Forty-one years promoting and protecting labor-management relations for effective, efficient government.

U.S. FEDERAL LABOR RELATIONS AUTHORITY
CONGRESSIONAL BUDGET JUSTIFICATION

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UNITED STATES
FEDERAL LABOR RELATIONS AUTHORITY

Congressional Budget Justification
Fiscal Year 2020

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U.S. FEDERAL LABOR RELATIONS AUTHORITY

BACKGROUND AND MISSION

Federal Labor Relations Authority (FLRA or the Agency) is an independent administrative Federal agency created by Title VII of the Civil Service Reform Act of 1978, also known as the Federal Service Labor-Management Relations Statute (the Statute), 5 U.S.C. §§ 7101-7135. The purpose of the Statute is to prescribe certain rights and obligations of the employees of the Federal Government and to establish procedures that are designed to meet the special requirements and needs of the Government. *Id.* § 7101(b). The provisions of the Statute are to be interpreted in a manner consistent with the requirement of an effective and efficient Government. *Id.*

Consistent with its statutory mandate, FLRA's 2018-2022 (all years are expressed as fiscal unless stated otherwise) mission statement is: *Protecting rights and facilitating stable relationships among Federal agencies, labor organizations, and employees while advancing an effective and efficient Government through the administration of the Statute.*

FLRA applies its Federal-sector expertise to execute its mission primarily by carrying out the following statutory responsibilities:

1. Conduct hearings and resolve complaints of unfair labor practices (ULPs) under § 7118 of the Statute. *Id.* § 7105(a)(2)(G). FLRA is responsible for investigating, prosecuting, and adjudicating claims that an agency or a labor organization has failed to uphold its legal obligations under the Statute.

2. Determine the appropriateness of units for labor-organization representation under the Statute, and supervise or conduct elections to determine whether a labor organization has been selected as an exclusive representative by a majority of employees in an appropriate unit. *Id.* § 7105(a)(2)(A). FLRA also resolves disputes about which employees may be included in bargaining units under the Statute. *Id.* § 7105(a)(2)(B).

3. Resolve exceptions to grievance-arbitration awards under § 7122 of the Statute. *Id.* § 7105(a)(2)(H). FLRA adjudicates appeals – known as exceptions – to arbitration awards that result from grievances filed by employees, labor organizations, or agencies under parties' negotiated grievance procedures. FLRA reviews those awards to assess whether they are contrary to any law, rule, or regulation, or are deficient on other grounds similar to those applied by federal courts in private-sector labor-management disputes.

4. Resolve issues relating to the duty to bargain in good faith under § 7117(c) of the Statute. *Id.* § 7105(a)(2)(E). FLRA resolves negotiability disputes that arise during

bargaining under two circumstances – when an agency claims that a contract proposal is outside the duty to bargain and when an agency head disapproves a negotiated agreement claiming that it contains provisions that are contrary to law, rule, or regulation.

5. Provide assistance in resolving negotiation impasses between federal agencies and exclusive representatives. *Id.* § 7119.

In addition, the Congress directed FLRA to prescribe criteria and resolve issues relating to the granting of national consultation rights under § 7113 of the Statute; prescribe criteria and resolve issues relating to determining compelling need for agency rules or regulations under § 7117(b) of the Statute; prescribe criteria relating to the granting of consultation rights with respect to conditions of employment under § 7117(d) of the Statute; and take such other actions as are necessary and appropriate to effectively administer the provisions of the Statute.

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

ORGANIZATIONAL STRUCTURE

Headquartered in Washington, D.C., FLRA has three statutory components – the Authority, the Office of the General Counsel (OGC), and the Federal Service Impasses Panel (the FSIP or the Panel) – each with unique adjudicative or prosecutorial roles. The Agency also provides full program and staff support to two other organizations – the Foreign Service Labor Relations Board and the Foreign Service Impasse Disputes Panel, pursuant to the Foreign Service Act of 1980, 22 U.S.C. §§ 4101-4118.
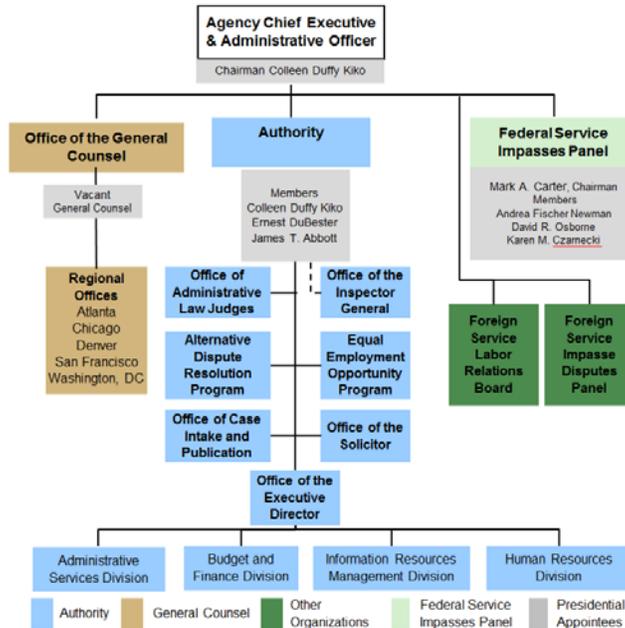
Chief Executive and Administrative Officer

The President of the United States designates one Member as Chairman who serves as FLRA's chief executive and administrative officer. 5 U.S.C. § 7104(b).

The Authority

The Authority – FLRA's adjudicatory body – is led by three full-time, presidentially nominated and Senate-confirmed Members who are appointed to fixed, staggered five-year terms.

The Authority is responsible for adjudicating ULP complaints, ruling on exceptions to arbitrators' awards, resolving disputes over the negotiability of collective-bargaining proposals and provisions, and deciding applications for review of Regional Directors' decisions in representation disputes. The Authority Members appoint Administrative Law Judges (ALJs) to hear and prepare recommended decisions that may be appealed to the Authority in cases involving ULP complaints.

Other offices and programs under the jurisdiction of the Authority include the Office of the Solicitor, the Office of Administrative Law Judges (OALJ), the Office of Case Intake and Publication (CIP), the Alternative Dispute Resolution Program, and the Equal Employment Opportunity Program. Standing as an independent entity within the Authority is the Office of Inspector General.

The Office of the General Counsel

The OGC is led by a presidentially nominated and Senate-confirmed GC who has direct authority over, and responsibility for, all employees in the OGC, including those in FLRA's Regional Offices.

Under the Statute, the GC has sole responsibility – independent of the Authority – over the investigation and prosecution of ULP cases. The GC's determinations in these matters are final and unreviewable. The OGC investigates and resolves ULP charges, files and prosecutes ULP complaints, and provides training, as appropriate. In addition, through delegation by the Authority, the Regional Offices investigate and resolve representation (REP) cases and conduct secret-ballot elections.

The GC has a small staff at FLRA Headquarters, located in Washington, D.C. Headquarters management provides administrative oversight; develops policies, guidance, procedures, and manuals that provide programmatic direction for the Regional Offices and training and education for the parties; and processes appeals from the Regional Offices' dismissals of ULP charges. Each Regional Office is headed by a Regional Director (RD) who provides leadership and management expertise for the respective region. Collectively, the RDs work with senior

management throughout FLRA to develop and implement policy and strategic initiatives to accomplish FLRA mission.

Consolidation of the Agency's regional offices involved closure of the Dallas Regional Office on September 21, 2018 and the closure of the Boston Regional Office on November 16, 2018. Effective November 16, 2018, FLRA has five Regional Offices: Atlanta, Georgia; Chicago, Illinois; Denver, Colorado; San Francisco, California; and Washington, D.C.

