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Civilian Personnel

Employee Services and Quality of Worklife First Steps in the Quest for Excellence

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Employee Services and Quality of Worklife First Steps in the Quest for Excellence

By Order of the Secretary of the Army:

JOHN A. WICKHAM, JR.
*General, United States Army
Chief of Staff*

Official:

ROBERT M. JOYCE
*Major General, United States Army
The Adjutant General*

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Chapter 1 Introduction

1-1. Purpose and scope.

a. This pamphlet furnishes guidance and information of a continuing nature on employee services and improving the quality of worklife for the civilian work force.

b. Employee services commonly found at Army installations in the 50 United States are outlined.

c. Major program elements that should be considered in establishing a quality of worklife program at an installation are enumerated.

d. The guidance in this pamphlet may be used locally in whole or in part, at the discretion of installation commanders in the United States, foreign areas, and in territories and possessions of the United States.

1-2. Explanation.

a. Background information. The former civilian personnel regulation (CPR E5) which provided for employee services at Army installations has herein been revised into this pamphlet. Additionally, an approach for establishing a quality of worklife program for the civilian work force has been incorporated.

b. Reason for Pamphlet. The last decade has brought about many changes in our society. Some changes have permeated our worklife and have affected personnel management concepts and practices. For management, increasing productivity to remain competitive in our economy has become the prime motivator. For employees, job security, pay, and job satisfaction are among the predominant employment concerns. The concerns of both management and employees have been successfully addressed through participative management efforts in the private and public sectors. This pamphlet provides guidance to installation commanders on employee services and the establishment of a productivity enhancement program.

1-3. References.

See appendix A for a list of the publications cited in this pamphlet.

Chapter 2 Employee Services

2-1. General.

a. Many factors contribute to the effective utilization and productivity of the human resources of an organization. Personnel programs and policies designed to recruit, select, and retain high-caliber employees can be ineffective if the work force is not satisfied with the work environment. Employee services are those activities, facilities, services, and benefits which contribute to the well-being and effectiveness of civilian employees on the job. The employee services discussed in this chapter are designed to meet essential employee needs. They should be regarded as mutually profitable to the Department of the Army and its employees. Some of the services enumerated are based on established programs and are widely used throughout government and industry. Others are services to meet modern social objectives of the times as well as to provide services similar to those already available to military personnel.

b. Employee service programs are considered to be effective when:

(1) Services improve employee morale and motivate employees toward increased productivity.

(2) Full use is made of facilities and services available through established private enterprise and through public or private agencies operating within the local area.

(3) Recognized labor organizations and associations of supervisors and managers are consulted regarding the establishment, abolishment, or modification of services affecting working conditions.

(4) Employees are adequately informed of the availability of employee services and conditions governing their use.

2-2. Responsibilities.

a. Major commanders. Major commanders should periodically appraise the adequacy of services and facilities provided for civilian employees at all installations under their jurisdiction (AR 230-81).

b. Installation commanders. Installation commanders should determine the need for and supervise the establishment and operation of approved services and facilities that are essential to the morale and efficiency of civilian employees of the installation. In determining needs, particular attention should be given to the requirements of employees, such as location of work, working conditions, type of work performed, existence and adequacy of comparable services and facilities reasonably available in communities outside the installation, and any other factors pertinent to the needs and interest of the civilian work force (AR 230-81).

c. Civilian personnel officers. Civilian personnel officers should:

(1) Evaluate types and extent of services needed and advise the command staff elements on desirable changes or improvements (AR 690-200, chap 250).

(2) Solicit the views of managers, employee organizations, where appropriate, and employees regarding services needed or desired.

2-3. Factors to consider.

In deciding to provide employee services, consideration should be given to the following:

a. The availability of services within commuting distance. When installations are isolated or adjacent to small towns which do not provide adequate facilities, increased attention should be given to providing employee services. Requirements for on-post housing, transportation, medical, food, social, recreational, and other services should be considered carefully. When installations are in or adjacent to metropolitan areas, these areas are generally able to provide for many of the basic needs of employees, thus reducing the need for similar programs on the installation.

b. The composition of the work force. This factor depends largely upon the nature of the installation missions, the types of work performed, and on the available labor supply. The categories of workers employed, e.g., grade level, pay plan, sex, age, etc., normally will affect the extent to which additions, adjustments, or other special considerations are involved in determining appropriate services. The nature of the work performed (e.g., dirty or hazardous work) would affect cleanup or medical facilities and equipment.

c. Hours of work. The length of the workweek and the number and nature of work shifts affect the extent to which additions or adjustments must be made in the types of services provided.

d. Expressed employee interest and desires. The availability of essential services, as well as desirable services, often has a substantial influence on employee motivation, morale and turnover.

e. The support of labor organizations. Management has an obligation to negotiate with those unions which have been accorded exclusive recognition. In formulating and implementing policies and programs affecting working conditions of bargaining unit employees, early consultations with the union and solicitation of its support is essential.

f. The use of nonappropriated funds. These funds are generated through the operation of facilities, services, and activities on an installation. The authority to utilize nonappropriated funds to provide some of the services mentioned in this pamphlet should be verified by reference to AR 230-81 or by communication with the Executive Secretary, Army and Air Force Civilian Welfare Fund, The Pentagon, Washington, DC (Autovon 227-4839/4761, commercial (202) 697-4839/4761).

