

# *Chapter 11*

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# The Future of Work in Federal Government Requires Telework

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## 11.1 Introduction

Before switching to my current position researching digital government and technology policy, I spent nearly seven years working as a public sector consultant, where I helped state and local governments with their digital transformation journeys. At times, my job required me to embark on up to four flights per week so that I would be on the client site Monday through Thursday. As these projects often included rolling out complex, large-scale software solutions costing millions of taxpayer dollars, our government clients understandably preferred that our team be present in person to address any issues that would inevitably crop up across the months and often years required to complete such initiatives. In March 2020, however, the COVID-19 pandemic flipped the consulting model completely on its head.

For white-collar jobs like mine, the teleworking model—defined broadly as work performed from a remote location typically using telecommunications and information technology (IT)—moved from uncommon to necessary in a matter of months. Federal agencies in the United States were no exception to this situation. The pandemic forced the federal government to adapt quickly, and many agencies were not prepared to do so. Even though teleworking and the technologies that support it extend back nearly 50 years, the federal government struggled to keep pace with the private sector in adopting and investing in telework over the last few decades. However, the benefits of telework revealed during the pandemic made it clear that remote and hybrid environments should play a critical role in the future of work across all industries, including the federal government. Telework certainly presents unique challenges for government moving forward, particularly in cybersecurity, but evidence largely suggests that remote and hybrid work contribute to employee welfare, promote productivity, offer resiliency during crises, and allow federal agencies to recruit and retain talent who demand telework.

And yet there are some in Washington who remain unconvinced in continuing, let alone expanding, telework for federal employees. However, these politicians are working against an inexorable reality about the workplace: telework is here to stay. Remote and hybrid options not only improve the work experience for federal employees but also align with broader federal digital transformation priorities—from cloud migration and data analytics to IT modernization and enhanced customer experience. The future of work and federal IT requires telework, and federal agencies need bipartisan support from elected officials to get this critical work done.

## 11.2 A Brief History of Telework

Conceptualized to address personnel challenges that continue today, such as work-life balance and traffic congestion, the idea of teleworking has been around for several decades. While the private sector generally accepted and adopted teleworking practices over the years, the U.S. federal government struggled to do the same over

the same period. This had consequences not only in how federal agencies responded to the COVID-19 pandemic but also in determining the federal government's relatively poor positioning for the future of work.

### **11.2.1 The Private Sector Invests**

Telework, remote work, work from home, mobile work, distance work. The concept has many names, and while it is often considered a 21st-century notion, the idea of teleworking has been around for nearly five decades. Jack Nilles, a physicist and NASA engineer now considered the “father” of telework, coined the term “tele-commuting” as early as 1973. Living in Los Angeles, Nilles was sensitive to issues around traffic congestion and high gas prices—sound familiar?—and began to think through alternative arrangements to bypass these problems. As he lived in a time prior to the proliferation of the personal computer (PC), Nilles's approach focused more on the use of satellite offices to shorten commute times (Newport, 2020). This model may not have been the ultimate method adopted for telework, but the overall concept stuck, and by the early 1980s, companies with the technical infrastructure to support telework—particularly those who could leverage existing call center models, such as IBM—employed thousands of employees who could work from home (Butler, 2018).

Over the next 20 years and through the 1990s when PC prices dropped, mobile phones emerged, and internet use became more common, many businesses moved portions of their workforce out of their cubicles through teleworking initiatives. AT&T, for example, had around 22,500 U.S. employees telecommuting at least once per month in 1994, with 7,500 of these employees effectively fully remote (Johnson, 1994). AT&T even celebrated its first “Employee Telecommuting Day” that year (Newport, 2020). Obviously, there were—and continue to be—restrictions on the type of work that could be performed remotely, but many businesses clearly saw value in this type of work model.

The beginning of the 21st century brought better, faster internet services and new platforms that extended the experience of telework from phone and email to video and real-time direct messaging. Companies, such as Skype in 2006, began rolling out scalable video conferencing (VC) technology (Newport, 2020). Today, there is a full variety of commercial platforms for interactive VC, from big names like Zoom and Webex to lesser-known companies like Whereby and Dialpad. Even prior to the pandemic, companies were utilizing end-to-end digital workspaces like Microsoft Teams and Slack that not only allowed their employees to communicate with one another quickly and easily but also to co-edit and collaborate in real time on documents and work products. In March 2020, Microsoft Teams already had 32 million active users (Kent, 2020).