Map of FLRA's Regional Offices (as of November 16, 2018):
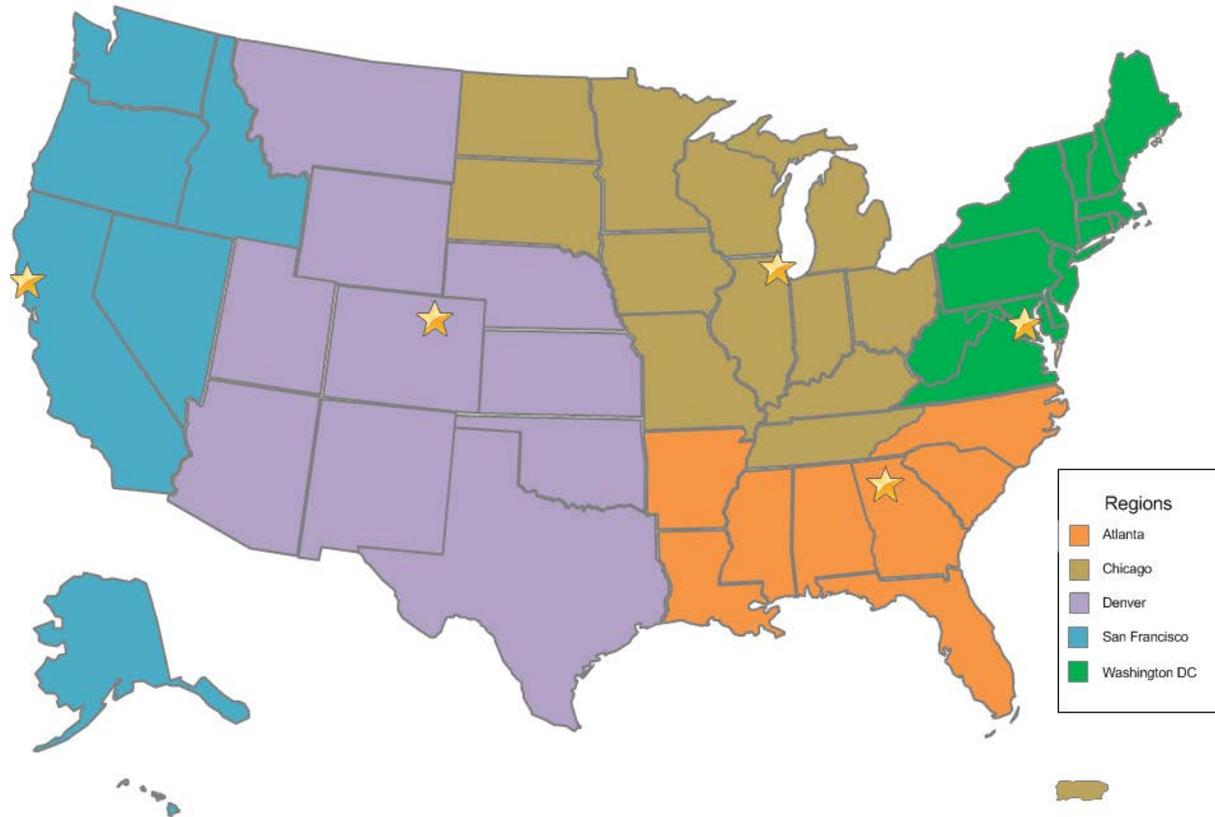
The Federal Service Impasses Panel

The FSIP is composed of seven part-time Presidential appointees – a Chairman and at least six other Members – who are appointed to fixed, staggered five-year terms. The FSIP provides assistance in resolving 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.

AGENCY TRENDS AND CHALLENGES

As discussed in more detail below, FLRA remains a high performing Agency. Under its new 2018-2022 Strategic Plan, FLRA will continue to achieve strong mission-related results, while focusing on more customer-friendly time targets and educational resources, IT modernization, and human-capital initiatives.

An external challenge beyond FLRA control is the absence of a presidentially appointed, Senate-confirmed GC. The GC position is subject to the Federal Vacancies Reform Act (Vacancies Act), so, upon the resignation of the then-GC on January 20, 2017, the career Deputy GC automatically became the Acting GC. He served as Acting GC until November 16, 2017, the statutory maximum under the Vacancies Act absent a GC nominee.

In the absence of a GC, the Regional Offices may investigate ULP charges and dismiss those found to lack merit, but they cannot issue ULP complaints in meritorious cases - preventing the complaint from moving forward to a hearing before an ALJ. This is because the text of the Statute makes clear that issuance of a complaint is a power reserved exclusively to the GC's discretion. 5 U.S.C. §§ 7104(f)(2)(B), 7118(a)(1). In addition, only the GC can decide appeals from an RD's dismissal of a ULP charge. Since November 16, 2017, no ULP complaints or ULP appeal decisions have issued. As of September 30, 2018, there were 142 ULP-complaint recommendations and 158 appeals awaiting review by a new GC. Despite these challenges, FLRA provides its customers with timely and quality investigative, adjudicatory, and other case-processing services.

Authority

Since December 11, 2017, the Authority has again been operating with a full complement of Members, and its focus has been on issuing decisions. Specifically, the Authority issued a total of 110 decisions from December 2017 through September 2018 (an average of 11 decisions per month), as opposed to issuing only 53 decisions during the same time period in the previous fiscal year (an average of 5 decisions per month). In addition, it has implemented new case-processing procedures to ensure swift resolution by concurrently addressing old and new cases.

Consistent with the new 2018-2022 Strategic Plan, in 2019, the Authority revised its performance measures to more accurately represent true case-processing times so that they are meaningful to the parties. The Authority previously measured "case age" from the date of assignment to the Authority Members – not from the date that the case was filed. This meant that the time before assignment – when the case was pending in the Case Intake and Publication (CIP) Office (the Authority's docketing clerk's office) while the parties briefed it (4-75 days, depending on case type) – was not being counted. So, although case-processing time targets in the Authority are increasing in 2019 for that reason, they more accurately reflect "day in, day out" case-processing times, which is important to the parties. In addition, FLRA as a whole will begin reporting the "average age" of closed cases within all components and

offices, which will provide the parties with the average amount of time that it takes to process each case type. Both of these efforts will help the parties make better informed decisions regarding their litigation options and provide them with more realistic expectations around case-processing durations.

Office of Administrative Law Judges

Due to the absence of a GC or Acting GC, the OALJ has not received new cases since November 2017. It issued decisions in all remaining cases on its docket by the end of 2018. Assuming that a GC will be confirmed in the near future, the OALJ is prepared to conduct hearings on ULP complaints that it receives from the OGC and to adjudicate these cases expeditiously. In the interim, the OALJ received approval to perform work for other agencies through the OPM ALJ Loaner Program on a reimbursable basis. In addition, and consistent with applicable regulations governing ALJs, the OALJ was also approved to contribute to the Authority's elimination of pending Authority cases by utilizing ALJs to independently draft decisions for the Authority in matters other than ULP cases.

Office of General Counsel

Despite not having a GC for ten months in 2018, the OGC continued to investigate cases and deliver strong results. It met its strategic performance measures for the timely resolution of ULP and representation cases, having resolved, 88 percent (2,682/3,060) of ULP cases within 120 days of the filing date, and 82 percent (195/239) of representation cases within 120 days of filing. Of those ULP cases resolved in 2018, the OGC resolved over 590 of them through voluntary settlement during the investigative process.

In both 2017 and 2018, the OGC continued to experience a downward trend in its ULP intake. From 2016 to 2017, ULP intake declined by 15 percent (or 690 cases), and from 2017 to 2018 it declined by another 22 percent (or 795 cases).