2-4. Primary Services.

Services generally considered to be basic to the well-being of any work force and broadly applicable at any installation are considered primary services. These services should be provided through internal facilities unless existing outside facilities are adequate or the services are not needed at the installation. Accordingly, priority consideration should be given to the development and provision of these services.

a. Food Services:

(1) *Eating Facilities.* Most Army eating facilities have been designed and established to provide economical and convenient services to employees as well as to promote effective management of personnel in connection with lunch and work break periods. As employees and their values change, eating facilities should be changing also. People today are more health and diet conscious, thus it is important that the opportunity for maintaining a proper diet be available to employees. Lunch rooms, restaurants, cafeterias, and cafeteria annexes should be responsive to the food demands of the people they serve. When post restaurant facilities are limited or not available, consideration should be given to providing mobile snack or lunch trucks, and/or vending machines. Appearance and sanitation of eating facilities and the quality of food served may have a considerable effect on employee morale. Specific policies and procedures on establishment, operation, and discontinuance of post restaurants and other authorized facilities and services are found in AR 230-81.

(a) Subject to the approval of the appropriate major commander as required by AR 230-81, the following facilities and services may be authorized:

1. Restaurants, cafeterias, snack bars, soda fountains, mobile canteens for the sale of food, beverages, confections, and tobacco products.

2. Vending machines on the premises of a restaurant activity and in other areas where there are many civilian employees.

(b) At isolated installations where most employees are civilians residing on the military reservations and/or where available services are insufficient and place an undue hardship on employees, additional facilities and services may be operated by a post restaurant upon prior approval of the Board of Directors, Army and Air Force Civilian Welfare Fund (AR 230-81).

(2) *Midshift Meals.* Midshift meals should be available for employees who work the second and third shifts, and in some instances it may be desirable to provide for the first and third meals. This service could also be provided by a post restaurant fund.

(3) *Troop Dining Facilities.* Under certain limited situations set forth in AR 30-1, civilian employees may also eat

in transient field ration dining facilities and other troop dining facilities. Upon approval by the installation commander, civilian employees in the United States may be served as guests or associate members in an open mess, in accordance with AR 230-60. In overseas commands, membership in a club system is subject to applicable international agreements concerning privileges authorized civilian employees.

b. Medical and Health Services. Health maintenance is the responsibility of the individual employee; however, management is obligated to provide a safe and healthful work environment. Minimizing loss of work time and work efficiency resulting from employee ill health is part of the personnel management responsibility of managers. The establishment of occupational health programs to deal with the job-related aspects of employee health is required. Medical and health services should be made available to employees at all Army activities, depending upon the nature of the workplace, availability of these resources, and the availability of health services in the surrounding community. Managers, supervisors and employees should know the manner in which services may be provided, the extent of authorized services for civilians, and the circumstances under which they may be made available.

(1) *Occupational Health Program.* The occupational health program of the Army is set forth in AR 40-5 and is based on Public Law 91-596.* The program authorizes:

(a) *Emergency Treatment of Illness or Injury on the Job.* This covers emergency diagnosis and first treatment of injury or illness regardless of whether or not sustained by the employee while in the performance of duty.

(b) *Medical Examinations.* Medical examinations essential to management in support of personnel management decisions are authorized. These examinations may be the basis of appointment or reassignment, or taken in an effort to reduce absenteeism and turnover. The authorized examinations include:

1. *Preplacement.* A preplacement examination may be required as a condition of appointment for some positions. Federal Personnel Manual (FPM) chapter 339 provides guidance on medical standards required by positions in the Federal Service.

2. *Overseas Employment.* A medical examination and immunizations are required prior to reassignment or appointment in an overseas position (FPM Supp 339-31).

3. *Disability Retirement.* An initial medical examination by a Federal medical officer or another physician designated by the Office of Personnel Management is required before a Federal employee may retire for disability (FPM Supp 831-1).

4. *Fitness for Duty.* Management has the authority to direct an employee to take a fitness for duty examination to determine whether an employee is incapacitated to perform the duties of his or her position efficiently and safely (FPM chap 339).