Though the adoption of organization-wide telework received some pushback from commercial leaders in the 2010s—perhaps as fallout from the 2008 financial

crisis, where concerns around productivity resulted in overwork and micromanagement in places like Silicon Valley—commercial organizations clearly saw investing in the infrastructure of telework as critical for the future of work. Because of this investment, the private sector was able to adapt much faster to the remote environments that the pandemic necessitated, particularly compared to federal agencies. Moving forward, many companies have embraced teleworking as part of their “new normal” operating models. According to one survey, most industries support telework flexibility, with over half of employees participating in some remote work. These findings include industries that have traditionally found teleworking models more difficult to implement, such as healthcare, where 45 percent of staff participate in remote work (Dua et al., 2022). Similarly, the Bureau of Labor Statistics found that, among organizations that increased telework due to the pandemic, over 60 percent expect the increase in telework to continue after the pandemic ends (Bureau of Labor Statistics, 2022). As the next subsection demonstrates, the federal government’s teleworking story is quite different.

### ***11.2.2 The Federal Government Lags***

In terms of awareness and planning over the years, the federal government was not too far behind the private sector in exploring the potential benefits of teleworking, but investment in and adoption of teleworking was slower and more erratic. Around the time Nilles introduced “tele-commuting” to the English vocabulary, the federal government was defining what would become its flexible work arrangement policy. The Federal Employees Flexible and Compressed Work Schedules Act of 1978 introduced alternative methods for how federal employees could work and opened the door for opportunities like telework.

The General Services Administration’s (GSA’s) Office of Governmentwide Policy published a report titled “The Evolution of Telework in the Federal Government” in February 2000 that provides an early history of federal telework, notably detailing several efforts across multiple agencies that attempted to pilot or ignite broader adoption of telework within the federal government but met with little success (Joice, 2000). Many agencies had instituted informal teleworking activities in the 1980s, but these were primarily as-needed, case-by-case arrangements, and it was not until the 1990s that federal governments really began to explore the governmentwide benefits of teleworking in earnest. The report does highlight one prescient example in which the Environmental Protection Agency (EPA) successfully leveraged telework as an emergency response to the 1989 Loma Prieta earthquake, after which the “EPA conducted several studies of this experience [and] learned quite a bit about the feasibility and utility of Flexiplace [a term used at the time for federal teleworking] as both a general workplace strategy as well as an emergency response strategy” (Joice, 2000).

The Clinton administration’s National Telecommuting Initiative, released in 1996, represents the federal government’s first substantive commitment to adopt

teleworking. As a joint effort between the Department of Transportation and GSA, the program set ambitious goals, such as having 60,000 federal teleworkers by 1998 and 160,000 by 2002. These goals were unmet—according to a 2002 report from the Congressional Research Service, there were only 74,487 federal teleworkers at that time—and the initiative fizzled out. However, the federal government continued developing policy and soft commitments to telework throughout the 2000s, such as the following:

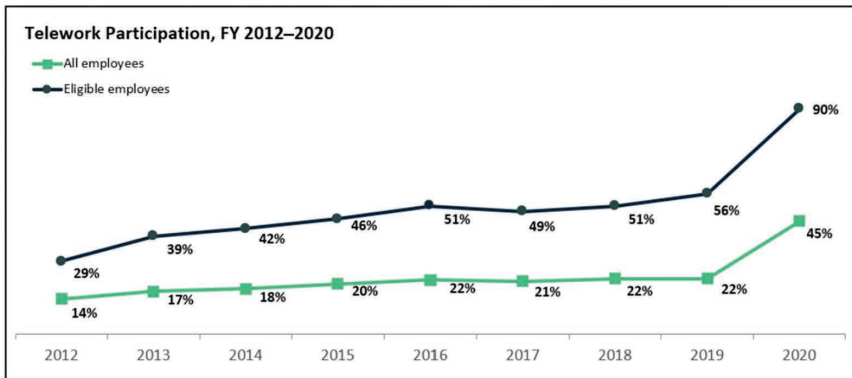
- **The Department of Transportation and Related Agencies Appropriations Act of 2001:** Required federal agencies to establish telecommuting policies and encourage employee participation.
- **National Institute of Standards and Technology (NIST) security guidelines:** Broad recommendations for securing technology used by teleworkers, such as the use of firewalls for home internet and secure web browser and operating system configuration (Georgetown University Law Center, 2009).
- **Telework.gov:** An Office of Personnel Management (OPM) website launched in the early 2000s that provides information regarding the federal government's telework policy (Telework.gov, n.d.).
- **The Telework Enhancement Act of 2010:** Expanded requirements for federal agencies' telecommunicating policies, such as designating a telework managing officer, developing telework training, and incorporating telework into agency operation plans.