In order to formally implement the regions' new jurisdictional boundaries resulting from the regional-office consolidation, FLRA issued procedural regulations on September 13, 2018 to reflect the Dallas Regional Office closure on September 21, 2018, and on November 1, 2018 to reflect the Boston Regional Office closure on November 16, 2018. It also issued guidance, press releases, and other communications to ensure the parties are aware of these changes and of the appropriate geographic region in which to file cases.

Federal Service Impasses Panel

In 2018, the FSIP exceeded all of its timeliness measures for assisting parties in resolving their negotiation impasses. Specifically, it issued its decisions to decline jurisdiction on cases not appropriately before the Panel within 140 days of the date that the parties filed their request for assistance in 100 percent (9/9) of cases. It assisted the parties in achieving voluntary settlement within 160 days of the date that the parties filed their requests for assistance in 83

percent (5/6) of cases. And it issued its final order within 200 days of the date that the parties filed their request for assistance in 100 percent (21/21) of cases.

In 2018, the Panel received a total of 91 filings (an average of less than 8 new filings each month). However, that trend is changing. Following the Administration's May 2018 issuance of Executive Orders 13836, 13837, and 13839, and the related OPM guidance to agencies regarding collective bargaining issued in August 2018, the FSIP began to receive an increase in requests for assistance. Eleven cases were filed in August 2018. The subject of the impasses began to trend toward ground rules for successor collective-bargaining agreements and contract proposals associated with successor collective-bargaining agreements. Following the August 24, 2018 U.S. District Court for the District of Columbia decision to enjoin parts of the Executive Orders, the filings have returned to the more typical average of 8 cases per month.

Mission Accomplishment – Providing Training and Education across the Federal Government

FLRA provides guidance first through its decisions; however, it also provides additional valuable education and training to the Federal labor-management-relations community related to all aspects of its case law and processes. Providing meaningful and clear guidance on statutory rights and responsibilities fulfills our statutory mandate to provide timely and efficient case processing and advance an effective and efficient Federal government. FLRA fulfills its educational mandate through a variety of means, such as: in-person training sessions; comprehensive, web-based training modules; and case outlines, manuals, and subject-matter guides that are easily accessible on www.flra.gov.

In 2018, FLRA, as a whole, provided over 100 training sessions to nearly 5,000 participants. The Authority, the OGC, and the FSIP provided in-person case-law updates and training at several nationwide, annual conferences. These sessions included presentations of newly prepared materials that reflect the current case law and evolving precedent.

The Authority scaled back its external training efforts in 2018 to ensure that all available staff was working to issue decisions. The Authority primarily educates the parties through its issued decisions, particularly those on previously unaddressed legal issues. To that end, most of the training that it provided in 2018 consisted of "Case Law Updates." The Authority intends to continue offering this type of training in 2019. Additionally, during 2019, the Authority will begin publishing case-summary "digests" to provide additional, easy-to-understand guidance for its customers.

The OGC consistently provided statutory training efforts across the country. However, due to budget uncertainty, the OGC scaled back its provision of training that required FLRA-funded travel. It also continued to provide the parties with up-to-date and topical web-based resources, including revisions to the OGC's *Representation Case Law Outline*, *ULP Case Law Outline*, and *Guidance on Meetings*.

Consistent with the new 2018-2022 Strategic Plan, in 2019, FLRA will develop creative methods to provide these valuable resources in new, innovative, and more cost-effective ways that allow for wider reach and less travel. In 2019, FLRA will develop new training videos that anyone can easily access from the Agency website. There are efforts underway to allow for live-streaming of training sessions. Moreover, the Authority and the OGC will continue to update online educational tools, including guides and manuals.

Executive Branch Reform

Executive Order 13781, *Comprehensive Plan for Reorganizing the Executive Branch,* (March 13, 2017) and Office of Management and Budget (OMB) Memorandum M-17-22, *Comprehensive Plan for Reforming the Federal Government and Reducing the Federal Civilian Workforce,* (April 12, 2017), provided the Agency with an opportunity to take a close look at its structure and operations, and to implement solutions for streamlining and reducing costs across FLRA. It developed reform proposals and a long-term workforce plan focused on improving the Agency's efficiency, effectiveness, and accountability.

The Agency's physical footprint and its regional-office structure were logical places to look for additional cost savings. Based on regional workload, flat budgets, increasing rental costs, and the availability of technology to improve operational efficiency, on February 12, 2018, the Agency announced that it would consolidate from seven to five regional offices, resulting in closure of the Agency's Dallas and Boston Regional Offices.

All 16 affected employees were offered reassignment and paid relocation to another region or to FLRA Headquarters. The Agency also offered Voluntary Early Retirement Authority (VERA). Leadership strongly encouraged all of the affected employees to remain with FLRA, and only two employees declined the geographic reassignment. Seven employees relocated within the Agency – one to Headquarters, two to the Washington Regional Office, two to the Chicago Regional office, and two to the Denver Regional Office. Of the employees who left the Agency, one retired from Federal service, two accepted VERA, three transferred to other Federal agencies in their current geographic locations, and two left Federal service for other non-Federal positions. Only one employee was involuntarily separated from Federal service effective November 30, 2018.

FLRA carefully planned and monitored its 2018 expenditures to ensure that the consolidation was executed on schedule and within the Agency's existing budget. Five of the relocations were funded with 2018 funds, and two were funded with 2019 funds. The Dallas Regional Office closed on September 21, 2018, followed by the Boston Regional Office on November 16, 2018.

Other previously implemented reform efforts included: sustaining the 25 percent across-the-board reduction in the Agency-wide travel costs (implemented in 2017); sustaining the 25 percent across-the-board reduction in the Agency-wide professional development training costs (also implemented in 2017); continuing efforts to implement fully electronic case files across the Agency; and maintaining other administrative efforts.

With increased technology, especially video teleconferencing (VTC), the Agency has been able to maintain the reduction to its travel budget in 2018, and it expects to maintain that reduction without any adverse effect on the mission in 2019 and beyond.

In addition, FLRA has continued – and will continue – its ongoing efforts to implement fully electronic case files throughout the Agency, which will enable it to complete a number of other initiatives that will reduce costs and make FLRA more efficient. Once electronic case files are in place, FLRA: (1) will be able to reduce its U.S. Mail costs Agency-wide by implementing electronic service of case-related documents *by FLRA* on the parties; (2) plans to reduce FedEx shipping costs associated with transferring hard-copy case files across the Regions and HQ; and (3) will eventually mandate (with only very limited exceptions) – that FLRA parties file all case documents with the Agency electronically.

FLRA has also committed to other administrative efforts. For example, after using its own in-house IT staff to successfully develop and implement a new Agency intranet site (saving a $65,000 one-time cost), it continues to save $10,000 annually in maintenance costs. Where appropriate, the Agency will continue to tap existing Government-wide shared-services solutions, like those that it already uses for payroll, financial services, travel, and procurement. Consequently, FLRA is not seeking separate funding for training of its acquisition workforce. It will continue to seek out and utilize existing Government-wide procurement solutions and contracting flexibilities. These include using a General Services Administration (GSA)-approved vendor for its eFiling and Case Management projects, and piggybacking on the Library of Congress's FEDLINK contracting tool to procure Westlaw legal research services more cost-effectively. FLRA also continues to engage in more effective property and records management. This includes regularly and routinely taking inventory of all of its equipment and building a robust records-management program, that will, among other things, ensure that the Agency is not spending more than necessary to store unneeded or unused equipment or to archive and retain hard-copy case files.