(c) *Health Guidance and Counseling.* Employee counseling on health matters, presentation and distribution of health education materials, and training of supervisors on health related matters is essential.

(d) *Periodic Testing for the Early Detection of Chronic Disease or Disorders.* Periodic screening for the detection of diabetes, visual defects, glaucoma, cancer, hearing defects, and hypertension may be offered on a voluntary basis dependent on availability of resources. Employees should be referred to their private physician for final diagnosis and treatment if the screening or testing programs indicate the probable presence of disease.

(e) *Periodic Job-Specific Medical Surveillance Examinations.* Periodic health histories, examinations, and/or lab tests may be provided for employees in specific jobs with potential health risks. The nature of the surveillance provided will be determined by the potential exposures of the job and will be specific for the health effects of the potential exposure. Complete physicals will not normally be provided unless the nature of the risk requires a total physical examination. Age-related examinations may be provided to employees in certain job categories.

(f) *Referral to Private Physician or Community Health Resources.* Employees with medical maladies not job related should be referred to private physicians, dentists, or community health resources.

(g) *Treatments Requested by Private Physician.* Administration of certain treatments (bed rest, dressing changes, etc.) and drugs (allergens, vaccines, etc.) requested by the employee's private physician with medication furnished by the employee facilitates a minimum absence from the worksite and is, therefore, a direct advantage to management. This service could be provided by an on site health unit, if resources and capabilities exist.

(h) *Assistance in Detecting and Resolving Safety and Environmental Sanitation Problems.* This provides an advisory resource in helping to solve problems relating to hazards in the work environment such as toxic fumes, hazardous noise levels, and similar conditions.

(i) *Immunization Programs.* In addition to immunizations administered under the Occupational Health Service of the Army, it is desirable to participate in local or national immunization programs such as those conducted for influenza or polio. Immunization may be recommended by public health authorities (e.g., for influenza, tetanus, smallpox) and, or as indicated, in connection with official travel or special occupational health hazards (e.g., cholera, typhoid and typhus).

(2) *Alcohol and Drug Abuse Prevention and Control Program (ADAPCP)*

* Occupational Safety and Health Act of 1970, 29 December 1970 (84 Stat. 1590)

* Comprehensive Alcohol Abuse and Alcoholism Prevention, Treatment and Rehabilitation Act of 1970, 31 December 1970 (84 Stat. 1848)

** Drug Abuse Office and Treatment Act of 1972, 21 March 1972 (86 Stat. 65)

(a) In accordance with PL 91-616* and PL 92-255** the Army has established a program for the prevention of alcohol and drug abuse in the work force and for the identification and treatment of employees with alcohol or drug abuse problems. Civilian employees with alcohol or drug abuse problems or alcoholism are encouraged to participate in this program. Through this program supervisors may help people resolve their alcohol and drug related problems. Civilian family members may also participate in the program. Specific policies and procedures are contained in AR 600-85. Office of Personnel Management (OPM) guidance is found in FPM Supplement 792-2 and FPM chapter 792.

(b) Employee Counseling Services Program. The ADAPCP also offers a screening and referral service to assist employees in resolving other personal problems. This service helps identify the nature of the problem and refers employees to appropriate community resources. Employees may be referred for marriage, family, and/or financial counseling if available from community resources, or through an interagency cooperative effort, or an established installation program. These services may be made available to supervisors with problem employees, employees, and their family members.

(3) *Information on Health Services Available in the Community.* Information should be made available to employees on various approved public health assistance services in the community. Management should maintain current information on local agencies concerned with medical and dental services and group health agencies and social agencies specializing in family health.

(4) *Sanitary Medical Health Services.* Special consideration will be given to the maintenance of health of employees as follows:

(a) Appropriate use of rest periods authorized by CPR 990-2, Book 610, paragraph S1-9, should be permitted particularly where occupations with heavy physical demands are involved.

(b) Restrooms should be equipped with items of personal comfort and hygiene.

(5) *Service in Foreign Areas and at Remote Locations in the United States.* Medical and dental care are authorized by AR 40-3 for civilian employees serving in areas outside the United States only in the absence of adequate civilian medical facilities as determined by the appropriate major oversea commander. Such care is also authorized by AR 40-3 for the above employees who are serving at military installations within the United States which have been designated as remote by the Secretary of the Army for the purpose of providing medical care.

(6) *Adjustments in Other Services to Meet Special Needs of Physically Handicapped.* Consideration will be given to special accommodations and other adjustments which may be required to meet the needs of blind, amputee, deaf and other handicapped workers in accordance with FPM chapter 306 and AR 690-300, chapter 306.

