



U.S. FEDERAL LABOR RELATIONS AUTHORITY

*Government Working for You  
Through Stable Labor Relations.*



# CONGRESSIONAL BUDGET JUSTIFICATION



2027

FLRA.GOV

Submitted April 3, 2026



## TABLE OF CONTENTS

<b>I. Chairman’s Message</b> .....	<b>1</b>
<b>II. Background</b> .....	<b>1</b>
<b>III. Mission and Functions</b> .....	<b>1</b>
<b>IV. Organizational Structure</b> .....	<b>4</b>
A. Chief Executive and Administrative Officer .....	4
B. The Authority .....	4
C. The Office of General Counsel (OGC) .....	5
D. The Federal Service Impasses Panel (the Panel or FSIP) .....	5
E. The Office of Inspector General (OIG) .....	5
<b>V. Agency Trends and Challenges</b> .....	<b>5</b>
A. Effect of Changes on FLRA Components .....	7
1. The Authority .....	7
2. The Office of General Counsel (OGC) .....	8
3. The Federal Service Impasses Panel (the Panel or FSIP) .....	8
B. President’s Management Agenda .....	9
1. Rightsizing the Federal Real Estate Footprint .....	9
2. Establishing a Merit-Based Federal Workforce .....	9
3. Efficient Government Systems .....	10
4. Defending Against Sophisticated Cyber Adversaries .....	10
5. Leveraging the Buying Power of the Federal Government—Buying American ..	11
6. Accelerating Federal Use of Artificial Intelligence (AI) through Innovation, Governance, and Public Trust .....	11
<b>VI. Budget Justification</b> .....	<b>11</b>
A. Appropriations Language .....	11
B. 2027 Funding Request .....	12
C. Program and Financing Schedule .....	13
D. Object Classification Schedule .....	14
E. Employment Summary Schedule .....	14
<b>VII. Legislative Proposals</b> .....	<b>15</b>
<b>VIII. Use of Evidence and Evaluation</b> .....	<b>15</b>
<b>IX. Office of the Inspector General</b> .....	<b>15</b>
<b>X. Annual Performance Plan</b> .....	<b>18</b>
Strategic Goal 1: Strengthen Federal Labor Relations by resolving matters in a timely, high-quality, and impartial manner and by issuing clear guidance to parties .....	18
Strategic Goal 2: Strengthen our workforce and technological capacities to support the needs of our parties and fulfill our mission .....	24

## I. Chairman's Message



The Federal Labor Relations Authority (FLRA or Agency) is pleased to submit its Fiscal Year 2027 (FY27) Congressional Budget Justification in the amount of \$27,687,000. Congress, in passing the Federal Service Labor-Management Relations Statute (the [Statute](#)), 5 U.S.C. §§ 7101-7135, found that the experience in both private and public employment indicated that collective bargaining was in the public interest. The Statute created the Federal Labor Relations Authority (FLRA or Agency) to provide leadership in establishing policies and guidance to allow for collective bargaining through procedures designed to meet the special requirements and needs of the Federal government. Congress envisioned that the Statute would be interpreted in a manner consistent with the requirement of an effective and efficient government.

In alignment with the President's Management Agenda, the FLRA continues to reshape its structure, processes, and resources to ensure its mission is carried out in full accordance with the Statute. These efforts are designed to enhance the Agency's ability to effectively and timely address matters that come before the FLRA and provide up-to-date guidance on current case law to our stakeholders.

This budget request reflects the resources necessary for the FLRA to meet changes in the evolving landscape of Federal labor-management relations, while continuing to maintain a high standard of service and accountability. Through these investments, the Agency will continue to support the administration's priorities, modernize operations, and fulfill its statutory mission.

A handwritten signature in blue ink, appearing to read 'C. Kiko', positioned above the printed name of the Chairman.

Colleen Duffy Kiko, Chairman  
Federal Labor Relations Authority

## II. Background

The FLRA was established by Congress in 1979 to administer and enforce the Statute.

The FLRA's FY27 Budget Request seeks \$27,687,000 to support its mission. Funding at the requested level will enable the FLRA to continue implementing organizational changes necessary to align with the administration's vision for the Federal government. Furthermore, funding at this level will provide the FLRA with resources to address the President's Management Agenda, including cybersecurity and overall technology needs, while also addressing planned office construction or relocation activities resulting from the expiration of the headquarters lease at the end of FY26.

## III. Mission and Functions

Congress stated that the purpose of the Statute (5 U.S.C. § 7101(b)) is:

to prescribe certain rights and obligations of the employees of the Federal government and to establish procedures which are designed to meet the special requirements and needs of the Government. The provisions of [the Statute] are to be interpreted in a manner consistent with the requirement of an effective and efficient Government.

The mission of the FLRA is:

*To provide leadership in establishing policies and guidance relating to matters under the Statute, and to be responsible for carrying out the Statute's purpose, which finds that labor organizations and collective bargaining in the civil service are in the public interest.*

The FLRA consists of three components: the Authority, the Office of General Counsel (OGC), and the Federal Service Impasses Panel (the Panel or FSIP). The FLRA also provides full staff support to two other entities, the Foreign Service Impasse Disputes Panel, and the Foreign Service Labor Relations Board.

The FLRA applies its Federal-sector expertise to execute its mission by carrying out its statutory responsibilities. Matters before the FLRA originate with filings from unions, agencies, and Federal employees. Consistent with the Statute's directives, the Authority shall:

- (A) determine the appropriateness of units for labor organization representation under section 7112;
- (B) supervise or conduct elections to determine whether a labor organization has been selected as an exclusive representative by a majority of the employees in an appropriate unit and otherwise administer the provisions of section 7111 relating to the according of exclusive recognition to labor organizations;
- (C) prescribe criteria and resolve issues relating to the granting of national consultation rights under section 7113;
- (D) prescribe criteria and resolve issues relating to determining the existence of a compelling need for agency rules or regulations under section 7117(b);
- (E) resolve issues relating to the duty to bargain in good faith under section 7117(c);
- (F) prescribe criteria relating to the granting of consultation rights with respect to conditions of employment under section 7117(d);
- (G) conduct hearings and resolve complaints of unfair labor practices (ULPs) under section 7118;
- (H) resolve exceptions to arbitrators' awards under section 7122; and
- (I) take such other actions as are necessary and appropriate to effectively administer the provisions of the Statute. 5 U.S.C. § 7105(a)(2).

The General Counsel may:

- (A) investigate alleged ULPs under the Statute,
- (B) file and prosecute complaints under the Statute, and
- (C) exercise such other powers of the Authority as the Authority may prescribe. 5 U.S.C. § 7104(f)(2).

The Panel helps resolve impasses between federal agencies and the unions representing their

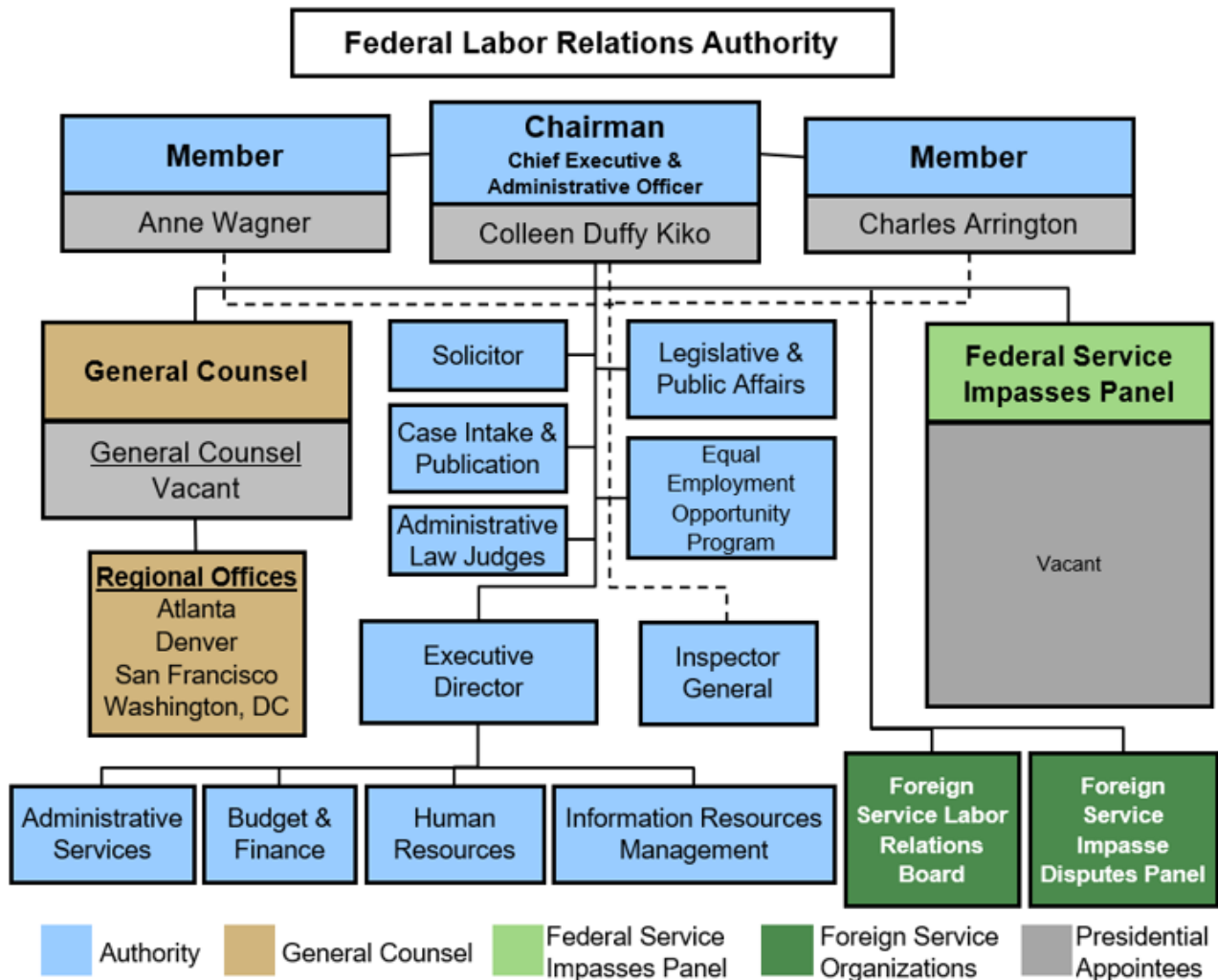
employees when collective bargaining and mediation fail by promptly investigating impasses presented to it under the Statute or the Federal Employees Flexible and Compressed Work Schedules Act, 5 U.S.C. §§ 6120-6133 (2024), considering the impasse, and either:

- (A) recommending to the parties procedures for the resolution of the impasse; or
- (B) assisting the parties in resolving the impasse through whatever methods and procedures (including factfinding and recommendations), it may consider appropriate. 5 U.S.C. § 7119(c)(5)(A); 5 U.S.C. § 6131(c).

If the parties do not arrive at a settlement, the Panel may hold hearings, administer oaths, take the testimony or deposition of any person under oath, issue subpoenas as provided in section 7132, and take whatever action is necessary and not inconsistent with the Statute to resolve the impasse. The results of the Panel's efforts are binding on such parties during the term of the agreement, unless the parties agree otherwise. 5 U.S.C. § 7119 (c)(5)(B) and (C).

Finally, the FLRA "provide[s] leadership in establishing policies and guidance" related to matters under the Statute. *Id.* § 7105(a)(1). The FLRA satisfies this directive primarily through its written determinations, but also by offering training, guidance, and other services.

## IV. Organizational Structure



### A. Chief Executive and Administrative Officer

The President designates one Authority Member to be a Chairman who serves as the FLRA’s chief executive and administrative officer. 5 U.S.C. § 7104(b).

### B. The Authority

The Authority, the FLRA’s bipartisan, adjudicatory body, is composed of three full-time Presidentially-appointed, Senate-confirmed Members. The Members are appointed for fixed, five-year, staggered terms.

In addition, the Office of Case Intake and Publication receives and processes all documents parties file with the Authority. Mission support offices – Solicitor, Executive Director, Legislative and Public Affairs, and the Equal Employment Opportunity Program – fall under the direction of the FLRA’s Chairman in her role as chief executive and administrative officer of the FLRA. These offices provide legal advice and representation, legislative and public affairs

support, human resources support, budget and finance support, information technology services, and administrative services. Mission support is also responsible for the FLRA's ethics, Freedom of Information Act, privacy, and records management programs.

### **C. The Office of General Counsel (OGC)**

The OGC, headed by a Presidentially appointed, Senate-confirmed General Counsel, has separate and independent responsibilities from the Authority. The General Counsel has direct authority over, and responsibility for, all OGC employees.

Under the Statute, the OGC has sole responsibility for the investigation and prosecution of ULP charges and complaints. The General Counsel's determinations as to whether to issue ULP complaints are final and unreviewable. To the extent that the Authority has delegated it the power to do so, the OGC also processes representation cases and conducts elections.

The General Counsel has a small staff at FLRA headquarters. OGC Headquarters staff oversees administration of the OGC as a whole and develops policies, guidance, procedures, and manuals that provides programmatic direction for the Regional Offices. OGC headquarters staff also provides training and education for the parties and processes appeals from the Regional Offices' dismissals of ULP charges.

The Regional Offices, on behalf of the General Counsel, investigate and resolve ULP charges; file and prosecute ULP complaints at administrative hearings; effectuate compliance with settlement agreements and Authority orders; and provide statutory training and alternative dispute resolution services. All ULP charges are filed in the Regional Offices, each of which is headed by a Regional Director who provides leadership and management expertise for his or her respective Regions.

### **D. The Federal Service Impasses Panel (the Panel or FSIP)**

The Panel is typically composed of at least seven Presidentially appointed Special Government Employees (SGEs).

The Panel resolves negotiation impasses between Federal agencies and labor organizations representing Federal employees that arise from collective bargaining under the Statute and the Federal Employees Flexible and Compressed Work Schedules Act. The Panel uses a wide variety of tools to promptly resolve Federal-sector bargaining impasses. The Panel is composed of at least seven part-time Presidential appointees who are appointed to fixed, staggered, five-year terms.

### **E. The Office of Inspector General (OIG)**

The OIG is an independent entity within the Authority.

## **V. Agency Trends and Challenges**

In FY25, the FLRA initiated structural changes to streamline the way the Agency operates in accordance with President Trump's Executive Order 14210, [\*Implementing The President's\*](#)

[“Department of Government Efficiency” Workforce Optimization Initiative \(Workforce Optimization EO\)](#) (February 11, 2025). At the same time, President Trump issued Executive Order 14251, [Exclusions from Federal Labor-Management Relations Programs](#) (March 27, 2025) and Executive Order 14343, [Further Exclusions from the Federal Labor-Management Relations Program](#) (August 28, 2025) (collectively the *Exclusions EOs*), which are currently in litigation, but could have far-reaching effects on the FLRA’s case processing. Work on those initiatives will continue in FY26 and FY27.

The FLRA took seriously its obligation to comply with the *Workforce Optimization EO* and associated guidance<sup>1</sup> that agencies, “seek reductions in components and positions that are non-critical” and reorganize accordingly. As a result, the FLRA closely examined its organizational structure, employee workloads, the impact of technological changes on the way that modern lawyers work, and its mission-related needs to identify potential efficiencies.

Following this examination, the FLRA committed to instituting significant agency-wide changes geared toward improving performance by minimizing or eliminating duplicate layers of review, particularly in the area of representation proceedings. In addition, the FLRA eliminated its Office of Administrative Law Judges (OALJ) as a cost-effective measure in recognition of the fact that the years-long absence of a confirmed General Counsel has meant that its Administrative Law Judges had gone years without any new cases.<sup>2</sup>

Throughout FY25 and FY26, the FLRA has been diligently working on the development and implementation of efficient, sensible, and legally-sound processes that will not sacrifice the quality of its decisions. The Agency will continue this work and adjust its new systems in FY27. The FLRA’s ultimate goal is the creation of a more nimble, efficient FLRA.

The FLRA will continue to demonstrate that strength as it addresses recent changes in the Federal workforce and workplace. The most significant issue the FLRA continues to address is the application of the *Exclusions EO*. The *Exclusions EO* does not alter the FLRA’s statutory duties or its required components, but rather removes certain agencies and some subcomponents from the FLRA’s jurisdiction. By excluding certain federal agencies and subdivisions from collective bargaining requirements under the Statute and therefore from the jurisdiction of the FLRA, the *Exclusions EOs* may ultimately decrease the FLRA’s caseload, but the FLRA does not believe that it will reach that end-state by FY27.

Instead, the FLRA predicts that in FY27, its workforce will likely be fully occupied by the adjudication of disputes, including those related to administration workforce initiatives. This includes resolving jurisdictional disputes, assessing allegations that parties have engaged in ULPs in connection with the *Exclusions EO*, and increased workload related to the clarification or revocation of bargaining-unit certifications.<sup>3</sup> The FLRA will also continue to address petitions for new bargaining unit representation, as well as disputes clearly anticipated in administration

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<sup>1</sup> See Office of Personnel Management (OPM) Mem., [Guidance on Agency RIF and Reorganization Plans Requested by Implementing The President’s “Department of Government Efficiency” Workforce Optimization Initiative](#) (Feb. 26, 2025).

<sup>2</sup> There are not currently any pending ULP complaints awaiting adjudication. The FLRA intends to use OPM’s Administrative Law Judges Loan Program, Senior Administrative Law Judges programs, ALJ detailees, or Hearing Officers as needed when inventory permits.