Ironically, this period also saw the federal government plan for a hypothetical influenza pandemic, which included an underdeveloped teleworking strategy as an emergency response (Georgetown University Law Center, 2009).

After the Telework Enhancement Act, however, there was little change in federal teleworking policy and no major efforts to increase adoption until the COVID-19 pandemic nearly 10 years later. In 2012, only 29 percent of eligible federal workers participated in teleworking. This increased substantially during the pandemic, with peaks of nearly 90 percent of eligible employees and 45 percent of all federal employees teleworking (Office of Personnel Management, 2021b). After years of planning and unsuccessful pilots, the pandemic provided a much-needed use case highlighting the benefits of telework in the federal government—from enhanced performance and productivity to improved work-life balance and talent retention—and convinced many policymakers to take a more deliberate approach in long-term adoption.

### 11.3 The Modern Politics of Federal Telework

Even though the federal government has been aware of the benefits of telework for decades, adoption has been sluggish despite the practice becoming increasingly common across nearly all other industries. As the prior section demonstrated,



**Figure 11.1** Federal telework participation, percentage of all employees versus eligible employees, FY 2012–2020 (Office of Personnel Management, 2021b).

there were efforts to expand federal teleworking even before the pandemic, but the pandemic accelerated adoption and reignited the debate. Circumstances made teleworking a short-term necessity for all, a long-term priority for some, and an apparent no-go option for others.

### 11.3.1 *Those in Favor*

At the beginning of the pandemic, the Trump administration sent mixed messages regarding its plan for federal teleworking. With over two million active federal employees, there were a lot of questions regarding how to minimize health risks while continuing employment and operations of critical services. Telework offered a clear solution, but the Trump administration was consistently averse to the approach—though ultimately there was bipartisan consensus to accept telework as a necessary response to the emergency (Naylor, 2020). The approach under the Biden administration was more receptive to leveraging telework during the pandemic. Notably, OPM updated its decade-old federal telework guidance in November 2021. Though this effort was clearly driven by pandemic circumstances, it also presents a clear message that the long-term future of work in federal government should prioritize telework. After all, the subtitle is not pandemic-specific but, rather, the broadly encompassing “Leveraging Telework and Remote Work in the Federal Government to Better Meet Our Human Capital Needs and Improve Mission Delivery.” In a new addition, the OPM guidance distinguishes teleworkers from “remote” workers, the latter of which are not expected to visit their agency’s office regularly and thus have geographical flexibility (Office of Personnel Management, 2021a).

Recent messaging from federal leaders of the Biden administration also reflects this priority to expand federal telework. In a July 2022 memo, OMB director

Shalanda Young directed agencies “to reimagine their workplace approach informed by lessons from the COVID-19 pandemic, as well as nationwide workforce and workplace trends (e.g., hybrid work inclusive of onsite work, telework, alternative work schedules, online collaboration, and remote work policies and practices)” (Young, 2022a). Similarly, OPM director Kiran Ahuja stated in the same month that telework and workplace flexibility are necessary to recruit and retain top talent in a post-COVID world and that workplace flexibilities “promote resilience of federal government operations in the face of disruptions, enhance productivity, and improve employee morale” (Mitchell, 2022).

The President’s Management Agenda, an executive roadmap for management priorities across federal agencies, also includes plans for telework given its future role in nationwide workplace and workforce trends (Office of Management and Budget, n.d.). Additionally, Congress took steps this year to solidify teleworking policies adopted during the pandemic. The Telework Metrics and Cost Savings Act of 2022 focuses on gathering data and exploring impacts on cost savings from pandemic-level teleworking activities with the ultimate goal of providing evidence that teleworking is good for federal government. As one of the bill’s sponsors, Rep. Gerry Connolly (D-VA), explained, enhanced need and demand for telework among federal employees and the national workforce should and will persevere. . . . Telework saves money, helps recruit top talent, makes environmental sense, and it ensures a continuity of operations at agencies that families, businesses, and veterans can rely on each day. (Wagner, 2022)

Despite the evidence in favor of telework, however, some politicians have recently criticized the Biden administration’s telework policies and stubbornly oppose its expansion.

