONTEXT, POLICIES, AND IMPACT

The COVID-19 pandemic has prompted quarantines and social distancing measures worldwide. Consequently, many employers turned to telework, accelerating the trend to develop and sustain an efficient remote labor force to combat the economic downturn. Workplace flexibilities played a significant role in ensuring federal employees were able to meet both their work and family responsibilities. In March 2020, the Office of Management and Budget (OMB) released several memos that provided guidance on telework flexibilities for the federal government.[5]   Before the COVID-19, only 3 percent of federal employees teleworked every day, but that number grew substantially during the peak of the pandemic when a record 59 percent of employees worked from home daily.[6]

Several strategies to manage personal and professional needs and responsibilities have been enacted and relied upon to ensure that government employees are able to remain productive and maintain effective operations. Here are some examples.

2.1   Department of Transportation

The Department of Transportation's (DOT) transition to maximum telework was virtually seamless due to its robust remote work programs. Its existing telework policy, work scheduling procedures, and human resources flexibilities and authorities laid the groundwork for employees to adapt quickly to a remote work environment and minimize the impact on agency operations. DOT moved its primarily in-person onboarding program to a fully virtual format. Employees are sworn in, issued equipment, and provided a comprehensive orientation all in a virtual setting.[7] This has expanded its Departmental program with most Operating Administrations participation without any geographic restrictions. In addition, the flexibility of a virtual onboarding has allowed for more senior leaders to participate in the program.

In response to employees' changing work-life balance needs, the DOT allowed for greater discretion and flexibility with employee scheduling options provided they meet their work requirement.[8] Employees may adjust their work schedules to meet their dependent responsibilities while schools, daycare, and eldercare facilities may be closed.

DOT facilitated increased telework use through widespread implementation of information technology such as the Virtual Private Network (VPN) and Virtual Desktop Infrastructure (VDI).[9] Employees with government-issued laptops use VPN and others with computers at home are enabled to use VDI. The

---

[5]   Office of Personnel Management. (2020). *Policy, Data, Oversight*. https://www.opm.gov/policy-data-oversight/covid-19/fact-sheet-additional-guidance-in-connection-with-the-covid-19-emergency/.

[6]   Office of Personnel Management. (2021). 2020 Federal Employee Viewpoint Survey. *Governmentwide Management Report*. https://www.opm.gov/fevs/reports/governmentwide-reports/governmentwide-management-report/governmentwide-report/2020/2020-governmentwide-management-report.pdf.

[7]   Statement of Keith Washington, Department of Transportation, November 18, 2020. *Senate Homeland Security and Governmental Affairs Subcommittee on Regulatory Affairs and Federal Management*. https://www.hsgac.senate.gov/imo/media/doc/Keith%20Washington%20Testimony%20-%20DOT.pdf.

[8]   Ibid.

[9]   Ibid.

Department also used Skype for Business and Microsoft Team for video and teleconferencing and chat features.[10]

2.2   Department of Labor

As it moved to teleworking, The Department of Labor (DOL) issued human resources guidance, applied its resources, increased technical assistance to employees and managers, and responded to inquiries pertaining to pay, work schedules, and flexibilities. Additionally, DOL rapidly developed guidance related to Emergency Paid Sick Leave offered under the Families First Coronavirus Response Act to ensure that DOL employees who are unable to work/telework due to qualifying COVID-19 related reasons are aware of their entitlements under the law.[11]

Telework participation requires completion of interactive telework training, available through the Department's internal learning development system. Supplemental telework resources, such as Telework Resources Guide, Telework Readiness Checklist, and Tips for Safe and Healthy Teleworking, were also made available.[12]   For employees who were not telework-eligible due to the nature of their duties, supervisors were encouraged to identify temporary alternate assignments suitable for accomplishment at a telework site.

The Department has engaged in significant and frequent consultation with its unions – the American Federation of Government Employees National Council of Field Labor Locals, the American Federation of Government Employees Local 12, and the National Union of Labor Investigators. DOL leadership regularly shares pertinent information with these unions regarding how the pandemic has affected its employees and how it is responding. This has created an open line of communication with the unions.