<sup>3</sup> OPM Mem., [Implementation of Executive Orders 14251 and 14343](#) (Feb. 17, 2026).

initiatives including: limitations on “Lame-Duck Collective Bargaining Agreements”; the implementation of Schedule Policy/Career; and collective-bargaining-related RIF disputes.<sup>4</sup> Similarly, the FLRA will address cases related to other administration initiatives affecting management rights, return-to-in-person work, and performance management.<sup>5</sup>

The FLRA will carry out these responsibilities with the same commitment to its statutory mission and high-quality decision-making that has defined the agency since its inception.

## **A. Effect of Changes on FLRA Components**

The FLRA began implementing changes consistent with the *Workforce EO* and *Exclusions EOs* in FY25-FY26 and hopes to finalize any remaining structural or procedural changes in FY27. As the FLRA restructures its organization and addresses novel legal issues, each component will be affected.

### **1. The Authority**

In FY27, the Authority will continue to adjust the processes by which it decides representation cases to maximize the efficiency and the agility of the Authority’s workforce.

Increased efficiency and flexibility will be important in FY27 as the Authority continues to address executive orders and other Presidential initiatives. The Authority anticipates that it will have to address issues related to these government-wide changes not only in representation and ULP cases, but also arbitration and negotiability cases. This is because the initiatives affect not only who may engage in collective bargaining under the Statute, but also what matters may be subject to such bargaining. Ultimately, the Authority may have to make final administrative determinations as to what is and is not permissible under the Statute as these changes are implemented.

#### *Case Intake and Publication (CIP)*

Among other case-processing responsibilities, CIP receives and processes all documents that parties file with the Authority, conducts procedural review of those filings, and maintains the Authority’s case records. CIP also cite-checks, issues, and publishes all Authority decisions and orders. CIP changes to representation case-processing made in connection with the FLRA’s organizational changes will require continuing adjustments to CIP practices and systems.

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<sup>4</sup> See Executive Order, [Limiting Lame-Duck Collective Bargaining Agreements That Improperly Attempt to Constrain the New President](#) (Jan. 31, 2025) (section 3(c) anticipates that the FLRA will be resolving cases related to the Executive Order); Executive Order, [Restoring Accountability to Policy-influencing Positions Within the Federal Workforce](#) (Jan. 20, 2025) (agencies to petition the FLRA to exclude Schedule Policy/Career positions from collective-bargaining units); OPM Mem., [Guidance on Collective Bargaining in Connection with Reductions in Force](#) (Mar. 12, 2025) (anticipates possible collective-bargaining-related reduction-in-force disputes).

<sup>5</sup> OPM Mem., [Request for Agency Performance Management Data](#) (Feb. 6, 2025); OPM Mem., [Guidance on Revocation of Executive Order 14003](#) (Feb. 7, 2025); OPM Mem., [Agency Reporting to OPM for Fiscal Year 2024 Taxpayer-Funded Union Time Use](#) (Feb. 27, 2025).

*Mission Support (including Office of the Solicitor and Office of the Executive Director)*

Mission support offices provide guidance and perform activities related to administration, human resource management, government and legal ethics, budget, procurement, security, technology infrastructure, legislative and public affairs, and privacy. Resources for these functions are vital to ensuring that the FLRA complies with all governmental mandates.

The FLRA's budget request includes \$44,000 to support the transition to OPM's consolidated Core Human Capital Management (Core HCM) system, which will integrate with other Federal HR IT systems (such as payroll, benefits, talent acquisition, performance management, and retirement) to ensure a seamless flow of information across various HR functions. This amount also includes estimated licensing fees for the new system, data migration, and warehousing of legacy data.

## **2. The Office of General Counsel (OGC)**

One of the most important elements of recent FLRA organizational changes was an increased focus on prioritizing OGC on-site visits, thereby improving efficiency by saving time and government resources. As reflected in this request, the FLRA will fully implement this initiative in FY26 and continue this practice in FY27.

One unknown factor in the quantity and type of work that OGC will perform in FY27 is whether the component will have an acting or confirmed General Counsel. In the absence of a General Counsel, the Regional Offices may investigate ULP charges and dismiss those found to lack merit. Regional Offices cannot, however, issue ULP complaints in meritorious cases—preventing complaints from moving forward. This is because the text of the Statute makes clear that issuance of a complaint is a power reserved exclusively to the General Counsel's discretion. 5 U.S.C. §§ 7104(2)(B), 7118(a)(1). In addition, only the General Counsel can decide appeals from a Regional Director's dismissal of a ULP charge.

If there is a General Counsel in FY27, existing OGC staff will likely need to stretch to prosecute newly-issued complaints, render decisions on appeals, and continue addressing newly-filed matters related to the *Exclusions EOs* and other Presidential initiatives. This is especially true given unusually high OGC-staff attrition in FY25 and FY26. Consistent with its Strategic Plan, the FLRA is offering cross-component training and detail opportunities during FY26 and FY27. These initiatives should position the Agency well to provide cross-component staffing support in the event a General Counsel is confirmed.

## **3. The Federal Service Impasses Panel (the Panel or FSIP)**

Currently there are no appointed Panel Members. In recent years, the Panel has been served by a staff of three attorneys and one administrative assistant. Currently, the Panel is served by a staff of one attorney and shared administrative assistants. As all the Panel Member positions were vacant for periods in FY25 and FY26, the Panel experienced decreased case filings. When a new Panel is named, and a new Panel Chairman is appointed, the Chairman can reassess the organizational and jurisdictional implications of the *Exclusions EOs* and other government-wide initiatives on FSIP staffing needs.

## **B. President's Management Agenda**

### **1. Rightsizing the Federal Real Estate Footprint**

The FLRA has proactively assessed, analyzed, and routinely modified its real property portfolio of leases to maximize space efficiency. Since 2023, the FLRA has been working to reduce the amount of its budget that it spends on its headquarters and regional offices. In 2023, the FLRA's national office footprint consisted of a headquarters and five regional offices.

In 2023 and 2024, the FLRA reduced its headquarters office space by 50% to save resources when the Agency permitted regular telework. The headquarters footprint decreased from 33,490 rentable square footage (RSF) to 17,050 RSF as a result of the consolidation, which combined two floors of offices into one. The consolidation resulted in a 34% reduction in the FLRA's national office footprint. At about that time, the FLRA began communications with GSA about the expiration of its headquarters lease in the autumn of 2026, and the possible relocation of the Agency's headquarters.

In February 2025, when the FLRA transitioned to a five-day in-office schedule for its workforce, the FLRA maximized its remaining headquarters space by expanding the number of available workstations. By adding workstations to existing offices, adding hoteling stations, and repurposing file rooms into workstations, the FLRA added 14 workstations to its headquarters.

By March 2025, the FLRA's workforce reshaping efforts resulted in vacant office space in four of its five regional offices. The FLRA made these vacant offices available to other agencies via the GSA Space Match program to support efficient space use and generate rent reductions.

As the FLRA continued to reshape its workforce, the FLRA reassessed its space requirements. In June 2025, the FLRA permanently reduced its headquarters space requirements to 17,050 RSF. In December 2025, the FLRA closed its Chicago Regional Office resulting in a return of 4,651 RSF, an additional 13% reduction on top of the 34% FLRA national usage reduction achieved in March 2024.

Thus, between 2023 and December 2025, the FLRA reduced its national office footprint by 47%. We continue to assess the remaining regional office spaces to ensure that all of the FLRA's office space is fully utilized.

### **2. Establishing a Merit-Based Federal Workforce**

The FLRA is committed to strengthening its merit-based hiring and performance systems in accordance with the President's Merit Hiring Plan and the President's Management Agenda. The Agency continues to implement a suite of integrated initiatives to ensure that recruitment, hiring, professional development, and retention practices are fair, transparent, and strategically aligned with mission needs.

The FLRA has taken concrete steps to:

- **Streamline Hiring and Reduce Time-to-Hire:** The Agency continues to implement process improvements in accordance with the FLRA's Merit Hiring Plan to reduce administrative burdens and accelerate the recruitment cycle for mission-critical positions.

The FLRA Human Resources Division (HRD) team partners with the Small Agency Human Resources Council to support this effort.

- **Strengthen Performance Accountability:** In collaboration with the OPM USA Performance team, the Agency has fully deployed its Senior Executive Service (SES), Senior Professional (SP), and General Schedule performance appraisal systems, ensuring that individual performance expectations are closely aligned to organizational priorities. Performance Review Boards (PRBs) will conduct evidence-based assessments for SES and SP employees.
- **Expand Supervisory and Leadership Training:** The FLRA is planning to launch a comprehensive supervisory training curriculum that includes formal onboarding for new supervisors and refresher programs for existing leaders. This initiative is designed to enhance leadership skills, strengthen team management, and promote accountability across all levels of supervision.

Senior Agency leadership tracks performance metrics monthly, including hiring timelines, training completion rates, and performance distribution analytics.

The FLRA's FY27 budget request supports the continued implementation of the President's Merit Hiring Plan. The Agency remains committed to eliminating waste and maximizing return on investment while building a results-driven, high-performing workforce.

### **3. Efficient Government Systems**

The request supports the FLRA's continued use of efficient and cost-effective government systems through shared services with larger agencies. These partnerships provide support for key agency administrative functions including, human resources, financial management, procurement, and travel. Access to these systems is managed by our shared service providers.