### **11.3.2 Those Opposed**

In a December 2021 letter to OPM, House Minority Leader Kevin McCarthy (R-CA) wrote that “the Biden Administration’s ‘maximum telework’ edict is not working for the American people, many of whom are struggling to secure in-person services from their federal government” (Alms, 2021). Rep. Jody Hice (R-GA), the ranking member of the House Committee on Oversight and Reform, stated in a July 2022 hearing that the Biden administration’s efforts to make the federal government a “model employer” by offering greater workplace flexibility like that of the private sector is really just “a catchphrase for treating federal workers like a privileged, protected class” (House Committee on Oversight and Reform, 2022; Thibodeau, 2022).

While these concerns are valid regarding the federal workforce generally, these politicians are conflating other problems facing the federal government with teleworking. It is true that customer satisfaction with federal agencies is at historically low levels due in part to poor service delivery, but federal customers want more digital interactions rather than in-person services (Egan, 2022). With millions of

employees working for the federal government, there are, no doubt, individuals who fall into the “bad apple” category in taking advantage of teleworking environments. While civil service rules do make it harder to fire federal employees for performance compared to the private sector, a good employee does not become a bad one simply because they are working from home (Katz, 2015). In fact, they are more appreciative and more likely to stick around (Campo et al., 2021).

Ultimately, these politicians’ concerns really have nothing to do with telework but, rather, issues around customer service and performance management broadly in the federal government (as well as long-running perceptions that telework is too expensive to roll out and that teleworkers are less productive). However, federal agencies can expand telework, improve customer experience, and reform federal personnel rules at the same time, all while increasing productivity. Opposition to expanding telework in the federal government works against best practices and national trends across practically all industries. As the next section demonstrates, there are legitimate challenges around teleworking, but it is ultimately critical for the future of work in the federal government.

## **11.4 Benefits and Challenges of Federal Telework**

Expanding federal telework is not without its challenges—particularly in cybersecurity—but the benefits clearly outweigh the risks. Simply put, the evidence supports prioritizing telework as a central component in the future of work in the federal government. Current federal employees prefer—and potential employees expect—the flexibility telework provides and are arguably more productive as remote or hybrid workers. However, perhaps most importantly, a digital workforce aligns with the federal government’s broader digital transformation goals.

### **11.4.1 Employee Preference**

Federal employee preference is clear regarding telework. A July 2022 report from Cisco found that 58 percent of government employees are currently working from home five days per week, and the majority are satisfied with this arrangement. Only 7 percent of respondents stated they would prefer to fully return to the office in the future (Moffett, 2022). Another survey found that nearly two-thirds of the federal workforce is satisfied with their current work situation regarding hybrid work, with one respondent stating, “we’ve been fully remote for over two years. . . . The mission has been accomplished with no interruption, so why the requirement to be in the office?” (Friedman, 2022).

The federal government’s own research into employee satisfaction with telework has reached the same conclusions. OPM’s 2021 Federal Employee Viewpoint Survey reported that “employees who work for an organization that offers telework are more engaged than employees that work for organizations where telework is



not available” and that teleworkers “experience a greater sense of organizational commitment” (Office of Personnel Management, 2021b). Pre-pandemic findings from OPM under the Trump administration likewise found that teleworking options “increased the desire to stay at current agency” for 76 percent of respondents and “improved morale” for 83 percent of respondents (Office of Personnel Management, 2018).

From the employee perspective, these results are not surprising. In general, different studies have found that telework

- reduces commute time and, as such, environmental impact;
- reduces costs, such as savings from childcare, food, gas, and public transit;
- reduces stress;
- allows for more time with family and supports work-life balance;
- provides greater flexibility in work location; and
- improves job satisfaction (Loubier, 2017; Indeed, 2021).

The benefits of teleworking are particularly pronounced when organizations afford employees different options, such as hybrid models, that allow them to maintain a presence in the office and interact with colleagues in person. For perhaps the clearest signal in broad worker preference for teleworking options, over 60 percent of employee respondents from a survey said they would take a pay cut to continue teleworking (Bero, 2021). Job satisfaction is an important part of productivity, and right now the data suggests that workers appreciate teleworking options.

### ***11.4.2 Productivity Is More Than Where One Works***

Broadly speaking, the evidence suggests that telework does not inhibit productivity and may in fact boost productivity. In the private sector, 83 percent of employers report that the shift to remote work has been successful for their company, with more reporting greater increases in productivity overall rather than decreases (Caglar et al., 2021; Ozimek, 2020). Mercer, an HR and workplace benefits consulting firm, surveyed 800 employers, and 94 percent stated that work productivity was the same or higher since employees started working from home during the pandemic (Maurer, 2020). Some of the productivity benefits are quickly apparent, such as less commute time and fewer office distractions, but many organizations began reworking business processes in a digital environment, including reducing wasteful or unnecessary meetings and leveraging project management software.