(7) *Blood Donor Programs.* Blood donor programs may be established under the sponsorship of, or in collaboration with, the American Red Cross, or other organizations licensed by the National Institutes of Health, Department of Health and Human Services. Rules regarding donations and benefits vary among the private organizations, so they should be compared carefully before choosing among available programs.

(a) The civilian blood program should not be confused with the Army Blood Program (under AR 600-12), which is established primarily for the benefit of military personnel; however, wherever the need exists, civilian personnel should be encouraged to contribute to the installation Army blood donor center.

(b) All employees who volunteer as blood donors, without compensation, to the American Red Cross, to military hospitals, or other blood banks, or who respond to emergency calls for needy individuals will be excused from work without charge to leave for the time necessary to donate the blood, for recuperation following blood donation, and for necessary travel to and from the donation site. The maximum excusal time should not exceed four hours, except in unusual cases. When the employee must travel a long distance, or when unusual need for recuperation occurs, up to an additional four hours may be authorized.

(8) *Additional Health Services.*

(a) Additional services may also be provided as part of the installation's investment in employee health. Such services are extremely beneficial to employees who already take "health management" seriously. For example, a general informational program for employees and their families could be designed to encourage healthful habits (e.g., by giving or sponsoring courses in nutrition and child care), and to provide information about community resources (e.g., chest X-ray examinations, recreational services, seminars, or classes in physical fitness, weight loss, exercising properly, or running do's and don'ts). These resources are often provided in lunchtime programs and may be presented by local experts, qualified military or recreation specialists, or through movies, videotapes, flyers or handouts.

(b) Stress management and awareness is an increasingly important subject. Programs to control stress should be given serious consideration since reliable medical opinion attribute from 50 to 80 percent of all diseases to psychosomatic or stress-related origins. Stress is our mental, emotional, physical and behavioral response to anxiety producing events. Awareness of stress indicators, producers, and reducers is very important to stress control.

(9) *Federal Employees' Compensation Act.* This act provides compensation, medical care, and death benefits for persons disabled or killed in the performance of official duty. See FPM chapter 810.

c. *Transportation.* For economic reasons, employees are becoming increasingly more involved in using transportation alternatives such as carpooling and mass transit. Publicizing carpools in the daily bulletins, on bulletin boards, and with other available information media is an employee service that can have a significant dollar savings to employees. Where needed, arrangements should be made with public carriers to provide sufficient vehicles and convenient

schedules, considering the number of employees living in specific areas and their work schedules. When service by public carriers is not adequate or practical, supplementary services should be provided at the installation by using Army motor vehicles under authority of AR 58-1, if required. On-post transportation and on-post parking should be provided to the extent necessary and feasible in accordance with AR 210-4, which pertains to parking facilities and the ride-sharing program. Access to public and commercial transportation for handicapped employees should be available for employees requiring this service. Special efforts for communicating Severely Handicapped Recruitment Program and occupational accommodation goals to the transportation officer can be made to improve support of the handicapped employment program, while making the installation more accessible as a place of employment.

d. Housing.

(1) *Off-Post Housing.* The housing officer should make general estimates of the existing and available housing in the local civilian community to which persons from outside the local area may be referred, on either a temporary or permanent basis. If housing in the local community is sufficient to meet all needs, information on the availability and average rental charges for various types of accommodations should be available to employees. Arrangements should be made with community agencies to take care of employee housing needs upon referral of employees by the installation. If such agencies are not available, a referral service should be established at the installation. Listings offered should be checked and references obtained to ensure the accommodations meet standards of health and sanitation, are satisfactory with regard to character and reputation, and are available without regard to race, color, religious, sex, or national origin. Services of the Housing Referral Office may be provided to civilian employees in accordance with AR 210-51.

(2) *On-Post Housing.* On-post housing is provided primarily for military personnel and is controlled by AR 210-50. Housing for civilian employees generally is limited to key employees who, by the nature of their employment, should reside on the post to ensure that operations can be carried on under emergency conditions (e.g., fire chief, guards, utility engineers, etc.). If it is found that local community housing will not be sufficient to meet all needs, the installation commander may consider requesting Department of the Army approval to allocate certain sections of on-post housing for civilian occupancy.

2-5. Other services.

The following services normally would not be installed or developed until primary services had been satisfied. This coverage is not intended to be all-inclusive, but is merely representative of the services which have been provided during recent years. Local conditions may prompt establishment of other services not covered here.

a. Assistance Services.

(1) *Personal and Family Assistance.* Emergencies sometimes arise which are beyond the means of the individual to overcome. In such instances, public and private assistance agencies often represent the only available means for aid. Many employees, however, fail to consider them or are unaware of their existence and of criteria used in giving aid. Management should have knowledge of local assistance agencies, such as the American Red Cross and city, county and state health and welfare organizations and refer employees to them for help.