The FLRA is aligned with the President's priorities to modernize and consolidate financial management, human resources, grant, travel, and procurement systems. The Agency does not have any current or ongoing planning or investments that would require new operations or maintenance costs in FY27. Additionally, the FLRA does not manage any grant programs.

### **4. Defending Against Sophisticated Cyber Adversaries**

Over this past FY, the FLRA has made significant progress in advancing the maturity of its cybersecurity program. The Office of the Inspector General's annual FISMA audit resulted in an overall maturity rating of Level 4, reflecting a focused effort to leverage recent government-wide collaboration initiatives that provide no-cost or cost-effective shared cybersecurity resources. However, cybersecurity is a constantly evolving field, and the FLRA must continually adapt to keep pace.

The funds the FLRA seeks for information technology will be used to further mature its Zero Trust architecture in accordance with OMB Mem. M-22-09, [\*Moving the U.S. Government Toward Zero Trust Cybersecurity Principles\*](#) (Jan. 26, 2022); Executive Order, [\*Improving the Nation's Cybersecurity\*](#), Section 8 (May 12, 2021); and OMB Mem. M-21-31, [\*Improving the Federal Government's Investigative and Remediation Capabilities Related to Cybersecurity Incidents\*](#) (Aug. 27, 2021).

Several areas of focus require continued investments in both financial and human capital. These include phishing-resistant, multi-factor authentication (MFA); identity management (IDAM); and cybersecurity supply chain risk management (C-SCRM). These efforts, along with artificial intelligence (AI)-driven improvements to Continuous Diagnostics and Mitigation (CDM) tools, will require both upfront and ongoing funding streams to be successful.

The FLRA will also continue advancing its long-deferred transition to fully electronic case files. The Agency is now in its tenth year of updating its legacy mission applications (eFiling and the Case Management System [CMS]). The project was originally scheduled for completion within four years; however, despite delays due to competing priorities, the Agency values this effort and has taken every opportunity to allocate resources to it when available. The Agency continues to strategize about the best allocation of resources. For example, the Information Resources Management Division (IRMD) has succeeded in modernizing select aspects of the Agency's legacy system, allocating resources to prioritize the release of an updated eFiling system and the CMS for the Authority component.

### **5. Leveraging the Buying Power of the Federal Government—Buying American**

The Agency is committed to prioritizing the implementation of the President's Made in America agenda and ensuring compliance with existing Made in America laws (e.g., the Build America, Buy America Act; the Buy American Act; the Make PPE in America Act; and other domestic preference laws).

### **6. Accelerating Federal Use of Artificial Intelligence (AI) through Innovation, Governance, and Public Trust**

In response to the President's Executive Order, [\*Removing Barriers to American Leadership in AI\*](#), (Jan. 23, 2025) as well as the subsequent guidance from OMB Mem. M-25-21, [\*Accelerating Federal Use of AI through Innovation, Governance, and Public Trust\*](#) (Apr. 3, 2025), FLRA leadership has made investigating and implementing artificial intelligence (AI) to improve FLRA services an agency priority by creating an AI Task Force composed of representatives of all FLRA components. The FLRA AI Task Force, headed by senior Agency leadership, is charged with identifying specific applications of AI to Agency processes, with the goal of enhancing mission performance, identifying and mitigating risks, and improving cost-effectiveness.

## **VI. Budget Justification**

### **A. Appropriations Language**

#### FEDERAL LABOR RELATIONS AUTHORITY SALARIES AND EXPENSES

*For necessary expenses to carry out functions of the Federal Labor Relations Authority, pursuant to Reorganization Plan Numbered 2 of 1978, and the Civil Service Reform Act of 1978, including services authorized by 5 U.S.C. 3109, and including hire of experts and consultants, hire of passenger motor vehicles, and including official reception and representation expenses (not to exceed \$1,500) and rental of conference rooms in the District of Columbia and*

*elsewhere, \$27,687,000, of which \$968,000 shall be for the Office of the Inspector General's anticipated operating expenses: Provided, That public members of the Federal Service Impasses Panel may be paid travel expenses and per diem in lieu of subsistence as authorized by law (5 U.S.C. 5703) for persons employed intermittently in the Government service, and compensation as authorized by 5 U.S.C. 3109: Provided further, That, notwithstanding 31 U.S.C. 3302, funds received from fees charged to non-Federal participants at labor-management relations conferences shall be credited to and merged with this account, to be available without further appropriation for the costs of carrying out these conferences.*

**B. 2027 Funding Request**

**\$27,687,000**

The FY27 budget for the U.S. Federal Labor Relations Authority (FLRA) in the amount of \$27,687,000 is necessary to meet statutory and regulatory responsibilities, of which \$968,000 will be made available to support the Office of Inspector General. The Agency's FY27 request will fund 85 FTEs.

(In thousands of dollars)

<b>Program Activity</b>	<b>FY 2025 Actual</b>	<b>FY 2026 Enacted</b>	<b>FY 2027 Request</b>	<b>Change from FY 2026</b>
Authority	\$ 17,506	\$ 21,010	\$ 18,260	\$ (2,750)
Office of the General Counsel	\$ 10,892	\$ 8,006	\$ 8,943	\$ 937
Federal Service Impasses Panel	\$ 946	\$ 484	\$ 484	\$ -
<b>Direct Obligations</b>	<b>\$ 29,344</b>	<b>\$ 29,500</b>	<b>\$ 27,687</b>	<b>\$ (1,813)</b>
<b>FTEs</b>	<b>103</b>	<b>78</b>	<b>85</b>	<b>7</b>

## C. Program and Financing Schedule

(In thousands of dollars)

	FY 2025 Actual	FY 2026 Enacted	FY 2027 Request
<b>Budgetary resources:</b>			
Unobligated balance (total)	\$ 191	\$ 153	\$ 153
Appropriation, discretionary (total)	\$ 29,500	\$ 29,500	\$ 27,687
Spending authority from offsetting collections, discretionary (total)	\$ 83	\$ -	\$ -
<b>Total budgetary resources</b>	<b>\$ 29,774</b>	<b>\$ 29,653</b>	<b>\$ 27,840</b>
<b>Status of budgetary resources:</b>			
New obligations and upward adjustments	\$ 29,479	\$ 29,500	\$ 27,687
Unobligated balance, end of year			
Apportioned, unexpired account	\$ 186	\$ 50	\$ 50
Expired unobligated balance, end of year	\$ 109	\$ 103	\$ 103
Unobligated balance, end of year	\$ 295	\$ 153	\$ 153
<b>Total budgetary resources</b>	<b>\$ 29,774</b>	<b>\$ 29,653</b>	<b>\$ 27,840</b>
<b>Outlays, net:</b>			
Outlays, net, (total)	\$ 30,381	\$ 29,500	\$ 27,687
Agency outlay, net	\$ 30,381	\$ 29,500	\$ 27,687

## D. Object Classification Schedule

(In thousands of dollars)

	FY 2025 Actual	FY 2026 Enacted	FY 2027 Request
Direct obligations:			
Personnel compensation:			
Full-time permanent	\$ 17,316	\$ 13,754	\$ 14,649
Other than full-time permanent		\$ 395	\$ 395
Other personnel compensation	\$ 489	\$ 500	\$ 500
Total personnel compensation	\$ 17,812	\$ 14,650	\$ 15,544
Civilian personnel benefits	\$ 6,636	\$ 4,980	\$ 5,364
Travel and transportation of persons	\$ 15	\$ 410	\$ 410
Transportation of things	\$ 36	\$ -	\$ -
Rental payments to GSA	\$ 1,880	\$ 4,063	\$ 2,727
Communications, utilities, and misc. charges	\$ 147	\$ 147	\$ 147
Printing and reproduction	\$ 25	\$ 25	\$ 25
Other services from non-federal sources	\$ 971	\$ 3,569	\$ 1,828
Other goods and services from Federal sources	\$ 1,452	\$ 1,162	\$ 1,198
Operation and maintenance of facilities	\$ 46	\$ 87	\$ 87
Operation and maintenance of equipment	\$ 273	\$ 306	\$ 306
Supplies and materials	\$ 39	\$ 39	\$ 39
Equipment	\$ 12	\$ 62	\$ 12
Direct obligations	\$ 29,344	\$ 29,500	\$ 27,687
Reimbursable obligations:			
Travel and transportation of persons	\$ 83	\$ 100	100
Reimbursable obligations	\$ 83	\$ 100	100
Total new obligations	\$ 29,427	\$ 29,600	\$ 27,787

## E. Employment Summary Schedule

	FY 2025 Actual	FY 2026 Enacted	FY 2027 Request
Direct civilian full-time equivalent employment	103	78	85

## **VII. Legislative Proposals**

The FLRA has no legislative proposals for FY27.

## **VIII. Use of Evidence and Evaluation**

The FLRA continues to improve program performance by using data and analytics to evaluate and develop methods and processes that promote innovation and improve program delivery. The FLRA strives to improve efficiency in all program areas, including policy, budget, operation, regulation, management, and decision-making. In FY26, the Agency is undertaking an extensive review of its administrative functions to determine where and if efficiencies may be realized. Those efficiencies will be carried into FY27.