Workforce Reshaping & Human Capital

FLRA completed a comprehensive review of all Agency position descriptions (PDs) to ensure that the PDs and accompanying cover sheets were accurate for every FLRA employee and position. This review has been – and will continue to be – critical in conducting "need-to-fill" evaluations and the requisite job analyses associated with recruitment efforts. In 2019, the Agency will continue to undertake a thorough evaluation and prioritization of every vacancy before filling any positions in order to fund the ongoing transition to fully electronic case files.

Guided by its new strategic plan, in 2019, FLRA will conduct a review of Agency performance-management systems (both General Schedule and Senior Executive Service) and individual employee performance plans to ensure that they directly align with the new 2018-2022 Strategic Plan. In support of these efforts to improve performance management, in 2019 the Agency is currently developing a strategy for acquiring and implementing the Office of Personnel Management's (OPM's) USA Performance automated performance-management system. Automating the performance-management process using a tool that is compliant with

all Federal performance-management regulations and OPM recommendations will assist Agency managers – and the Agency as a whole – in increasing performance accountability.

The Agency continues to actively engage employees at all levels in Agency processes and to seek their opinions. For example, the Agency's efforts in 2018 to develop its 2018-2022 Strategic Plan resulted in an employee-driven, employee-developed, and employee-drafted document that remained relatively unchanged upon leadership review. Forty FLRA employees, from every level, every component, and every region of the country (more than one-third of the Agency's workforce) actively participated in developing the substantive elements of the new Strategic Plan. All Agency employees were invited to participate in an initial survey regarding the Agency's new mission statement and a follow-up survey asking for their views on the strategic plan goals and objectives. 90 percent of respondents indicated that the work they do on a daily basis helps to achieve the Agency's mission as articulated in the new mission statement. Between 86 and 91 percent of respondents indicated that the new strategic goals were on target and important.

The Agency workforce not only assisted in creating the Strategic Plan but also is instrumental in implementing its new goals. Five different teams of employees (each headed by one manager and one non-manager) have been collaborating for several months to gather data and propose action items to meet our Agency's goals. The teams are reviewing and revising performance standards to align with the Strategic Plan, particularly the goals of increasing timeliness, quality, and productivity; evaluating the professional development needs of the employees of the Agency and proposing updated mechanisms and procedures for allocating training resources; and evaluating external communication with customers, including published reference materials, phone interactions, and electronic filing processes, to provide the best and most effective guidance to the parties who appear before the Agency. Additionally the Authority staff attorneys have been working to develop case-summary "digests" (which will be unveiled soon) to provide additional, easy-to-understand guidance to the Authority's customers.

Employees across the Agency at all levels continue to be actively involved in the efforts to develop the new and improved eFiling system, the Document Management System, and involved in the overall effort to help the Agency achieve its goal of implementing fully electronic case files by the end of calendar year 2019. Employee involvement in these efforts include: serving as a component or office representative on a work group to develop the structure of electronic case files; actively participating in facilitated, "user-centered design" information-gathering sessions where employees are encouraged to share their work processes, their needs, and their ideas for improvement; and responding to ad hoc questions about these systems as they arise. Additionally, a team of Agency employees have worked to move the existing monthly statistical reports from a system requiring manual input to one that is computer-generated. Not only does this save preparation time, it also verifies the accuracy of the data collected through the case processing system.

Federal Employee Viewpoint Survey

FLRA continues to have a highly engaged workforce that is dedicated to the accomplishment of its mission. The 2018 FLRA response rate of 75 percent for OPM's Federal Employee Viewpoint Survey (FEVS) was a full 34 points above the Government-wide average of 41 percent. This represents a nine point increase from the 66 percent of eligible employees who identified strengths and concerns to Agency leadership and managers in 2017. For reporting purposes, the FEVS divided FLRA results into two work units: "Office of the General Counsel Headquarters and Regional Offices" (OGC/Regions) and "Authority and Administrative Headquarters" (FLRA HQ).

There was increased interest among the OGC/Regions work unit in answering the 2018 survey: 54 percent of FLRA respondents in 2018 were from OGC/Regions, compared to 49 percent in 2017.

Agency Strengths:
FLRA has 31 strengths (65percent+ positive responses). The top five strengths are:
- 93 percent -- When needed, I am willing to put in the extra effort to get a job done.
- 92 percent -- My work unit has the job-relevant knowledge and skills necessary to accomplish organizational goals.
- 89 percent -- How would you rate the overall quality of work done by your work unit?
- 88 percent -- Employees in my work unit share job knowledge with each other.
- 86 percent -- I am constantly looking for ways to do my job better.

Higher than the Government-wide average:
Agency results exceeded the Government-wide average in 31 of the 78 questions; and 11 of those questions were 10+ points higher than that average. 62 percent of FLRA respondents agreed that "In my work unit, steps are taken to deal with a poor performer who cannot or will not perform" – 30 points above the Government-wide average of 32 percent.

Questions where respondents found FLRA a better place to work than the Government-wide average:
- Promotions in my unit are based on merit (55 percent FLRA vs 38 percent Government-wide; 17 points above)
- Physical conditions (for example, noise level, temperature, lighting, cleanliness in the workplace) allow employees to perform their jobs well (82 percent vs 66 percent; 16 points)
- How satisfied are you with the following Work/Life programs in your agency: Telework (77 percent vs 62 percent; 15 points)
- Pay raises depend on how well employees perform their jobs (41 percent vs 27 percent; 14 points)
- Awards in my work unit depend on how well employees perform their jobs (59 percent vs 46 percent; 13 points)
- Employees in my work unit share job knowledge with each other (88 percent vs 76 percent; 12 points)

Areas for Improvement:
The 2018 FEVS is a snapshot in time that captures employees' perceptions of the Agency's work environment. FLRA employees identified areas for improvement involving training, the mission of the Agency, communication, innovation, management, and leadership. On key questions, there was a substantial difference in negative scores reported by FLRA HQ and the OGC/Regions.

Questions with the highest percentage of negative scores (broken down by FLRA HQ, and the OGC/Regions):
- 68 percent -- In my organization, senior leaders generate high levels of motivation and commitment in the workforce. (46 percent negative HQ, 83 percent OGC/Regions)
- 64 percent -- How satisfied are you with the policies and practices of your senior leaders? (49 percent, 76 percent)
- 64 percent -- I have a high level of respect for my organization's senior leaders. (49 percent, 76 percent)
- 55 percent -- I believe the results of this survey will be used to make my agency a better place to work. (39 percent, 66 percent)
- 53 percent -- How satisfied are you with the information you receive from management on what's going on in your organization? (43 percent, 61 percent)

The new staff-driven FLRA Strategic Plan 2018-2022 directly addresses these concerns. Specifically, Strategic Plan Implementation Teams (with representation from each Region and component of FLRA) were created to address these challenges, and build on the strengths, reflected in the FEVS.

IT Modernization

As noted above, consistent with President's Management Agenda (PMA) Cross-Agency Priority (CAP) Goal 1 to modernize IT to increase productivity and security, and the Agency's strategic plan, FLRA is continuing its ongoing efforts to expand its IT capabilities to enhance mission performance by improving the quality and effectiveness of its internal- and external-customer-facing services – including increased use of cloud-based solutions, such as email, Case Management, and Document Management. By adopting cloud-based solutions that are FEDRAMP certified – such as Microsoft Office 365 and Amazon Web Services – the Agency has improved its IT security by leveraging those vendors' extensive resources to protect and segregate Government data with the best information security practices. The Agency also continues to improve its overall efficiency, as well as the customer-service experience, by engaging in new and innovative ways to conduct business, such as through electronic case filing (eFiling). In addition, the Agency has strategically emphasized IT modernization by implementing realistic and attainable equipment lifecycles.