(2) *Day Rooms.* Recreation centers, break areas, or day rooms may be of value in building employee morale. Although they may be modest in size, they provide a place where personnel can feel at home during lunch and break periods or before and after the workday. Available building space may be provided at the discretion of the installation commander. Where authorized and when funds are available, furniture and equipment for these locations may be obtained by use of appropriated funds. Surplus furniture and equipment may also be used. When not available from these sources, furnishings may be purchased from civilian welfare funds (AR 230-81).

(3) *Flowers and Sympathy Cards.* Flowers and sympathy cards are customarily sent to hospitalized employees and their families and funeral homes in the event of death. Civilian welfare funds are authorized for this purpose in accordance with AR 230-81, paragraph 4-4b(8).

(4) *Charity Contributions.* Organized efforts among the work force to collect charitable contributions of nonperishable goods for such programs as Christmas baskets, disaster relief packages, and contributions to other employees or members of the general public who have experienced an emergency situation are encouraged. These voluntary efforts enhance esprit de corps and show the installation to be a concerned member of the community.

b. Financial Services.

(1) *Check Cashing and Banking Services.* Check cashing services should be made available, especially on payday. The usual extent of civilian employee need for on-post banking services is for check-cashing purposes. Full on-post banking facilities also may be provided at some locations in accordance with AR 210-135.

(2) *Credit Unions.* Credit unions are private organizations established and organized by civilian and military personnel themselves and are, therefore, not under the control of the Department of the Army. However, their formation is encouraged in the interest of promoting systematic saving among members and providing them a ready source of loans at low rates of interest. Credit unions may be formed under either Federal or State charter. AR 210-24 provides specific guidance.

(3) *Emergency Loans.* Emergency loans from post civilian welfare funds are authorized to assist civilian employees in meeting immediate and unforeseen financial emergencies when loans cannot be secured readily through regular loan sources such as banks or credit unions. See AR 230-81 and AR 230-65.

c. Recreational Services.

(1) *Sports Programs.* Sports and athletic programs are useful from a health standpoint, help provide for people's social needs, and promote a sense of identification with the organization. The most successful sports have been those of a team nature, such as bowling, basketball, softball, and golf. Not only the players but also other members of the organization may derive satisfaction from team competition. Equipment, trophies, and prizes may be purchased from civilian nonappropriated funds (AR 230-81, paragraph 4-4).

(2) *Group Recreational Activities.* Employees may be assisted in forming special groups, such as photography, rod and gun, radio, and gardening clubs. The Military Affiliate Radio System (MARS) is open to qualified civilian radio amateurs. Physical facilities on post, if available, may be provided for laboratory, clubroom, greenhouse, etc., at the discretion of the installation commander. Such employee groups (except MARS) may receive civilian welfare fund support, provided they are formed under provisions of AR 230-81, and provided also that opportunity to participate is open to all interested employees. Civilian employees also may form private associations and request permission to conduct activities at military installations subject to the provisions of AR 210-1, AR 230-1, and AR 230-81. Civilian welfare fund support is not authorized for private associations.

(3) *Social Events.* Social events, such as dances, parties, and picnics, may be arranged by the civilian welfare fund council consistent with AR 230-81. (Social events authorized in AR 230-81 do not include recognition of birthdays, anniversaries and other similar events of a personal nature.) Playing of bingo, where not prohibited by State law, is permitted, subject to the restrictions in AR 230-81. Bingo must be entirely self-supporting.

(4) *Sponsored Trips.* Organization-sponsored vacation trips and excursions can be arranged at considerable savings to the individual. Typically, a civilian welfare council enters into an agreement with a travel agency to take a tour at a group rate, provided a certain number of individual travelers can be obtained. No contract should be entered into which would require the payment or forfeiture of money by the civilian welfare fund if the trip does not materialize. Civilian welfare councils may make group tour arrangements only; contracts are an individual employee responsibility (AR 230-81).

d. Special Services.

(1) *Contests and Awards.* Contests which contribute to command efficiency may be held in accordance with the criteria contained in AR 230-1 and AR 230-81. Cash awards or prizes may be furnished from installation civilian welfare funds as authorized by AR 230-81 and AR 230-1.

(2) *Special Services for Employees Living on Post.* Certain services and facilities may be authorized for employees living on post and employees living in overseas areas. These include military recreational facilities such as post theater, bowling alley, hobby shop, and military shopping facilities such as post exchange and commissary. Authorization to utilize the various services and facilities is not automatic. Approval of the major commander is required to use commissary facilities, and of the Assistant Secretary of Defense (MRA&L) to use Post Exchange facilities (AR 60-20). Civilian employees in a travel status and occupying government quarters on a military installation are authorized by AR 60-20 to purchase certain items of personal comfort and convenience at the Post Exchange.