## **IX. Office of the Inspector General**

The OIG is an independent office of the FLRA. The OIG's mission is to provide independent oversight by conducting audits, investigations, and other reviews of the programs and operations of the FLRA.



INSPECTOR GENERAL

UNITED STATES OF AMERICA  
FEDERAL LABOR RELATIONS AUTHORITY  
WASHINGTON, D.C. 20424-0001

August 5, 2025

**CRITICAL OVERSIGHT ISSUE CAUSED BY AGENCY CONTROL OF THE OFFICE OF INSPECTOR GENERAL BUDGET**

The Inspector General Act established the Offices of Inspectors General as independent oversight units in their respective agencies.<sup>1</sup> As recognized in the Inspector General Act, this independence can be threatened by agency control of the Inspector General's budget.<sup>2</sup> Unlike most Offices of Inspectors General, the Office of Inspector General (OIG) for the Federal Labor Relations Authority (FLRA) has not received a separate appropriation or earmark within the agency's appropriation. This leaves the allocation of resources to the discretion of the agency which can allow the agency to limit the oversight capabilities of the OIG. This creates a critical independence issue. **To correct this critical independence issue, the FLRA OIG continues to request support from the President and appropriators through the identification of those resources in the FLRA's appropriation that are for OIG operations.**

**OIG Budget Process**

The Inspector General Reform Act of 2008 included specific requirements concerning the OIG budget submission each fiscal year (FY).<sup>3</sup> Each Inspector General is required to transmit a budget estimate and request to the head of the establishment or designated Federal entity to which the Inspector General reports specifying: (1) the aggregate amount of funds requested for the operations of the Inspector General; (2) the amount requested for all training needs, including a certification from the Inspector General that the amount requested satisfies all training requirements for the OIG for the FY; and (3) any resources necessary to support the Council of the Inspectors General on Integrity and Efficiency (CIGIE). In transmitting a proposed budget to the President for approval, the head of each establishment or designated Federal entity must include: (1) an aggregate request for the Inspector General; (2) amounts for Inspector General training; (3) amounts for support of the CIGIE; and (4) any comments of the affected Inspector General with respect to the proposal.

The law then directs the President to include in each budget of the U.S. Government submitted to Congress: (1) a separate statement of the budget estimate prepared by each Inspector General; (2) the amount requested by the President for each Inspector General; (3) the amount requested by the President for training of Inspectors General; (4) the amount requested by the President for support of the CIGIE; and (5) any comments of the affected Inspector General with respect to the

<sup>1</sup> Inspector General Act, 5 U.S.C. §§ 401-424.

<sup>2</sup> *Id.* § 405(a)(15).

<sup>3</sup> Pub. L. No. 110-409, codified in relevant part at 5 U.S.C. § 406(g).

proposal if the Inspector General concludes that the budget submitted by the President would substantially inhibit the Inspector General from performing duties of the OIG.<sup>4</sup>

### **FLRA Control of Its Own Oversight**

The process from the Inspector General Reform Act may be effective for those OIGs whose agencies approve, and subsequently respect, the OIGs' budget request. However, if agencies do not approve or respect the request, the agency may implement its shortfalls against the OIG, despite the need for independence of the OIGs. This situation occurred at the FLRA. Beginning in 2021, the OIG had been seeking one counsel and investigator position to meet the Inspector General Act's requirements that the Inspector General have legal counsel<sup>5</sup> and conduct investigations<sup>6</sup> related to the programs and operations of the FLRA. Each year, this resource was declined by the agency, which put both the agency and Inspector General at risk through constraints on basic oversight. In calendar year 2024, FLRA finally provided the Inspector General with a full-time equivalent to fill the counsel and investigator position. To correct this critical independence issue, the FLRA OIG continues to request support from the President and appropriators through the identification of those resources in the FLRA's appropriation that are for OIG operations.

### **FLRA-OIG's Budget Estimate and Request for FY 2027**

Following the requirements of the Inspector General Reform Act as specified above, the FLRA Inspector General submits the following budget estimate and request for the OIG for FY 2027:

- The aggregate budget request for the operations of the OIG is \$1,128,788;
- The portion of this amount needed for OIG training is \$10,000; and
- The portion of this amount needed to support the CIGIE is \$4,498.

I certify as the Inspector General of the FLRA that the amount I have requested for training satisfies all training requirements for the OIG for FY 2027.



Inspector General  
Federal Labor Relations Authority

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<sup>4</sup> 5 U.S.C. § 406(g).

<sup>5</sup> *Id.* § 415(g)(4).

<sup>6</sup> *Id.* § 404(a)(1).

## X. Annual Performance Plan

The Agency updated its Strategic Plan to align with Presidential priorities and administration policy directions. Accordingly, the Annual Performance Plan is aligned with the new Strategic Plan, ensuring that the Agency’s mission, strategic goals and objectives are responsive to the President’s Management Agenda, emerging national priorities, and evolving stakeholder needs. The plan provides a clear roadmap for advancing statutory responsibilities, improving organizational performance, and strengthening accountability to Congress and the public.

### Strategic Goals

Strategic Goal #1	Strategic Goal #2
1. Strengthen Federal Labor Relations by resolving matters in a timely, high-quality, and impartial manner and by issuing clear guidance to parties.	2. Strengthen our workforce and technological capacities to support the needs of our parties and fulfill our mission.
Strategic Objectives	
1.1 Achieve or exceed case-resolution timeliness measures, as established by component.	2.1 Use technology to streamline and enhance operations.
1.2 Provide appropriate statutory guidance and training.	2.2 Prioritize and manage available resources to best achieve the Agency’s statutory mission.

### **Strategic Goal 1: Strengthen Federal Labor Relations by resolving matters in a timely, high-quality, and impartial manner and by issuing clear guidance to parties**

#### **Strategic Objective 1.1: Achieve or exceed case-resolution timeliness measures, as established by component**

##### **Performance Goal 1.1.1: Timely investigate, prosecute, and adjudicate each case type**

To satisfy its statutory mission, the FLRA is charged with investigating, prosecuting and adjudicating several types of cases in three separate components. The following represent the five primary case types:

1. Arbitration (ARB) – adjudicates exceptions to arbitrators’ awards.
2. Negotiability (NEG) – adjudicates legal issues relating to the duty to bargain.
3. Unfair Labor Practice (ULP) – resolves complaints of unfair labor practices.
4. Representation (REP) – determines the appropriateness of bargaining units, and supervises/conducts elections for labor-organization representation.
5. Bargaining-Impasse (Impasse) – resolves impasses during negotiations.

**AUTHORITY**

<b>Arbitration Cases</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026 Est.</b>	<b>2027 Est.</b>
Cases pending, start of year	76	80	83	124	140
<b>Exceptions filed (Intake)</b>	<u>75</u>	<u>70</u>	<u>87</u>	<u>77*</u>	<u>78*</u>
Total caseload	151	150	170	201	218
Cases closed procedurally	8	15	11	11	12
Cases closed based on merits	<u>63</u>	<u>52</u>	<u>35</u>	<u>50</u>	<u>46</u>
<b>Total cases closed (Output)</b>	<b>71</b>	<b>67</b>	<b>46</b>	<b>61*</b>	<b>58*</b>
Cases pending, end of year	80	83	124	140	160

\* Rates may be affected by EO 14521 depending on the duration/outcome of EO 14521 litigation.

<b>Negotiability Cases</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026 Est.</b>	<b>2027 Est.</b>
Cases pending, start of year	20	16	21	25	27
<b>Petitions filed (Intake)</b>	<u>49</u>	<u>29</u>	<u>35</u>	<u>38*</u>	<u>34*</u>
Total caseload	69	45	56	63	61
Cases closed procedurally	46	23	27	32	27
Cases closed based on merits	<u>7</u>	<u>1</u>	<u>4</u>	<u>4</u>	<u>3</u>
<b>Total cases closed (Output)</b>	<b>53</b>	<b>24</b>	<b>31</b>	<b>36*</b>	<b>30*</b>
Cases pending, end of year	16	21	25	27	31

\* Rates may be affected by EO 14521 depending on the duration/outcome of EO 14521 litigation.

<b>ULP Cases</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026 Est.</b>	<b>2027 Est.</b>
Cases pending, start of year	2	1	3	7	0
<b>Cases filed (Intake)</b>	<u>12</u>	<u>19</u>	<u>12</u>	<u>0*</u>	<u>14*</u>
Total caseload	14	20	15	7	14
Cases closed procedurally	11	16	8	0	12
Cases closed based on merits	<u>2</u>	<u>1</u>	<u>0</u>	<u>7</u>	<u>1</u>
<b>Total cases closed (Output)</b>	<b>13</b>	<b>17</b>	<b>8</b>	<b>7</b>	<b>13</b>
Cases pending, end of year	1	3	7	0	1

\*FY26 rates reduced due to General Counsel (GC) vacancy; FY27 estimate assumes confirmed GC by end of FY26.