In 2018, using agile methodology, FLRA continued to execute its multi-year, four-phase plan to achieve OMB's mandates and the Agency's long-term goal of implementing end-to-end electronic case file capabilities by the end of calendar year 2019.

1. Phase 1 was implementation of upgraded eFiling 3.0. Addressing customer feedback, and after refining its approach, the Agency launched this more user-friendly and intuitive user interface that is built on a new, cloud-based technical platform that will better support the Agency's long-term needs.

2. Phase 2 is to provide a similar, more user-friendly and intuitive user interface for the Agency's internal electronic Case Management System (CMS). Phase 2 also includes implementation of an Agency-wide Document Management System (DMS) – an electronic, cloud-based "filing cabinet" that provides a framework for organizing digital and paper documents. The DMS also provides the necessary storage capacity and IT platform for the eventual integration of eFiling, CMS, and DMS. The Agency has already implemented the DMS, and it expects to implement the new CMS across all offices by the end of calendar-year 2019.

3. Phase 3 is the integration of the automated connection between eFiling, CMS, and DMS, which is currently underway, with completion anticipated by the end of 2020.

4. Phase 4 is the transition to 100 percent electronic case files throughout the Agency, with a goal of completion by the end of 2020.

FLRA successfully completed the redesign and launch of eFiling 3.0 in 2018 using agile development and state-of-the art, cloud-based technology. Work on the new CMS has begun, using the same technology and building on the lessons learned during development, testing, and implementation of eFiling 3.0. Phase 2 is underway, and it will run through 2019. This is the most time-consuming and expensive phase of the project. The Agency diverted funds from this effort in 2018 in order to make as much progress as possible on the regional-office consolidation. The Agency has also begun work on Phase 3. Although not originally contemplated, redeveloping the CMS makes sound technical sense because it avoids reengineering down the road, which ultimately saves the Agency money in the long run.

Despite that timelines associated with the four-phase plan have shifted over time, the Agency remains on target to complete this initiative on time, and its overall costs are well *below* industry standards for similar undertakings. Further, despite the evolving nature of the approach, the goal and the results have remained the same: implementation of fully electronic case files throughout the Agency to enable FLRA to increase its overall efficiency and effectiveness.

Successful achievement of this goal will enable implementation of additional external and internal case-processing improvements that will further maximize the use of technology and eliminate many of the labor-intensive, manual case processes that are currently in place. These case-processing improvements include: reducing the time and expense that FLRA staff spends copying, scanning, mailing, and entering data; eliminating outdated facsimile service; reducing U.S. Mail costs by implementing electronic service of case-related documents by FLRA on the parties; reducing – or eliminating – Fed Ex costs for transferring paper case files between FLRA offices; implementing a pilot program that would mandate FLRA parties to file all

case-related documents electronically, and eventually mandating eFiling for all FLRA case filings. The greatest benefit will be the ability to redirect staff hours currently used to perform manual administrative tasks to perform other mission-critical functions.

In addition, FLRA has – and will continue – to embrace its "cloud-first" approach by migrating the Agency's email system to the cloud in 2018. All of the Agency's major technical components – email, DMS, CMS, and eFiling – are now in the cloud, offering better redundancy and backups that can be leveraged to improve the Agency's Continuity of Operations Plan (COOP). This is a major achievement and another example of the Agency's sustained commitment to continually modernizing IT. FLRA will continue to make improvements through smaller-scale projects such as ongoing efforts to enhance the VTC System, which will reduce necessary travel expenditures and provide more opportunities to offer remote training to Agency employees and its customers. FLRA is also keeping its IT life cycle on schedule, using 2018 funds to purchase new laptops as scheduled. It is imperative to maintain IT systems' lifecycle to ensure FLRA systems are functional and with current operating systems and software.

As a small Federal agency, FLRA includes its IT budgetary resources within the overall Agency budget, keeping IT spending to a minimum while maintaining flexibility to address new projects such as the implementation of fully electronic case files as noted above. The CIO oversees and approves all IT related activities and keeps the CFO apprised of all IT spending.

Improving the Customer Experience

Consistent with the PMA, the Agency will emphasize Improving the Customer Experience by providing more meaningful information about case-processing timelines and updating educational and training materials.

As noted above, consistent with its Strategic Plan, the Agency is revising its case-processing performance measures so that they are more meaningful to the parties. For example, the age of all cases will begin to run from the date that the case is filed until the date that a decision is issued. In addition, the Agency will begin reporting the "average age" of closed cases within all FLRA components and offices, which will provide the parties with the average amount of time that it takes to process each case type. Providing this information to the parties will help them reach better, more informed decisions regarding their litigation options. It also provides them with more realistic expectations around case processing. Further, in productivity and timeliness reports, the Agency now provides the data behind the percentages (e.g., 88% - 2,682/3,060) so that customers will have a clearer understanding of Agency productivity relative to the Agency's performance measures.

The Agency will also continue to serve its customers by providing valuable educational and training resources. It will continue to keep its website current with up-to-date information, including maintaining its practice of posting Authority decisions within one business day of issuance. During 2019, the Authority will also begin to issue case summaries of its decisions to help the Federal labor-management community digest them more easily. Agency components will establish a schedule for updating all subject-matter guides and manuals on a

routine basis, and FLRA is committed to updating at least three of these comprehensive guidance documents in 2019. In addition to providing in-person training sessions for FLRA customers, all Agency components are committed to developing new, web-accessible courses in 2019 so that the Federal-sector community can have access to relevant training without cost.

The new Strategic Plan focuses on examining external customer perceptions about the quality and impartiality of FLRA investigations and written work products, the quality of the Agency's web-based resources and trainings, and, generally, how well it is performing its mission. In order to assess these perceptions, the Agency will implement a series of customer-survey tools that it will develop in 2019. This data will inform the Agency of steps needed to better meet the goals of the Strategic Plan.

Finally, as described in detail above, FLRA's eFiling efforts are focused on improving the customer experience and allowing both filers and the Agency to improve efficiency through paperless automation.

Reports on Outstanding Government Accountability Office and Inspector General Recommendations

There are no outstanding Government Accountability Office or Inspector General Recommendations subject to section 2(b) of the Good Accounting Obligation in Government Act, Pub. L. No. 115-414 (2019).

BUDGET JUSTIFICATION

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, $24,890,000: *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.

2020 FUNDING REQUEST

FLRA requests $24,890,000 in 2020 to fund employee salaries and related operating expenses necessary to execute its mission and meet annual performance targets. The Agency's 2020 request will fund 115 full-time equivalents (FTEs).

(In thousands of dollars)

Program Activity	2018 Actual	FY 2019 Estimated	FY 2020 Request	Change from FY 2019
Authority	14,692	14,377	13,659	(718)
Office of the General Counsel	10,729	10,749	10,210	(539)
Federal Service Impasses Panel	770	1,074	1,021	(53)
Direct Obligations	**$26,191**	**$26,200**	**$24,890**	**($1,310)**
FTEs	**119**	**125**	**115**	**(10)**

The requested 2020 funding level realizes significant long-term cost-saving measures initiated in recent years to increase program effectiveness, and reduce fragmentation, overlap, and duplication. These efforts included, among others, consolidation of the Agency's regional-office structure in 2018 and 2019 – from seven regional offices to five – in order to improve efficiencies and reduce rent and other costs. By reducing its physical footprint the Agency achieved greater energy conservation than in prior years. FLRA also continues to look for

ways to reduce rental costs and considers space optimization annually throughout the Agency, even before current leases approach expiration.