(3) *Retirement and Career Service Ceremonies.* Recognition of devoted service to the US Government and the US Army may be conferred through a formal installation program. AR 672-20 authorizes career service recognition devices including employee length of service emblems and certificates and recommends their award at appropriate ceremonies. AR 690-831-1 authorizes the issuance of retirement certificates and pins.

(4) *Membership in Officer and NCO Clubs.* Under certain conditions personnel may be granted associate memberships in officer and NCO clubs. AR 230-60 authorizes CONUS civilian employee associate membership when facilities and accommodations permit. Civilian employees in an overseas command are governed by international agreements concerning privileges granted US Government employees.

e. Educational and Informational Services.

(1) *Library.* A library for civilian employee use may be established and operated by the civilian welfare fund per AR 230-81. It is also permissible for civilian employees to utilize the post library established in accordance with AR 28-1. Such uses will be dependent on adequacy of facilities and decision by the local commander.

(2) *Employee Newspapers.* Publication of employee newspapers is governed by AR 360-81. They fill part of the need for informing employees about events concerning the Army, the installation, and activities of installation personnel. Appropriated funds may be used to defray the cost of publication and distribution to the extent essential to support the Command Information Program in accordance with AR 360-81. If appropriated funds are not available, nonappropriated funds may be used to fund publication and distribution, but not at the expense of higher priority programmed activities designated to benefit the majority of the civilian employees at an installation.

(3) *Preretirement Planning Programs.* It is the policy of the Department of the Army to make preretirement counseling available on an individual or group basis to every employee who is within five years of eligibility for optional retirement, as well as employees eligible for discontinued service and disability retirement (AR 690-831-1).

f. Accessory Services. Other services which may be operated by a post restaurant fund subject to the approval of the appropriate major commander in accordance with AR 230-81 include:

- (1) Newsstands.
- (2) Amusement machines (except gambling devices).

(3) Sale of safety clothing and equipment, plant protective clothing, and other similar personal items required in performance of employees' official duties.

(4) Sale of items of daily personal use and necessity (e.g., sanitary goods and supplies, simple drug remedies including standard first aid items, apparel repairs and emergency replacements, smoking accessories, toiletries and cosmetics) required by employees during the workday.

Chapter 3

Quality of Worklife

3-1. General.

It is the objective of the Department of the Army, in consonance with the Civil Service Reform Act of 1978, to provide the general public a productive Federal work force and to improve the quality of public service. This chapter recommends an approach involving the civilian work force in management efforts to accomplish the above goals.

3-2. Program concept and objectives.

a. The quality of worklife program is an extension of the quality of life program with parallel objectives and features. The quality of life program for Army military personnel promotes the welfare, morale, and commitment of soldiers and their family members. It is a collective body of policies, programs, and actions with which the Army acknowledges the obligation to provide for the fulfillment of human needs in living conditions and duty environment. Quality of worklife is a concept applicable to the civilian work force in their work environment. This concept:

(1) Consists of various elements which collectively provide for human needs, accomplishment of organizational goals, increased productivity, and improved morale;

(2) Is a continuing process utilizing locally available resources to promote increased productivity and efficiency in mission accomplishment; and

(3) Provides for greater participation by civilian employees in effecting change in their work environment.

b. Military preparedness, readiness, and combat effectiveness are the fundamental goals of the quality of life program. Its objective is to promote the development of military group commitment and cohesiveness. This is accomplished by policies and programs which demonstrate that the Army recognizes the negative conditions of service by providing a community environment in which health, welfare, and morale needs of its members and their family members receive adequate attention. Such provision frees the soldier to concentrate on mission performance and promotes personal identification with the military community. The anticipated benefit to the Army is loyalty and dedication to service.

c. Mission accomplishment through greater employee participation in work improvements is the fundamental goal of the quality of worklife program. The basic objectives of the program are to:

(1) Increase productivity;

(2) Improve quality of work or service;

(3) Achieve cost efficiency;

(4) Enhance work force morale;

(5) Stimulate employee motivation; and

(6) Provide for voluntary employee participation in work improvements.

3-3. Quality of worklife program.

A quality of worklife program is a systematic way to centralize and recognize a variety of efforts taken at an installation or at any organizational level to improve productivity and enhance the morale of the work force. The program:

a. Should be established by commanders at every level;

b. Must be tailored to local needs; and

c. Should recognize existing programs contributing to the quality of worklife of the civilian work force.