<b>Representation Cases</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026 Est.</b>	<b>2027 Est.</b>
Cases pending, start of year	2	4	5	6	7
<b>Cases filed (Intake)</b>	<u>5</u>	<u>3</u>	<u>6</u>	<u>5*</u>	<u>5*</u>
Total caseload	7	7	11	11	12
Cases closed procedurally	0	0	1	0	0
Cases closed based on merits	<u>5</u>	<u>2</u>	<u>4</u>	<u>4</u>	<u>3</u>
<b>Total cases closed (Output)</b>	<b>5</b>	<b>2</b>	<b>5</b>	<b>4</b>	<b>3</b>
Cases pending, end of year	4	5	6	7	9

\* Rates may be reduced due to EO 14521 depending on the duration/outcome of EO 14521 litigation. Intake and closure rates may be affected by representation-case-processing changes contemplated by the FLRA's organizational changes.

**New Measure 1.1.1a:** For all case types filed before FY26, the percentage the Authority will decide or otherwise resolve.

<b>Results</b>		<b>Targets</b>	
<b>2026</b>	TBD% (TBD/TBD cases) – TBD	<b>2026</b>	95%
		<b>2027</b>	100%

**New Measure 1.1.1b:** Beginning with cases filed in FY26, the percentage of Arbitration, ULP, and Representation\* cases decided or otherwise resolved by the Authority within 365 days of receiving the initial filing.

<b>Results</b>		<b>Targets</b>	
<b>2026</b>	TBD% (TBD/TBD cases) – TBD	<b>2026</b>	90%
		<b>2027</b>	90%

\* Measure may be affected by representation case-processing changes contemplated by the FLRA's organizational changes.

**New Measure 1.1.1c:** Beginning with cases filed in FY26, the percentage of Negotiability cases decided or otherwise resolved by the Authority within 365 days of receiving the petition for review.

<b>Results</b>		<b>Targets</b>	
<b>2026</b>	TBD% (TBD/TBD cases) – TBD	<b>2026</b>	75%
		<b>2027</b>	75%

**Measure 1.1.1d:** The percentage of representation cases in which the Authority issued a decision whether to grant review within 60 days of the filing of an application for review.\*

<b>Results</b>		<b>Targets</b>	
<b>2024</b>	100% – (6/6 cases) - Met	<b>2024</b>	100%
<b>2025</b>	100% – (7/7 cases) - Met	<b>2025</b>	100%
		<b>2026</b>	100%
		<b>2027</b>	100%

\* Measure may be affected by representation case-processing changes contemplated by the FLRA's organizational changes.

**OFFICE OF GENERAL COUNSEL**

<b>ULP Cases</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026 Est.</b>	<b>2027 Est.</b>
Cases pending, start of year	1291	1104	1433	1253	1759
Charges filed ( <b>Intake</b> )	<u>2641</u>	<u>2877</u>	<u>1517</u>	<b>2603*</b>	<b>2358*</b>
<b>Total caseload</b>	<b>3932</b>	<b>3981</b>	<b>2950</b>	<b>3856</b>	<b>4111</b>
Charges withdrawn/settled	1951	2075	1343	1719	1417
Charges dismissed	452	470	354	378	315
Complaints issued	<u>425</u>	<u>0<sup>1</sup></u>	<u>0<sup>1</sup></u>	<u>0<sup>1</sup></u>	<u>125<sup>1</sup></u>
<b>Total cases closed (Output)*</b>	<b>2828</b>	<b>2545</b>	<b>1697</b>	<b>2097</b>	<b>1857</b>
<b>Cases pending, end of year</b>	<b>1104</b>	<b>1433</b>	<b>1253</b>	<b>1759</b>	<b>2260</b>

<sup>1</sup> The OGC General Counsel is vacant. Complaints and Appeals estimates assume a General Counsel in place in that FY.

\*Rates may be reduced due to EO 14521 and depends on the duration/outcome of EO 14521 litigation.

**Measure 1.1.1e:** The percentage of ULP charges resolved by the Office of the General Counsel by Complaint, withdrawal, dismissal, or settlement within 120 days of filing of the charge.

<b>Results</b>		<b>Targets</b>	
<b>2023</b>	73% – (2053/2828 cases) - <i>Met</i>	<b>2023</b>	70%
<b>2024</b>	50% – (1278/2545 cases) - <i>Not Met</i>	<b>2024</b>	70%
<b>2025</b>	50% – (841/1697 cases) - <i>Not Met</i>	<b>2025</b>	70%
		<b>2026</b>	70%
		<b>2027</b>	70%

**Measure 1.1.1f (Previously 1.1.2e):** The percentage of ULP charges resolved by the OGC by Complaint, withdrawal, dismissal, or settlement within 240 days of filing of the charge.

<b>Results</b>		<b>Targets</b>	
<b>2023</b>	93% – (2636/2828 cases) - <i>Not Met</i>	<b>2023</b>	95%
<b>2024</b>	91% – (2307/2548 cases) - <i>Not Met</i>	<b>2024</b>	95%
<b>2025</b>	90% – (1519/1697 cases) - <i>Not Met</i>	<b>2025</b>	95%
		<b>2026</b>	95%
		<b>2027</b>	95%

<b>Representation Cases</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026 Est.</b>	<b>2027 Est.*</b>
Cases pending, start of year	83	58	55	104	229
<b>Petitions filed (Intake)</b>	<b>168</b>	<b>185</b>	<b>277</b>	<b>290*</b>	<b>290*</b>
Total caseload	250	243	332	394	519
Petitions withdrawn	65	85	73	70	70
Cases closed based on merits	<u>128</u>	<u>102</u>	<u>155</u>	<u>95</u>	<u>95</u>
<b>Total cases closed (Output)*</b>	<b>193</b>	<b>187</b>	<b>228</b>	<b>165</b>	<b>165</b>
Cases pending, end of year	58	55	104	229	354

\*Rates may be reduced due to EO 14521 and depends on the duration/outcome of EO 14521 litigation. Intake and closure rates may be affected by representation-case-processing changes contemplated by the FLRA’s organizational changes.

**Measure 1.1.1g (Previously 1.1.1m):** The percentage of representation cases resolved by the OGC through withdrawal, election, or issuance of a Decision and Order within 120 days of the filing of a petition.\*

Results		Targets	
<b>2023</b>	59% (113/193 cases) - <i>Not Met</i>	<b>2023</b>	70%
<b>2024</b>	67% (125/187 cases) - <i>Not Met</i>	<b>2024</b>	70%
<b>2025</b>	81% (184/228 cases) - <i>Met</i>	<b>2025</b>	70%
* This measure may be affected by representation case-processing changes contemplated by the FLRA's organizational changes.		<b>2026</b>	70%
		<b>2027</b>	70%

**Measure 1.1.1h:** The percentage of representation cases resolved by the OGC through withdrawal, election, or issuance of a Decision and Order within 365 days of the filing of a petition.\*

Results		Targets	
<b>2023</b>	96% (185/193 cases) - <i>Met</i>	<b>2023</b>	95%
<b>2024</b>	95% (177/187 cases) - <i>Met</i>	<b>2024</b>	95%
<b>2025</b>	100% (228/228 cases) - <i>Met</i>	<b>2025</b>	95%
* This measure may be affected by representation case-processing changes contemplated by the FLRA's organizational changes.		<b>2026</b>	95%
		<b>2027</b>	95%

ULP Appeals	2023	2024	2025	2026 Est.	2027 Est.
Appeals pending, start of year	367	414	548	634	735
<b>Appeals filed (Intake)</b>	<b><u>127</u></b>	<b><u>148</u></b>	<b><u>91</u></b>	<b><u>115*</u></b>	<b><u>95*</u></b>
Total caseload	479	562	639	749	830
<b>Appeals closed (Output)</b>	<b><u>80</u></b>	<b><u>14</u><sup>1</sup></b>	<b><u>5</u><sup>1</sup></b>	<b><u>14</u><sup>1</sup></b>	<b><u>200</u><sup>1</sup></b>
Appeals pending, end of year	414	548	634	735	630

<sup>1</sup> The OGC General Counsel is vacant. Cases addressed during a GC vacancy were withdrawn or found not timely filed. Complaints and Appeals estimates assume a General Counsel in place in that FY.

\*Rates may be reduced due to EO 14521 and depends on the duration/outcome of EO 14521 litigation.