The Department's recent modernization of its information technology infrastructure has enabled it to effectively pivot to maximum remote work. DOL leveraged its network bandwidth expansion and infrastructure upgrades to facilitate a rapid transition to a maximum telework environment. DOL recently upgraded its entire laptop fleet to Windows 10, and the newly implemented Unified Communications Program allowed the Department to deploy network upgrades to 135 offices where more than 10,000 staff utilized DOL's 12 laptop distribution centers nationwide.[13]

The Department also acquired capabilities that include Microsoft Teams and the Soft Phone Jabber client, which significantly enhanced virtual meetings inside the Department and with the public, as well as the use of RSA SecurID Token as an alternative means to provide access for employees facing onboarding or Personal Identity Verification (PIV) card expirations, and staff unable to visit USAccess centers.[14]

DOL's implementation of Enterprise-wide Shared Services for Human Resources and Information Technology allowed HR to decisively implement any necessary Human Resources policy changes to support shifts in work arrangements during the pandemic. Similarly, DOL's implementation of a more

---

[10]   Ibid.
[11]   Statement of Sydney Rose, Department of Labor, November 18, 2020. *Senate Homeland Security and Governmental Affairs Subcommittee on Regulatory Affairs and Federal Management*.
        https://www.hsgac.senate.gov/imo/media/doc/Sydney%20T.%20Rose%20Testimony%20-%20DOL1.pdf.
[12]   Ibid.
[13]   Ibid.
[14]   Ibid.

centralized Information Technology service delivery model allowed the Department to make decisions on resource investments.

2.3   United States Patent and Trademark Office (USPTO)

Even before the pandemic, the USPTO had 11,000 employees working remotely at least one day a week in 2019 through its Telework Enhancement Act Pilot Program launched in 2012.[15] With a telework policy already in place, USPTO was well-positioned to undertake the transition to primarily a virtual environment, including a mandatory training to approximately 1,600 employees who did not already have a telework agreement in place.

Each day, the Chief Information Officer Command Center issues a VPN Daily Users Report that addresses the number of employees who are accessing the USPTO VPN and teleworking. To facilitate remote interactions with the workforce, contractors, and the public, USPTO makes extensive use of collaboration tools such as Cisco's Webex tools. In addition, USPTO has undertaken continual upgrades in the form of five upgrades and configuration enhancements to its Webex infrastructure to improve performance and user experience and ensure security. The agency had to ensure that employees and contractors without dedicated office equipment at their new working sites, had the necessary equipment with the same level of performance. It also implemented a split tunneling policy to increase its live webcast capacity while greatly reducing bandwidth usage. To address continuity and onboarding, the agency has leveraged reciprocity exceptions outlined in the Department of Commerce's HSPD-12 Credentialing Interim Guidance During Operational Impacts of COVID-19 to maintain USPTO's security posture.[16]

Benefits Documented. With 12,937 teleworkers working from home four to five days per week during the pandemic:

- • Avoid driving 143,649214 miles each year
- • Collectively save $12,042592 in gas each year
- • Collectively reduce emissions by 75,416 tons each year

---

15   USPTO Telework Annual Report. (2020). https://www.uspto.gov/sites/default/files/documents/Telework_Annual_Report_2019-2020.pdf.
16   Ibid.

2.4   The State of Utah: A New Workplace Initiative[17]

This program began as a telework pilot in 2018 to support the governor's goal of improving state government by 25 percent and linked the program to the Utah's SUCCESS Framework.[18] The program includes approximately 40 percent of the state's total workforce (8,600 employees) working remotely with 4,231 already having documented remote work agreements and performance measures. Agencies with more mature programs that regularly track and report remote workers' performance measures have either maintained or increased productivity.

The program implementation was funded by two legislative appropriations in the 2020 State of Utah Legislative Session. State telework projects funded and planned include additional digital security, bandwidth enhancements, infrastructure improvements, remote support, communication/AV equipment, software, and personnel. To support long-term effectiveness in the remote environment, the program also has comprehensive employee and manager trainings, as well as best practices trainings for communication and performance in remote work environments.

---

[17]   Mottishaw, J. (December 2020). *A New Workplace: Modernizing Where, How, & When Utah Works: Implementation and Assessment Report*, at https://gopb.utah.gov/wp-content/uploads/2021/01/A-New-Workplace-Annual-Report_1.26.2021.pdf.
[18]   The SUCCESS Framework is a set of management principles designed to boost the quality and efficiency of government services with the goal of creating more value for every tax dollar invested.

3   IMPACT OF TELEWORKING

In November 2020, agency leaders (Labor Department, Transportation Department, Social Security Administration, and the Government Accountability Office) reported at a Senate Homeland Security and Government Affairs Committee panel on Regulatory Affairs and Federal Management that they have not seen any dip in productivity during the pandemic and in fact are looking to allow some employees to permanently work from home even after it is safe to return to offices.[19] This claim has been supported by at least four government-related surveys.