FLRA is continuing its ongoing efforts to enhance mission performance, in support of the PMA, CAP Goal 1 to modernize information technology to increase productivity and security, by improving the quality and effectiveness of its internal and external customer-facing services, including through increased use of cloud-based solutions, such as email, Case Management, Document Management, and eFiling. By adopting cloud-based solutions that are FEDRAMP certified – such as Microsoft Office 365 and Amazon Web Services – the Agency has improved its IT security by leveraging those vendors' extensive resources to protect and segregate Government data with the best information security practices. The Agency's continued updates and enhancements to its website allow FLRA to provide timely and accurate information to its customers – other Federal agencies, labor organizations, Federal employees, the education community, and neutrals. These resources include FLRA decisions, legal guides and manuals, live and online training programs and materials, and other resources such as archival decisions and legislative history. In addition, with the launch of a new and improved eFiling system in 2018, the Agency continues to work toward its long-term goal of implementing fully electronic case files throughout the Agency. This will reduce the time and expense that FLRA staff spends copying, scanning, shipping case files, and entering data, and it will also reduce costs and increase convenience for customers who currently file cases by mail or other methods. FLRA is also keeping its IT life cycle on schedule, using 2018 funds to purchase new laptops as scheduled. It is imperative to maintain IT systems' lifecycle to ensure FLRA systems are functional and with current operating systems and software.

The 115 FTEs, that the requested 2020 funding level will support, reflect a net loss of 10 FTEs from FLRA's estimated 2019 staffing level. The Agency has already achieved this reduction in 2018 through attrition and retirements, operating with an average of only 119 FTEs throughout most of 2018. By leveraging the cost savings gleaned from leaving positions vacant, FLRA was able to accomplish its employee-relocation efforts associated with its regional-office consolidation. The Agency has undertaken – and will continue to undertake in 2019 – a thorough evaluation and prioritization of every vacancy before filling any positions, consistent with the Administration's goal of comprehensive Government reform and workforce reshaping. This will also help fund the transition to fully electronic case files.

CHANGE FROM 2019

The requested funding level for 2020 reflects an overall decrease of five percent ($1,310,000) over 2019.

Personnel Compensation and Benefits

Personnel compensation and benefits costs continue to account for the overwhelming majority of its overall budget – nearly 80 percent.

PROGRAM AND FINANCING SCHEDULE

(In thousands of dollars)

	FY 2018 Actual	FY 2019 Estimate	FY 2020 Request
Budgetary resources:			
Unobligated balance (total)	932	1,341	1,341
Appropriation, discretionary (total)	26,200	26,150	24,890
Spending authority from offsetting collections, discretionary (total)	12	100	0
Total budgetary resources	27,144	27,591	26,231
Status of budgetary resources:			
Direct obligations (total)	26,395	26,150	24,890
Reimbursable obligations (total)	13	100	0
New obligations and upward adjustments (total)	26,408	26,250	24,890
Unobligated balance, end of year	736	1,314	1,314
Total budgetary resources	27,144	27,564	26,204
Change in obligated balance:			
Obligated balance, start of year	3,728	3,132	3,132
Obligated balance, end of year	3,739	3,132	3,132
Budget authority and outlays, net:			
Budget authority, gross	26,212	26,200	24,890
Outlays, gross (total)	26,216	26,000	24,690
Offsets against gross budget authority and outlays (total)	(28)	(31)	0
Additional offsets against budget authority only (total)	16	10	0
Budget authority, net (discretionary)	26,200	26,200	24,890
Outlays, net (discretionary)	26,188	26,000	24,690

OBJECT CLASSIFICATION SCHEDULE

(In thousands of dollars)

	FY 2018 Actual	FY 2019 Estimate	FY 2020 Request
Direct obligations:			
Personnel compensation:			
Full-time permanent	$14,815	$14,557	$13,771
Other than full-time permanent	263	350	350
Other personnel compensation	305	305	305
Total personnel compensation	15,383	15,212	14,426
Civilian personnel benefits	5,008	5,039	4,810
Travel and transportation of persons	86	120	120
Transportation of things	76	12	12
Rental payments to GSA	2,557	2,437	2,392
Communications, utilities, and misc. charges	375	322	322
Printing and reproduction	7	7	7
Other services from non-federal sources	1,298	1,300	1,200
Other goods and services from Federal sources	915	1,000	900
Operation and maintenance of facilities	7	6	6
Operation and maintenance of equipment	318	320	320
Supplies and materials	94	100	100
Equipment	271	275	275
Direct obligations	$26,395	$26,150	$24,890
Reimbursable obligations:			
Travel and transportation of persons	13	100	
Reimbursable obligations	13	100	
Total new obligations	$26,408	$26,250	$24,890

EMPLOYMENT SUMMARY SCHEDULE

	FY 2018 Actual	FY 2019 Estimate	FY 2020 Request
Direct civilian full-time equivalent employment	119	125	115

INSPECTOR GENERAL RESOURCES

The Office of the Inspector General (OIG) provides independent and objective assessments of FLRA's efficiency, effectiveness, and compliance with laws and regulations. This is accomplished through proactive evaluations of agency operational processes. In addition to striving to prevent and detect fraud, waste, and abuse of FLRA's resources and operations, a key goal of the Inspector General (IG) is to serve as a catalyst for improving operations and maximizing the efficiency and integrity of agency programs.

In fulfilling these responsibilities and objectives, the IG conducts and supervises investigations, internal reviews, audits, and evaluations of the programs and operations of the agency. The IG communicates the results of investigations and assessments to FLRA management, The Congress, other oversight entities, and the public, as appropriate. Generally, the IG communicates results in formal reports that contain findings and recommendations aimed at correcting any deficiencies identified and promoting efficiency and effectiveness in agency programs and operations. The IG also manages a hotline to provide employees and the public with a direct means for confidentially communicating information on potential fraud, waste, or abuse.

FLRA's 2020 funding request includes $626,035 for the OIG. The funding level requested by the IG, including $8,000 for training and $1,748 to support the Council of the Inspectors General on Integrity and Efficiency (CIGIE) has been funded in total. The IG has certified that FLRA's funding request for the OIG satisfies all training requirements for 2020.

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

July 31, 2018

The Inspector General Reform Act (Pub. L. 110-149) was signed by the President on October 14, 2008. Section 6(f) (1) of the Inspector General Act of 1978, 5 U.S.C. app. 3, was amended to require certain specifications concerning Office of Inspector General (OIG) budget submissions each fiscal year (FY).

Each Inspector General (IG) is required to transmit a budget request to the head of the establishment or designated Federal entity to which the IG reports specifying:

- The aggregate amount of funds requested for the operations of the OIG,
- The portion of this amount requested for OIG training, including a certification from the IG that the amount requested satisfies all OIG training requirements for the fiscal year, and
- The portion of this amount necessary to support the Council of the Inspectors General on Integrity and Efficiency (CIGIE).

The head of each establishment or designated Federal entity, in transmitting a proposed budget to the President for approval, shall include:

- An aggregate request for the OIG,
- The portion of this aggregate request for OIG training,
- The portion of this aggregate request for support of the CIGIE, and
- Any comments of the affected IG with respect to the proposal.

The President shall include in each budget of the U.S. Government submitted to Congress.

- A separate statement of the budget estimate submitted by each IG,
- The amount requested by the President for each OIG,
- The amount requested by the President for training of OIGs ,
- The amount requested by the President for support of the CIGIE, and
- Any comments of the affected IG with respect to the proposal if the IG concludes that the budget submitted by the President would substantially inhibit the IG from performing duties of the OIG.

Following the requirements as specified above, the Federal Labor Relations Authority Inspector General submits the following information relating to the OIG's requested budget for FY 2020:

- The aggregate budget request for the operations of the OIG is $626,035;
- The portion of this amount needed for OIG training is $8,000; and
- The portion of this amount needed to support the CIGIE is $1,748.