**Measure 1.1.1i:** The percentage of decisions on an appeal of a Regional Director's dismissal of a ULP charge issued by the General Counsel within 60 days of the date filed, and in no case more than 120 days.\*

Results		Targets	
<b>2023</b>	100% (80/80)	<b>2023</b>	95%
<b>2024</b>	100% (14/14) - <i>Met</i>	<b>2024</b>	95%
<b>2025</b>	100% (5/5) - <i>Met</i>	<b>2025</b>	95%
* The OGC General Counsel is vacant. Cases addressed during a GC vacancy were withdrawn or found not timely filed.		<b>2026</b>	95%
		<b>2027</b>	95%

**FEDERAL SERVICE IMPASSES PANEL**

<b>Impasses</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026 Est.</b>	<b>2027 Est.</b>
Cases pending, start of year	16	17	21	13	0
<b>Impasses filed (Intake)</b>	<b><u>84</u></b>	<b><u>88</u></b>	<b><u>45*</u></b>	<b><u>45*</u></b>	<b><u>90<sup>1</sup></u></b>
Total caseload	100	105	66	58	90
Panel Decision	11	11	4		
Panel declined jurisdiction	23	12	14		
Settled with Panel assistance	17	28	14		
Voluntarily withdrawn	32	33	21		
<b>Cases closed total (Output)</b>	<b><u>83</u></b>	<b><u>84</u></b>	<b><u>53</u></b>	<b><u>58</u></b>	<b><u>90</u></b>
Cases pending, end of year	17	21	13	0	0

\*Panel vacant as of February 2025. Rates may be reduced due to EO 14521 or the duration/outcome of EO 14521 litigation.

<sup>1</sup>Rates calculated based on expectation of having a full Panel.

<b>Measure 1.1.1j: The percentage of bargaining-impasse cases in which the FSIP declines jurisdiction within 140 days of the date filed.</b>					
<b>Results</b>			<b>Targets</b>		
<b>2023</b>	100% - (29/29 cases) - <i>Met</i>		<b>2023</b>	90%	
<b>2024</b>	100% - (12/12 cases) - <i>Met</i>		<b>2024</b>	90%	
<b>2025</b>	100% - (14/14 cases) - <i>Met</i>		<b>2025</b>	90%	
			<b>2026</b>	90%	
			<b>2027</b>	90%	

<b>Measure 1.1.1k: The percentage of bargaining-impasse cases that are voluntarily settled within 160 days of the date filed.</b>					
<b>Results</b>			<b>Targets</b>		
<b>2023</b>	100% - (18/18 cases) - <i>Met</i>		<b>2023</b>	80%	
<b>2024</b>	93% - (26/28 cases) - <i>Met</i>		<b>2024</b>	80%	
<b>2025</b>	100% - (14/14 cases) - <i>Met</i>		<b>2025</b>	80%	
			<b>2026</b>	80%	
			<b>2027</b>	80%	

<b>Measure 1.1.1l: The percentage of bargaining-impasse cases that the FSIP resolves through final action that are closed within 200 days of the date filed.</b>					
<b>Results</b>			<b>Targets</b>		
<b>2023</b>	86% - (6/7 cases) - <i>Met</i>		<b>2023</b>	80%	
<b>2024</b>	100% - (11/11 cases) - <i>Met</i>		<b>2024</b>	80%	
<b>2025</b>	100% - (4/4 cases) - <i>Met</i>		<b>2025</b>	80%	
			<b>2026</b>	80%	
			<b>2027</b>	80%	

**Strategic Objective 1.2: Provide appropriate Statutory Guidance and Training**

**Performance Goal 1.2.1: Provide in-person and digital training for the federal sector labor-management community**

The FLRA delivers guidance and training to the federal sector labor-management community.

Trainings are in-person, virtual, and on-demand (YouTube).

<b>Measure 1.2.1a: The number of training recipients.</b>			
<b>Results</b>		<b>Targets</b>	
<b>FY23</b>	22,946 - <i>Met</i>	<b>FY23</b>	15,000
<b>FY24</b>	39,993 - <i>Met</i>	<b>FY24</b>	15,000
<b>FY25</b>	32,208 - <i>Met</i>	<b>FY25</b>	15,000
		<b>FY26</b>	15,000
		<b>FY27</b>	15,000

<b>Measure 1.2.1b: The number of times on-demand online training is used.</b>			
<b>Results</b>		<b>Targets</b>	
<b>FY23</b>	18,000+ - <i>Met</i>	<b>FY23</b>	1,000
<b>FY24</b>	27,000+ - <i>Met</i>	<b>FY24</b>	5,000
<b>FY25</b>	21,000+ - <i>Met</i>	<b>FY25</b>	5,000
		<b>FY26</b>	5,000
		<b>FY27</b>	5,000

**Performance Goal 1.2.2: Update guidance to ensure consistency with current case law and practices**

<b>New Measure 1.2.2a: Update one guidance document.</b>			
<b>Results</b>		<b>Targets</b>	
		<b>FY26</b>	1
		<b>FY27</b>	1

**Strategic Goal 2: Strengthen our workforce and technological capacities to support the needs of our parties and fulfill our mission.**

The FLRA’s ability to fulfill its statutory mission depends on excellent management of its workforce and resources. As the Federal workplace continues to evolve, the FLRA must adapt to changing workloads and workplace dynamics. To accomplish this, the FLRA will use technology and data analytics to focus resources where they are needed most and process cases more efficiently.

**Strategic Objective 2.1: Use technology to streamline and enhance organizational operations**

**Performance Goal 2.1.1: Improve e-filing capabilities and continue developing a uniform case management system across the Agency**

<b>Measure 2.1.1a: Expand the use of electronic filing for all components.</b>	
<b>Results</b>	
<b>2023</b>	<ul style="list-style-type: none"> <li>• Successfully amended the regulations to include opt-in for electronic service of documents</li> <li>• Further modification of regulations underway to update negotiability case filing/processing, and workgroup established to recommend additional changes to procedural regulations</li> <li>• Updated eFiling application to add functionality to support regulatory changes/updates</li> <li>• Overall, 79% of cases eFiled, falling short of our goal of 80%. Lack of funding stymied development work to accommodate eFiling improvements</li> </ul>
<b>2024</b>	<ul style="list-style-type: none"> <li>• 100% of cases filed with OALJ are now eFiled.</li> <li>• Cases eFiled: 77% (Goal 80%) Lack of funding slowed work re: eFiling improvements</li> </ul>
<b>2025</b>	<ul style="list-style-type: none"> <li>• 84% of cases eFiled agency-wide. (Goal of 80%).</li> <li>• 87% of cases filed with the Authority eFiled.</li> </ul>
<b>Targets</b>	
<b>2026</b>	<ul style="list-style-type: none"> <li>• Investigate additional filing/submission types for addition to eFiling system.</li> <li>• Implement significant regulatory changes to align with Electronic Case Filing modernization efforts.</li> </ul>
<b>2027</b>	<ul style="list-style-type: none"> <li>• Implement additional filing/submission types to eFiling system.</li> <li>• Implement significant regulatory changes to align with Electronic Case Filing modernization efforts.</li> </ul>
<b>Measure 2.1.1b: Move the FLRA towards 100% electronic case files, electronic permanent records, and electronic case management.</b>	
<b>Results</b>	
<b>2023</b>	<ul style="list-style-type: none"> <li>• Development efforts have come to a standstill due to insufficient development funds.</li> <li>• Minor improvements to the Authority CMS system</li> </ul>
<b>2024</b>	<ul style="list-style-type: none"> <li>• Development underway for the OGC Component CMS.</li> </ul>
<b>2025</b>	<ul style="list-style-type: none"> <li>• Significant progress on development of the OGC component (ULP and NEG) CMS.</li> <li>• Major structural modifications initiated to accommodate regulatory changes to Representation Case processing and other matters.</li> </ul>
<b>Targets</b>	
<b>2026</b>	<ul style="list-style-type: none"> <li>• Complete development effort for OGC ULP CMS.</li> <li>• Complete development for unified, streamlined Representation Case CMS.</li> </ul>
<b>2027</b>	<ul style="list-style-type: none"> <li>• Finalize needed changes for OGC, and REP CMS, and begin FSIP component CMS development.</li> <li>• Align Agency policies and procedures for 100% electronic records.</li> </ul>

**Performance Goal 2.1.2: Continue IT modernization and cybersecurity efforts**

<b>Measure 2.1.2a:</b> Achieve an exceptional level of information security by increasing the percentage of systems using a zero-trust model and multifactor authentication and by promptly complying with cybersecurity orders and directives.	
<b>Results</b>	
<b>2023</b>	<ul style="list-style-type: none"> <li>80% of systems are fully Zero Trust, but lack of funding for modernization of systems has prohibited progress</li> </ul>
<b>2024</b>	<ul style="list-style-type: none"> <li>85% of systems fully Zero Trust, MFA added where fiscally feasible.</li> <li>Funding continued to be greatest hurdle in achieving 100% Zero Trust, MFA.</li> </ul>
<b>2025</b>	<ul style="list-style-type: none"> <li>Achieved an overall NIST maturity model rating of 4+ in the OIG’s annual review of FISMA compliance</li> <li>Instituted rigorous new cybersecurity controls on public facing information resources.</li> </ul>
<b>Targets</b>	
<b>2026</b>	<ul style="list-style-type: none"> <li>Continued improvement in maturity model rating</li> <li>Investigation into opportunities for AI integration for operational and technical efficiencies.</li> </ul>
<b>2027</b>	<ul style="list-style-type: none"> <li>Full alignment with all administration goals.</li> <li>100% Zero Trust architecture, MFA in all internal and external facing systems.</li> </ul>