The 2020 Federal Employee Viewpoint Survey result, which found that employees who reported that they worked at least three days per week remotely had an employee engagement index of 76 out of 100 on the survey.[20] Meanwhile, those who only teleworked one or two days per week had a 74.8 engagement score, and those ineligible for telework had a 62.5 engagement mark. Similarly, the April 2021 National Treasury Employees Union Survey showed that 92 percent of respondents said their telework experience was "successful," with nearly 66 percent saying they were a little or a lot more productive when working remotely and 24 percent saying their productively did not change.[21]

The May 2021 American Federation of Government Employees survey also reflected similar results which showed that nearly 80 percent of federal and D.C. government employees say their productivity increased a lot while teleworking during the pandemic.[22] Employees who are teleworking at least part of the workweek say they perform their jobs more effectively and have a better balance between work and home life, while also saving time and money by not commuting.[23]

Likewise, in a survey conducted by the inspector general within the Defense Department, 88.1 percent of civilian and military personnel reported that they were as, if not more, productive working remotely as when they commuted to their traditional worksites.[24]

---

[19] Katz, E. (2020). Extolling Productivity During Pandemic Agencies Say They'll Make Some Telework Permanent. *Government Executive*, at https://www.govexec.com/workforce/2020/11/extolling-productivity-during-pandemic-agencies-say-theyll-make-some-telework-permanent/170165/.

[20] Office of Personnel Management. (2021). 2020 Federal Employee Viewpoint Survey.

[21] National Treasury Employees Union. (2021). NTEU's Telework Survey. https://www.nteu.org/~/media/Files/nteu/docs/public/telework/results-teleworksurvey-v2.pdf?la=en.

[22] T. Kauffman. (June 30., 2021). "Nearly 80% of Federal, D.C. Workers Say They Are More Productive Teleworking During Pandemic, Union Survey Shows." *American Federation of Government Employees*. https://www.afge.org/publication/nearly-80-of-federal-d.c.-workers-say-they-were-more-productive-teleworking-during-pandemic-union-survey-shows/.

[23] Kauffman. (June 30., 2021). "Nearly 80% of Federal, D.C. Workers Say They Are More Productive Teleworking During Pandemic, Union Survey Shows."

[24] Inspector General U.S. Department of Defense. (2021)/ *Evaluation of Access to Department of Defense Information Technology and Communications During the Coronavirus Disease-2019 Pandemic*. https://media.defense.gov/2021/Apr/01/2002612366/-1/-1/1/DODIG-2021-065.PDF.

In July 2020, a survey was distributed to all USPTO employees to evaluate their experience during the mandatory telework. Recipients included employees who were newly onboarded, who had never teleworked, who were in a part-time telework program, who were in a hoteling program, and who were in a full-time telework program. According to the survey results: (i) overall transition ratings were positive; (ii) effectiveness and work accomplished were rated higher for teleworking vs. office; and (iii) engagement scores were generally high 70-80 percent positive.[25]

According to a survey by FlexJobs 2100 professionals reported that the most common issues faced by teleworkers during the pandemic were:[26]

- Overworking or inability to unplug (35 percent)
- Dealing with nonwork distractions (28 percent)
- Dealing with technology problems (28 percent)
- Reliable WiFi (26 percent)

These are some of the challenges that will have to be addressed for teleworking to continue to be successful for both the organization and the employees.

---

[25]   USPTO Telework Annual Report. (2020).
[26]   Maurer, R. (June 14, 2021). "Federal government to preserve flexible work post-pandemic." *SHRM*, https://www.shrm.org/hr-today/news/hr-news/pages/federal-government-preserve-flexible-work-post-pandemic.aspx.

4   MOVING FORWARD

In June 2021, the Biden administration announced that federal agencies will move forward with employees working both in-person and at-home. In a memo[27] signed by the agency heads of the Office of Management and Budget (OMB), Office of Personnel Management (OPM), and General Services Administration (GSA), federal agencies will be authorized to offer employees more flexible schedules and remote work. This policy explicitly supports flexible and remote work arrangements, including hybrid in-person/remote scheduling and opportunities for fully remote work. physical workplace while maintaining remote work capabilities and leveraging technology. This guidance memo recognizes that over the past 16 months, federal employees successfully demonstrated resiliency in completing their duties, whether in person or working remotely.[28]

As it moves forward toward integrating telework into its personnel policies and work environment, the OPM cites as its core principles:
- *Promote a flexible and agile workforce.*
- *Empower agency decision-making.*
- *Strengthen diversity, equity, inclusion, and accessibility in our workforce.*
- *Consider our communities.* [29]

In addition, the memo includes guidance to consider when planning beyond the immediate future about government workspaces. This includes reconsidering how the onsite workspace will be used, when will workers gather and for what purpose. As plans evolve, the design and space required to accommodate needs may change, resulting in reduced space needs, or even shared spaces between agencies.