I certify as the IG of the Federal Labor Relations Authority that the amount I have requested for training satisfies all OIG training needs for FY 2020.

Dana S. Rooney

Inspector General
Federal Labor Relations Authority

ANNUAL PERFORMANCE PLAN

STRATEGIC AND PERFORMANCE-PLANNING FRAMEWORK

FLRA's 2020 strategic performance-planning framework is based on the Agency's 2018-2022 Strategic Plan, and it is supported by the Agency's Annual Performance Plan, which establishes the Agency's annual performance goals and measures. In developing the 2018-2022 Strategic Plan, the Agency refined its mission statement, developed a vision statement, and identified Agency core values.

Vision
Charting the course of federal-sector labor-management relations through impartial, clear, and timely actions by dedicated and accountable employees.

Mission
Protecting rights and facilitating stable relationships among federal agencies, labor organizations, and employees while advancing an effective and efficient government through the administration of the Federal Service Labor-Management Relations Statute.

Core Values
As public servants ...

We are **IMPARTIAL**.

We are **TRANSPARENT** in our processes.

We are **COMMITTED** to fulfilling our statutory mandate.

We have unique **EXPERTISE** in federal-sector labor law.

We **EFFECTIVELY** resolve labor-management-relations disputes.

FLRA seeks to achieve its strategic goals primarily through the timely, high-quality, and impartial review and disposition of cases. The Agency supplements these efforts, and helps the parties to avoid or resolve their own disputes, by producing educational materials, offering targeted assistance to parties with significant labor-management challenges, and providing training activities. Further supporting these efforts is FLRA's focus on internal improvements in IT and efforts to maximize human capital engagement.

Through comprehensive review of its programmatic requirements under the Statute, operations, staffing, work processes, resource allocations, and performance, FLRA has established goals and measures that are designed to maximize the delivery of Agency services throughout the Federal Government. The Annual Performance Plan reflects the Agency's commitment to establishing meaningful metrics that will assist in assessing performance, providing transparency to the parties around case-processing, aligning resources, and effectively identifying staffing and training needs.

FLRA Strategic Goals

Strategic Goal #1	Strategic Goal #2	Strategic Goal #3
We will ensure quality, timely, impartial, and consistent investigative and decision-making processes with determinations that are clearly articulated.	We will develop and provide tools and resources to enable the parties to prevent or more effectively and efficiently resolve their labor-relations disputes and improve their labor-management relationships.	We will manage our resources effectively and efficiently, and recognize that our dedicated workforce is critical to the prevention and resolution of labor-relations disputes.

Strategic Objectives

a. Establish and attempt to surpass (1) case-processing productivity goals, and (2) timeliness measures that are meaningful to the parties.	a. Maintain and expand educational resources on www.flra.gov.	a. Ensure that the FLRA's performance-management systems are synchronized with and support the Agency's strategic goals.
b. Ensure excellence in investigations and clearly articulated written work products by establishing and surpassing case-processing quality goals that build upon the Agency's longstanding traditions of impartiality and consistent determinations that are effectively enforced.	b. Identify and offer targeted assistance to parties with significant labor-management challenges.	b. Continue to expand the FLRA's technological capabilities to enable employees to deliver mission results more effectively and efficiently.
	c. Maintain and expand our external training programs to enable the parties to better understand their rights and obligations under the Statute.	c. Recruit, retain, and develop a diverse, respected workforce in an environment that fosters employee input and satisfaction and makes the best use of FLRA resources.

Consistent with Government-wide efforts to improve performance and incorporate data-driven management decisions, FLRA engages in continuous strategic assessment of performance and other data to ensure that it is accomplishing its mission effectively and efficiently. The Agency conducts this ongoing review on a monthly basis with its automated monthly SMART report (to be introduced in 2019, replacing the existing manual Monthly Analysis of Performance and Status (MAPS) report), which contains statistical case and performance data derived from FLRA's Case Management System (CMS) and Agency management. In addition, Agency managers utilize a variety of internal CMS reports, which track the number, age, status, or resolution type of all pending and closed cases, to manage performance on a daily basis. Analysis of these reports drive, among other things: adjustments in workload through case transfers at the national, regional, and office levels; reallocation of human resources, including use of details and contract support decisions; and decisions to provide targeted assistance (such as training) to certain parties or geographical locations.

Strategic Goal 1: We will ensure quality, timely, impartial, and consistent investigative and decision-making processes with determinations that are clearly articulated.

This strategic goal concerns the core statutory activities of FLRA. The Statute charges FLRA with responsibility for protecting rights and facilitating stable labor-management relationships in the federal sector. To achieve that mandate, FLRA must provide the Federal labor-management community with quality, timely, impartial, and consistent investigations and determinations. Further, FLRA must convey those determinations clearly and enforce them effectively. All FLRA components must help to achieve this goal in order to attain overall Agency success.

Strategic Objective 1a: Establish and attempt to surpass (1) case-processing productivity goals, and (2) timeliness measures that are meaningful to the parties.

Parties often have time-sensitive interests at stake in matters pending before FLRA. Delays in the resolution of those matters can impede the ability of the parties to fulfill their missions effectively and efficiently. So, to properly serve the Federal labor-management community and accomplish FLRA's own mission, the Agency must satisfy internal case-processing productivity goals that enable it to investigate and resolve cases in a timely fashion.

Parties are best served when they have a clear understanding of how long it might take FLRA to process cases. FLRA therefore will set its standards for timeliness in a way that gives parties a reasonable expectation as to the duration of FLRA determination process. This requires the use of simple, straightforward metrics for understanding how long it might take to resolve a given matter before the Agency. Further, including the data behind reported percentages (e.g., 88% - 2,682/3,060) provides a clearer understanding of Agency productivity relative to the Agency's performance measures.

Performance Goal 1a-1: Use updated metrics to measure productivity and overall timeliness of matters pending before FLRA.

Performance Goal 1a-2: Regularly measure productivity and overall case-processing timelines in each FLRA component; modify strategies as necessary to address unforeseen or unplanned events.

Performance Goal 1a-3: Track and publicly report progress of matters before the FLRA that the Federal labor-management community considers clear, relevant, widely known, and meaningful.

Authority Arbitration Cases	2015	2016	2017	2018	2019 Est.	2020 Est.
Cases pending, start of year	90	50	42	73	73	64
Exceptions filed (Intake)	**99**	**87**	**103**	**105**	**97**	**97**
Total caseload	189	137	145	178	170	161
Cases closed procedurally	15	20	16	11	16	16
Cases closed based on merits	124	75	56	94	90	90
Total cases closed (Output)	**139**	**95**	**72**	**105**	**106**	**106**
Cases pending, end of year	50	42	73	73	64	55

Total Arbitration Caseload

Total Arbitration Cases Closed

27

Measure 1a-1: The average age of arbitration cases decided by the Authority.*		
Results	**Targets**	
New measure FY 2019.	**FY 2019**	Reduce by 5%
* This new measure calculates case age based on the "date filed," to reflect "day in-day out" case-processing times.	**FY 2020**	Reduce by 5%

Measure 1a-2: The percentage of arbitration cases decided within 180 days of assignment to an Authority Member.		
Results		
FY 2015	40% – (50/124 cases)	
FY 2016	79% – (59/75 cases)	

Measure 1a-2: The percentage of arbitration cases decided within 150 days of assignment to an Authority Member.		
Results	**Targets**	
FY 2017	79% – (44/56 cases)	**FY 2018**	75%
FY 2018	38% – (36/94 cases)		

Measure 1a-2: The percentage of arbitration cases decided by the Authority within 210 days of the filing of exceptions.*		
Results	**Targets**	
New measure FY 2019.	**FY 2019**	75%
* This new measure calculates case age based on the "date filed," to reflect "day in-day out" case-processing times.	**FY 2020**	75%