The results referenced from the private sector above extend to the federal government, debunking notions from some politicians that teleworkers are not productive. About half of the over 50,000 Department of Defense employees surveyed in 2021 believe their productivity had increased while teleworking (Inspector General, 2021). Similarly, over half of supervisors surveyed in a 2018 OPM survey responded that “telework supports [their] employees’ ability to perform” (Office of Personnel

Management, 2018). In fact, as teleworking continues to expand in the federal space, agencies will have to monitor whether employees are overperforming rather than underperforming. In a February 2022 report, the Government Accountability Office (GAO) found overwork or “hidden overtime” to be an identified challenge amongst federal agencies, an important finding that demonstrates the importance of designing controls and leveraging performance data to ensure workers remain satisfied with teleworking environments rather than exploited by them (GAO, 2022).

Policymakers’ concerns around telework lowering productivity are overblown and more likely a symptom of organizational distrust, poor management practices, and institutional barriers, such as the government’s slow adoption of technology that supports remote work. For example, meeting engagement on virtual platforms presents challenges, but given that organizations expect most meetings to have at least one remote participant, this is more a matter of learning curves and adopting new practices to ensure meetings are inclusive and successful in hybrid environments. Online meeting platforms like Zoom are already evolving to support these environments, including integrating functionality to remove background noise. As the federal government broadly invests in IT modernization efforts while continuing to expand telework, it can expect to see even greater productivity measures.

### ***11.4.3 Policymakers Should Be Talking about Security***

The real challenge surrounding telework is not one of worker productivity but, rather, a technical challenge, particularly security. As mentioned in this chapter, the federal agency NIST develops security guidance around telework in the federal government, such as protecting wireless internet networks through virtual private networks and keeping software updated, but the breadth and complexity of a remote workforce presents unique challenges (Greene, 2020). The previously referenced February 2022 GAO report highlights some of these challenges, claiming that agencies are struggling to manage the increased IT infrastructure required to support telework (GAO, 2022). A growing number of remote workers means a greatly distributed network with a huge number of potential access points for malicious actors, including physically unsecured devices at homes that can access government networks and government devices on home networks. Government endpoints are already complicated and widespread because, in addition to millions of computer users, they include operational technology like power plants and building systems. In short, teleworking introduces unique and changing cybersecurity risks, and federal agencies need to adapt accordingly.

Fortunately, the federal government is already prioritizing initiatives that work to mitigate these security concerns, such as building out zero-trust architecture across federal IT systems (Young, 2022b). Zero trust is an approach to cybersecurity that aims to eliminate implicit trust and validate every digital interaction, including using multifactor authentication (MFA), which requires users to present two or more pieces of identifying evidence before accessing a website, device, or

application. With so many access points in remote and hybrid environments, MFA is an essential security component in the proliferation of telework in the federal government.

Federal agencies' ongoing cloud migration efforts are also critical to telework adoption, as quality cloud solutions can offer greater security than on-premise environments. Since many cybersecurity threats come through external phishing or emailing as opposed to the server environment, the segmented network that a cloud solution offers means users are not sitting on the agency's network where the data is stored. Furthermore, most cloud solutions come with data encryption capabilities out of the box, preventing data from being exposed to bad actors (Montgomery, 2020). Accelerating cloud adoption is important given the amount of sensitive data the federal government collects, uses, and stores every day. As such, the Federal Risk and Authorization Management Program (FedRAMP), the standardized approach to assessing cloud services for use by federal agencies, plays an important role in expanding federal telework. The FedRAMP certification process is critical in ensuring that particular cloud solutions support secure federal teleworking, but it can also do this while better accelerating federal cloud adoption overall (McLaughlin, 2020).

However, ultimately, cybersecurity is about the user. Nearly 90 percent of cybersecurity breaches arise from human error, and that is true whether they are using a desktop computer in a federal office, a laptop at home, or their smartphone at a coffeeshop (MeriTalk, 2022). Similar to mitigating productivity and organizational deficiencies, training and change management can go a long way in avoiding security-related issues in an environment of remotely distributed users. Training for federal employees should include how to mitigate the telework-specific cybersecurity threats discussed in this section. Finally, federal agencies could use savings from telework—such as lower travel costs, lower property and utility costs, and fewer sick days—to invest in better home networks and change management activities to improve collaboration and operational outcomes. Investing in users—in this case, a large federal workforce—is vital from both a security and talent retention perspective.