**Strategic Objective 2.2: Prioritize and manage available resources to best achieve the Agency’s statutory mission**

**Performance Goal 2.2.1: Improve Agency agility and knowledge transfer through cross-component training and details**

<b>New Measure 2.2.1a:</b> Provide cross-component training opportunities.	
<b>Results</b>	
<b>2025</b>	<ul style="list-style-type: none"> <li>Conduct cross-component training on representation caselaw and case-handling procedures.</li> <li>Maintain and grow Agency expertise by providing detail opportunities.</li> <li>Provide informal professional growth opportunities.</li> </ul>
<b>Targets</b>	
<b>2026</b>	<ul style="list-style-type: none"> <li>Conduct cross-component training on representation caselaw and case-handling procedures.</li> <li>Maintain and grow Agency expertise by providing detail opportunities.</li> <li>Provide informal professional growth opportunities.</li> </ul>
<b>2027</b>	<ul style="list-style-type: none"> <li>Maintain and grow Agency expertise by providing detail opportunities.</li> <li>Continue to provide informal professional growth opportunities.</li> </ul>

**Performance Goal 2.2.2: Ensure mission alignment with performance plans across the Agency**

<b>New Measure 2.2.2a:</b> Update performance documents across the Agency.	
<b>Results</b>	
<b>2025</b>	<ul style="list-style-type: none"> <li>Update all performance plans/standards to ensure they are current and aligned with the Strategic Plan.</li> <li>Update all position descriptions to ensure they are current and aligned with the Strategic Plan.</li> <li>Update USA Performance to reflect these updates.</li> </ul>

<b>Targets</b>	
<b>2026</b>	<ul style="list-style-type: none"> <li>• 85% Compliance with updating performance plans/standards.</li> <li>• 85% Compliance with updating position descriptions.</li> <li>• 85% Compliance with updating USA Performance to reflect these changes.</li> </ul>
<b>2027</b>	<ul style="list-style-type: none"> <li>• 95% Compliance with updating performance plans/standards.</li> <li>• 95% Compliance with updating position descriptions.</li> <li>• 95% Compliance with updating USA Performance to reflect these changes.</li> </ul>

### **Discontinued Measures**

#### **Discontinued Negotiability Measures**

<b>Previously Measure 1.1.1e: The average age of negotiability cases decided or otherwise resolved by the Authority.*</b>			
<b>Results</b>		<b>Targets</b>	
<b>2024</b>	35 days - <i>Met</i>	<b>2024</b>	125 days
<b>2025</b>	90 days - <i>Not Met</i>	<b>2025</b>	33 days
		<b>2026</b>	N/A

\* Measure discontinued beginning FY26. Replaced by listed new measures.

<b>Previously Measure 1.1.1f: The average age of negotiability cases pending before the Authority.*</b>			
<b>Results</b>		<b>Targets</b>	
<b>2024</b>	234 days - <i>Not Met</i>	<b>2024</b>	200 days
<b>2025</b>	225 days - <i>Not Met</i>	<b>2025</b>	222 days
		<b>2026</b>	N/A

\*Measured at the end of the fiscal year. Measure discontinued beginning FY26. Replaced by listed new measures.

<b>Previously Measure 1.1.2c: The percentage of negotiability cases decided or otherwise resolved by the Authority within 365 days of the filing of a petition for review.*</b>			
<b>Results</b>		<b>Targets</b>	
<b>2024</b>	100% – (24/24 cases) - <i>Met</i>	<b>2024</b>	75%
<b>2025</b>	90% – (28/31 cases) - <i>Met</i>	<b>2025</b>	75%
		<b>2026</b>	N/A

\* Measure discontinued beginning FY26. Replaced by listed new measures.

#### **Discontinued ULP Measures**

<b>Previously Measure 1.1.1g: The average age of ULP cases decided or otherwise resolved by the Authority.*</b>			
<b>Results</b>		<b>Targets</b>	
<b>2024</b>	64 days - <i>Met</i>	<b>2024</b>	85 days
<b>2025</b>	58 days - <i>Met</i>	<b>2025</b>	61 days
		<b>2026</b>	N/A

\* Measure discontinued beginning FY26. Replaced by listed new measures.

<b>Previously Measure 1.1.1h: The average age of ULP cases pending before the Authority.*</b>			
<b>Results</b>		<b>Targets</b>	
<b>2024</b>	122 days - <i>Met</i>	<b>2024</b>	135 days
<b>2025</b>	151 days – <i>Not Met</i>	<b>2025</b>	116 days
		<b>2026</b>	N/A

\*Measured end of FY. Measure discontinued FY26. Replaced by new measures.

**Previously Measure 1.1.1j:** The percentage of ULP cases decided or otherwise resolved by the Authority within 300 days of assignment to a Member office.\*

Results		Targets	
2024	100% – (1/1 cases) - <i>Met</i>	2024	75%
2025	0 cases – <i>N/A</i>	2025	75%
		2026	N/A

\* Measure discontinued beginning FY26. Replaced by listed new measures.

**Previously Measure 1.1.2c:** The percentage of ULP cases decided or otherwise resolved by the Authority within 365 days of assignment to a Member office.\*

Results		Targets	
2024	100% – (1/1 cases) - <i>Met</i>	2024	90%
2025	0 cases – <i>N/A</i>	2025	90%
		2026	N/A

\* Measure discontinued beginning FY26. Replaced by listed new measures.

### **Discontinued Representation Measures**

**Previously Measure 1.1.1k:** The average age of representation cases decided or otherwise resolved by the Authority.\*

Results		Targets	
2024	38 days - <i>Met</i>	2024	85 days
2025	61 days – <i>Not Met</i>	2025	36 days
		2026	N/A

\* Measure discontinued beginning FY26. Replaced by listed new measures.

**Previously Measure 1.1.1l:** The average age of representation cases pending before the Authority.\*

Results		Targets	
2024	141 days - <i>Not Met</i>	2024	50 days
2025	215 days - <i>Not Met</i>	2025	134 days
		2026	N/A

\* Measured end of FY. Measure discontinued FY26. Replaced by new measures.

**Measure 1.1.1o:** The percentage of representation cases decided or otherwise resolved by the Authority within 210 days of assignment to a Member office.\*

Results		Targets	
2024	100% - (2/2 cases) - <i>Met</i>	2024	75%
2025	100% - (5/5 cases) - <i>Met</i>	2025	75%
		2026	N/A

\* Measure discontinued beginning FY26. Replaced by listed new measures.

**Measure 1.1.2g:** The percentage of representation cases decided or otherwise resolved by the Authority within 365 days of assignment to a Member office.\*

Results		Targets	
2024	100% – (2/2 cases) - <i>Met</i>	2024	90%
2025	100% – (5/5 cases) - <i>Met</i>	2025	90%
		2026	N/A

\* Measure discontinued beginning FY26. Replaced by listed new measures.

**Discontinued Case Intake and Publication (CIP) Measures**

**Previously Measure 1.1.1x:** CIP will assign the case to a Member office within 5 days of the due date for a final filing (regardless of whether such a filing has been received).\*

Results		Targets	
2024	100% - (65/65 cases) - <i>Met</i>	2024	75%
2025	100% - (47/47 cases) - <i>Met</i>	2025	75%
		2026	N/A

\* Measure discontinued beginning FY26. Replaced by listed new measures.

**Previously Measure 1.1.1y:** CIP will assign the case to a Member office within 21 days of due date of final filing.\*

Results		Targets	
2024	100% - (65/65 cases) - <i>Met</i>	2024	100%
2025	100% - (47/47 cases) - <i>Met</i>	2025	100%
		2026	N/A

\* Measure discontinued beginning FY26. Replaced by listed new measures.

**Discontinued IT Measures**

**Measure 2.1.2b** Assess how internal and external customers perceive the effectiveness of the Agency’s IT modernization efforts.

Results	
2024	<ul style="list-style-type: none"> <li>• Sharp increase in engagement from stakeholders seeking additional case types for eFiling eligibility.</li> <li>• Increases in reliability and resilience of public-facing IT resources resulted in sharp decreases of reports and complaints from stakeholders.</li> </ul>
2025	<ul style="list-style-type: none"> <li>• Sharp increase in engagement from stakeholders seeking additional case types for eFiling eligibility.</li> <li>• Increases in reliability and resilience of public-facing IT resources resulted in sharp decreases of reports and complaints from stakeholders.</li> </ul>
Targets	
2026	<ul style="list-style-type: none"> <li>• Apply lessons learned and improve surveying for new development work for the OGC Component Case Management System.</li> <li>• Maintain open dialog with internal and external customers to best diagnose, assess, and plan future fixes and enhancements.</li> </ul>
2027	<ul style="list-style-type: none"> <li>• Apply lessons learned and improve surveying for new development work for the remaining components’ CMS.</li> <li>• Maintain open dialog with internal and external customers to best diagnose, assess, and plan future fixes and enhancements.</li> </ul>