> *The office will remain a critical place to collaborate, maintain connections, access secure resources, perform specialized work that is impractical to be conducted at home, and serve as a place for those who cannot or do not want to work from home. Workplace evaluations should be used in conjunction with mobility readiness assessments, occupancy studies, and evaluation of employee experiences with remote work, to envision future Federal workspaces that meet agencies' evolving missions. Plans should address how to optimize the use of facilities, assessing in particular impacts of an increasingly hybrid workforce on local community services and commuting infrastructure and consistency of demand for Federal facilities throughout the work week. For highly hybrid workforces, plans can consider how to schedule organizational use of the space to avoid commuting congestion.[30]*

---

[27]   Office of Management and Budget, Office of Personnel Management, and General Services Administration. 10 June 2021. M-21-25, Memorandum for the Heads of Executive Departments and Agencies, https://www.whitehouse.gov/wp-content/uploads/2021/06/M-21-25.pdf.

[28]   Maurer, R. (June 14, 2021). "Federal government to preserve flexible work post-pandemic." *SHRM*, https://www.shrm.org/hr-today/news/hr-news/pages/federal-government-preserve-flexible-work-post-pandemic.aspx.

[29]   Office of Management and Budget, Office of Personnel Management, and General Services Administration. 10 June 2021. M-21-25, Memorandum for the Heads of Executive Departments and Agencies, https://www.whitehouse.gov/wp-content/uploads/2021/06/M-21-25.pdf.

[30]   Office of Management and Budget, Office of Personnel Management, and General Services Administration. 10 June 2021. M-21-25, Memorandum for the Heads of Executive Departments and Agencies, https://www.whitehouse.gov/wp-content/uploads/2021/06/M-21-25.pdf.

5   RECOMMENDATIONS

Based on the information above, the federal government will continue to encourage hybrid in-person options to their employees because they have recognized the cost savings to both departments and employees, equal or higher levels of productivity, and higher employee satisfaction leading to higher retention rates.

The following are best practices that have been implemented successfully in these and other teleworking examples reviewed by SMS.

1. Establish policies that provide clear guidelines for teleworking, and that also allow departments to establish their own teleworking practices within those guidelines. Policies should address:
    a. The primary goal for teleworking is to maintain or increase productivity within a department or agency. Teleworking is a privilege, not an entitlement.
2. Establish clear procedures for implementing a fair and consistent teleworking policy.
    a. Performance management should have clear objectives, tasks, milestones, monitoring and discussing process without burdensome reporting.
3. Appropriate training sessions and materials to support training is essential. Provide ongoing support when requested, and clear communication of updates as needed. Employees and managers must invest additional effort to ensure their communications is effective, their message is clear, and they are providing a continuous flow of information.
    a. For Departments to understand how to successfully implement and manage teleworking procedures.
    b. Supervisor training includes how to manage a virtual workforce and maintain productivity and employee satisfaction.
        i. Training on establishing an ongoing procedure of setting and tracking of performance objectives for both in-office as well as staff that work remotely.
    c. Employee training provides clear understanding of the expectations and responsibilities that come with teleworking. They must have access to training that provides recommendations on how to establish a productive work environment away from their central worksite and how to maintain a work-life balance.
4. Technology
    a. Employees at an alternate worksite must have the tools and the training to perform their job. This includes a computer, broadband connection and programs that are comparable to what they would have available in the central worksite.
    b. Technology must be able to support access to files for employees working away from a central worksite, and still maintain security.
        i. There has been a market trend away from organization-owned and -controlled computing resources towards mobile, cloud, and leased computing resources – a trend that the federal government is embracing.[31]
    c. Teleworkers and office workers have access to collaboration tools. Programs such as Microsoft Teams, should be implemented and available for workers to easily communicate with their supervisors, and other team members.

---

[31]   Congressional Research Service. (April 10, 2020). Federal Telework During the COVID-19 Pandemic: Cybersecurity Issues in Brief, at https://crsreports.congress.gov/product/pdf/R/R46310.

5. Engaging in frequent consultations with unions to ensure a clear understanding of policy and procedures and how it benefits employees.
6. Appropriate allocation of resources to support technology investment and on-going training and support.
7. Develop plans to identify the best design and use of onsite work facilities to accommodate the changing needs of the workforce. Changes may include creating shared desk/computer areas and more public and private meeting spaces. The redesign may result in reduced space requirements, or even shared spaces between departments/agencies.
   a. Other facilities that may be impacted include parking spaces and common areas.