#### **11.4.4 Talent Matters**

The Partnership for Public Service, a nonprofit, nonpartisan organization that focuses on various issues surrounding the federal government, recently released a report titled “Retention Strategies for Generation X and Generation Z Federal Employees” that explores current perspectives from this workforce of the future. The report's findings are clear: both Gen X and Gen Z expect flexibility through teleworking. For Gen X, these workers are comfortable with technology, currently moving into management roles, and having families, which is why “flexibility regarding where and when they work to support their overall well-being” is greatly valued. For Gen Z, also known as Zoomers, many of these employees entered the workforce during the pandemic and have come to expect remote environments as part of their work life. One Gen Z respondent shared that “while there might be

some benefits to going into the office—like being able to talk to and know your team on a more personal and in-depth level—work can still be done effectively at home” (Hyman et al., 2022).

This quote also highlights the value of investing in culture, team-building interactions, and camaraderie in teleworking environments. Though the Pew Research Center found “Zoom fatigue” not to be widespread, teleworkers have expressed feeling less connected with their colleagues (Igielnik, 2022). Employees with more work experience and strong networks may not need the same kind of high-touch interactions as less experienced staff members just starting their careers. Pew also found that some workers do not feel as productive working from home as they do in the office (Horowitz et al., 2022). These considerations are important as federal agencies plan out long-term remote and hybrid environments, particularly as they are competing for this talent and continue to contend with skills gaps in critical areas like cybersecurity.

In this talent competition, private companies are further along in telework adoption, offering flexibility regarding when and where to work, and federal employee engagement continues to be lower than in the private sector. Based on survey data, federal employee satisfaction “showed the largest year-over-year decline in satisfaction scores, based in part on federal employees being required to return to the office for at least part of the workweek” (Heckman, 2022). Furthermore, not everyone lives in or wants to live in Washington, D.C., or the numerous other locations federal agencies are based. Telework allows the federal government to access talent from across the country and beyond. Lastly, federal agencies are also competing with one another for talent. As this report points out, workers expect remote and hybrid environments, and those federal agencies resistant to or that are prevented from implementing teleworking policies will struggle with both talent acquisition and retention. As the federal government continues to expand its digital infrastructure and services, hiring and keeping skilled talent is as crucial as ever—and these days, this talent wants the flexibility teleworking offers.

#### ***11.4.5 Federal Telework Aligns with Digital Transformation***

One brief, final point that ties this chapter with the overarching theme of this book: much of the technology that supports a robust teleworking infrastructure, such as cloud migration, digital case management, and secure networks, also supports broader federal digital transformation goals. Digital transformation in the federal government means shifting away from paperwork and improving customer experience, enhancing cybersecurity, upgrading digital infrastructure and replacing legacy systems, and leveraging the full potential of data. Like digital transformation broadly, teleworking does more than make things easier or more efficient; it also provides an opportunity to improve a variety of social and economic markers in the country, such as

- reducing carbon emissions;
- helping to close the digital divide and provide broader access to better internet services;

- alleviating challenges around regional inequalities, including housing and cost of living; and
- and improving worker well-being and mental health.

In short, teleworking and digital transformation build on one another, working together to pivot the federal government from an outdated, analog model and transform it into a digital organization that serves the customers and employees already living in a digital world.

## 11.5 Conclusion

Historically, the federal government has not kept pace with telework expansion, and this slow adoption has had consequences both in resiliency under emergency circumstances—as was the case during the pandemic—and in meeting the needs of a workforce that increasingly expects remote and hybrid options. While some policymakers have recently pushed for expanding telework across the federal government, others remain resistant, with one congresswoman asking, “Why would we make something permanent that we haven’t even checked into for its effectiveness?” (Wagner, 2022). There’s nothing wrong with monitoring the performance in federal employees—most taxpayers expect it—but naysayers in Washington should look at the existing evidence. Though not without its challenges, telework improves employee morale and aligns with worker preference, supports adaptability in service delivery, contributes to productivity, and helps recruit and retain critical talent. Lastly, digital transformation is one of the few issues with bipartisan consensus in the federal government, and teleworking is a critical piece of this transformation. The federal government cannot afford to hesitate in expanding remote and hybrid work when it needs to incorporate telework principles into major, ongoing IT modernization initiatives. You cannot separate one from the other.

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