3-4. Major Elements.

a. There are two major elements to a quality of worklife program:

(1) Review of existing programs which enhance quality of worklife; and

(2) Establishment of a process to generate productivity and morale enhancement projects.

b. The first element is the assessment of ongoing or planned programs, projects, services, or any other action which contributes toward higher productivity and morale enhancement of the civilian work force. This element comprises a review and accounting of the total work environment at the installation or organizational element in which an employee works. This includes any contributions to the quality of worklife at the immediate worksite, at the activity/installation, and the local community. Contributions to the quality of worklife at the installation which are common to all

employees include medical and eating facilities and services, financial counseling services, and recreational facilities. In the immediate work area such items as safety equipment, breakrooms, cleanup facilities, any special equipment, or any changes in the work processes may be recognized as quality of worklife improvements. Basically, this first element is an assessment of the present quality of work life status.

c. The second element is providing a vehicle for employee participation in improving their quality of worklife. The establishment of volunteer employee groups, similar to Quality Circles, for the purpose of identifying and recommending quality of worklife enhancement projects to management officials is one approach utilized. The size of the employee group should be tailored to the needs of the organization and may be established at any level of the organization, e.g., branch, division, directorate, or installation. Generally, an employee group should consist of no fewer than three employees and should represent a cross-section of the work force. Employee participation and contributions to productivity and morale are essential in this element.

3-5. Guidelines.

Some basic program elements to be considered in establishing a formal quality of worklife program are:

a. *Employee Participation.* The most significant aspect in this program is increased employee involvement and participation in management decisions affecting their worklife. As quality of worklife projects are proposed, evaluated and implemented, significant participation in decisions made at each stage is expected from employees. Employee participation may arise from:

- (1) being members of a management-sponsored employee group;
- (2) as an individual submitting a recommended improvement for consideration; or
- (3) as a group acting in behalf of a locally recognized labor organization.

b. *Labor Organization Support.* Essential to the acceptance and success of a quality of worklife program is joint labor and management support. The expressed support, active commitment, and participation of the local labor organization in the program must exist. Union involvement in the early phases of program planning and implementation is important. Their support is further encouraged as negotiations are required on the aspects of a quality of worklife program affecting conditions of employment or working conditions of bargaining unit members of a recognized labor organization. The extent or degree of participation in the installation program should be determined through the negotiation process.

c. *Analysis of Current Status.* An accounting of local employee services, facilities and programs presently contributing to the quality of worklife of the civilian work force is vital to establish a starting point. Management should survey employee services presently being provided, examine existing productivity enhancement programs (e.g., suggestion program, quick return on investment program, value engineering, etc.), and identify what else could be done to improve productivity and enhance employee morale.

d. *Examination of Local Needs.* Each installation commander should establish a quality of worklife program to meet the activity's needs within its own resources. Due to the many variables between activities, application of a standardized quality of worklife program is not feasible. Therefore, each commander should examine his/her own situation and resources and establish and tailor a quality of worklife program as needed. One way to determine the need and interest for a quality of worklife program is to conduct a survey among the civilian work force.

e. *Issuance of a Policy Statement.* When a decision has been made to establish a quality of worklife program, the commander should issue a policy statement on quality of worklife and announce the establishment of a program and its features.

f. *Assignment of Program Responsibilities.*

(1) *Program Coordinator.* The commander should designate an appropriate line or staff official to serve as program coordinator. Such an official may be the Director for Personnel and Community Affairs, Director of Administration, Comptroller, Organizational Effectiveness Officer, or others. The basic responsibilities of this official should be:

- (a) Analyzing the local needs for the establishment of a program.
- (b) Proposing specific program features to accommodate the needs of the installation or activity.
- (c) Overseeing implementation of the program for the installation commander.
- (d) Evaluating program progress and accomplishment.
- (e) Serving as the focal point on all program matters.

(2) *Civilian Personnel Officer.* The responsibilities of the civilian personnel officer may include:

- (a) Conducting periodic surveys of employee services and facilities at the installation.
- (b) Determining supervisor/employee interest in such a program.
- (c) Evaluating projects to enhance employee morale.

(3) *Key Management Officials.* Top management officials of major organizational elements may be responsible for quality of worklife projects among their subordinates. Their major responsibilities should be:

(a) Establishing a quality of worklife program within their organizational element.

1. Form volunteer project groups.
2. Train volunteer employees on quality of worklife objectives.

3. Suggest productivity improvement subjects to project group.
4. Review progress and recommendations of project group
 - (b) Identify programs and propose projects within the organizational element for inclusion in a quality of worklife program.
- (4) *Resource Management Officer.* As the official responsible for productivity accountability for an activity, the resource management officer should be responsible for analyzing quality of worklife projects. His/her responsibilities should include:
 - (a) Analyzing benefits of proposed quality of worklife projects prior to implementation and evaluating actual results achieved.
 - (b) Recommending to the commander, CPO, management officials, and supervisors, acceptance or rejection of quality of work life projects based on monetary savings, increased productivity, morale or other intangible benefits.
- (5) *Employee Groups.* These groups are the heart of the quality of worklife program. The employees should all be volunteers who have expressed an interest in increasing productivity and who may have ideas on how to accomplish this. As members of a project group, they assume the following responsibilities:
 - (a) Examining their total work environment for ways to improve their productivity and morale.
 - (b) Sharing those ideas with the group for discussion and analysis.
 - (c) Participating in a candid evaluation of projects.
 - (d) Communicating with their co-workers to solicit ideas and informing them of group accomplishments.
 - (e) Sharing any award with fellow group members.
- (6) *Group Leader.* Each employee group should be headed by either a group leader selected from the group, by the group, or a supervisor appointed by management. The responsibilities of this position are:
 - (a) Providing leadership to the group to assure effective use of time.
 - (b) Leading discussions and reporting progress to key management officials.
 - (c) Submitting written recommendations to management.
 - (d) Assisting in the implementation of accepted project proposals.
- g. *Delegation of Authority.* The authority to accept and implement or reject a project proposal should be delegated to the lowest level supervisory or management official having the authority to make such a determination in the performance of his/her officially assigned duties. Should the project proposal not deal with a subject matter under the responsibility of a particular organization, the proposal should be forwarded to the office with the authority. A project proposal should be accepted and implemented only after the project had been reviewed for benefits and contributions to the quality of worklife program.
- h. *Establishment of a Reward System.* A system to recognize and reward productivity improvement contributions by employee groups should be established. There are programs available through which recognition and reward for improvements may be accomplished. For adopted projects which have tangible or intangible benefits, the Army Incentive Awards Program may be utilized to recognize individual achievement in a project group, or to recognize group achievements. A cash Special Act or Service Award, Suggestion Award, Honorary Award or Merit Pay Significant Accomplishment Award may be granted as appropriate. Other methods of conferring recognition to employees as individuals or as members of a project group are left to the discretion of the activity commander. A letter of commendation or appreciation, a special certificate of appreciation, or a group picture and publication of group accomplishments in local newspapers may be desirable. The greatest incentive for employees may be the sharing of a cash award for an adopted suggestion, a Special Act or Service Award or a Significant Accomplishment Award which results in tangible or intangible benefits.
- i. *Review and Publication of Accomplishments.* A systematic approach to tracking and accounting for quality of worklife accomplishments should be developed. Proposed tangible and intangible productivity improvement projects should be recorded whether later implemented or not. Feedback to the work force on projects implemented and benefits gained could be part of the supporting publicity for a quality of worklife program.

Appendix A References

Section I

Required Publications

This section contains no entries.

Section II

Related Publications

This section contains no entries.

Section III

Prescribed Forms

This section contains no entries.

Section IV

Referenced Forms

Federal Personnel Manual (FPM)

Chapter 306 (Selective Placement Programs)

Chapter 339 (Qualification Requirements (Medical))

Chapter 792 (Federal Employees Health and Counseling Programs)

Chapter 810 (Injury Compensation)

FPM Supplement 339-31

Reviewing and Acting on Medical Information

FPM Supplement 792-2

Alcohol and Drug Abuse Programs

FPM Supplement 831-1

Retirement

CPR 990-2

Hours of Duty, Pay, and Leave, Annotated

Book 610

Hours of Duty

AR 28-1

Army Morale Support Activities

AR 30-1

Army Food Program

AR 40-3

Army Medical Department Facilities/Activities

AR 40-5

Health and Environment

AR 58-1

Management, Acquisition and Use of Administrative Use Motor Vehicles

AR 60-20

Operating Policies

AR 210-1

Private Organizations on Department of the Army Installations

AR 210-4
Personnel Parking Facilities Program and DA Ridesharing Program

AR 210-24
Credit Unions

AR 210-50
Family Housing Management

AR 210-51
Army Housing Referral Service Program

AR 210-135
Banking Service on Army Installations

AR 230-1
The Nonappropriated Fund System

AR 230-60
The Management and Administration of the US Army Club System

AR 230-65
Nonappropriated Funds: Accounting Policy and Reporting Procedures

AR 230-81
Civilian Nonappropriated Funds and Related Activities

AR 360-81
Command Information Program

AR 600-12
Blood Donor Procurement Program

AR 600-85
Alcohol and Drug Abuse Prevention and Control Program

AR 672-20
Incentive Awards

AR 690-200
General Personnel Provisions

Chapter 250
Personnel Management in Agencies

AR 690-300
Employment
Chapter 306 (Selective Placement Programs)

AR 690-831-1
Retirement

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