Measure 1a-3: The percentage of arbitration cases decided within 365 days of assignment to an Authority Member.		
Results	**Targets**	
FY 2017	100% – (56/56 cases)	**FY 2018**	95%
FY 2018	98% – (92/94 cases)		

Measure 1a-3: The percentage of arbitration exceptions decided by the Authority within 365 days of the filing of exceptions.*		
Results	**Targets**	
New measure FY 2019.	**FY 2019**	90%
* This new measure calculates case age based on the date filed," to reflect "day in-day out" case-processing times.	**FY 2020**	90%

Authority Negotiability Cases	2015	2016	2017	2018	2019 Est.	2020 Est.
Cases pending, start of year	17	23	27	11	23	36
Petitions filed (Intake)	**54**	**55**	**40**	**43**	**45**	**45**
Total caseload	71	78	67	54	68	81
Cases closed procedurally	40	47	52	25	27	27
Cases closed based on merits	8	4	4	6	5	5
Total cases closed (Output)	**48**	**51**	**56**	**31**	**32**	**32**
Cases pending, end of year	23	27	11	23	36	49

Total Negotiability Caseload

Legend: ■ Cases pending, start of year ■ Petitions filed

Total Negotiability Cases Closed

Legend: ■ Cases closed procedurally ■ Cases closed based on merits

29
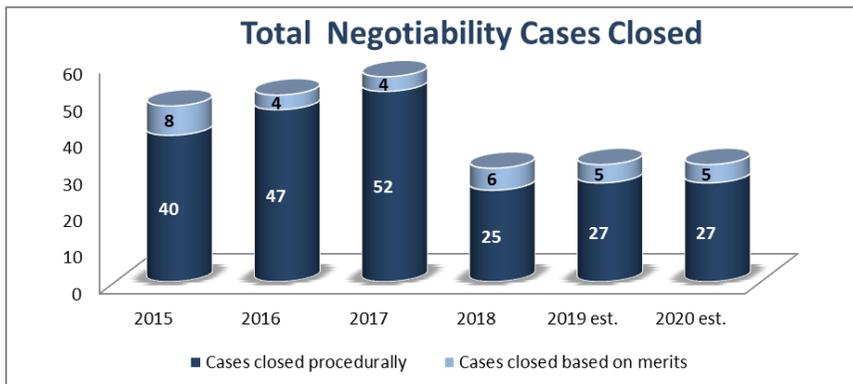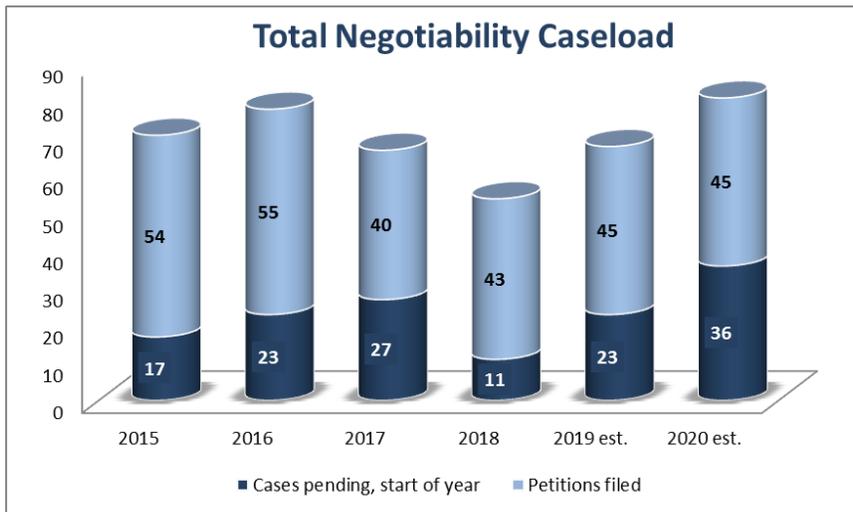
Measure 1a-4: The average age of negotiability cases decided by the Authority.*		
Results	**Targets**	
New measure FY 2019.	**FY 2019**	Reduce by 5%
* This new measure calculates case age based on the "date filed," to reflect "day in-day out" case-processing times.	**FY 2020**	Reduce by 5%

Measure 1a-5: The percentage of negotiability cases decided within 180 days of assignment to an Authority Member.		
Results		
FY 2015	50% – (4/8 cases)	
FY 2016	75% – (3/4 cases)	

Measure 1a-5: The percentage of negotiability cases decided within 150 days of assignment to an Authority Member.		
Results	**Targets**	
FY 2017	75% – (3/4 cases)	**FY 2018**	75%
FY 2018	83% – (5/6 cases)	

Measure 1a-5: The percentage of negotiability cases decided by the Authority within 300 days of the filing of a petition for review.*		
Results	**Targets**	
New measure FY 2019.	**FY 2019**	75%
* This new measure calculates case age based on the "date filed," to reflect "day in-day out" case-processing times.	**FY 2020**	75%

Measure 1a-6: The percentage of negotiability cases decided within 365 days of assignment to an Authority Member.		
Results	**Targets**	
FY 2017	100% – (4/4 cases)	**FY 2018**	95%
FY 2018	100% – (6/6 cases)	

Measure 1a-6: The percentage of negotiability cases decided by the Authority within 365 days of the filing of a petition for review.*		
Results	**Targets**	
New measure FY 2019.	**FY 2019**	75%
* This new measure calculates case age based on the "date filed," to reflect "day in-day out" case-processing times.	**FY 2020**	75%

OALJ ULP Cases	2015	2016	2017	2018	2019 Est.	2020 Est.
Cases pending, start of year	104	60	52	49	0	35
Complaints received (Intake)	**222**	**179**	**197**	**44**	**245**	**150**
Total caseload	326	239	249	93	245	185
Settlements before hearing	188	136	176	66	160	118
Cases closed by decision	78	51	24	27	50	37
Total cases closed (Output)	**266**	**187**	**200**	**93**	**210**	**155**
Cases pending, end of year	60	52	49	0	35	30

Total OALJ ULP Caseload

Total OALJ ULP Cases Closed
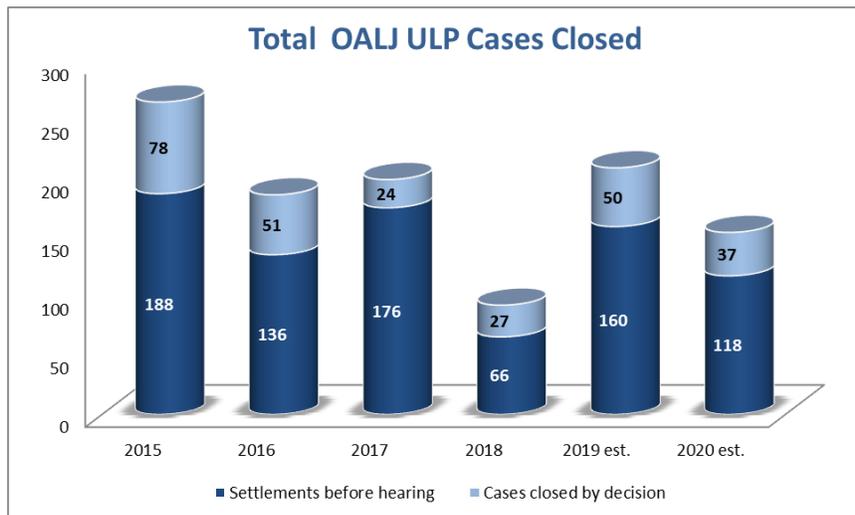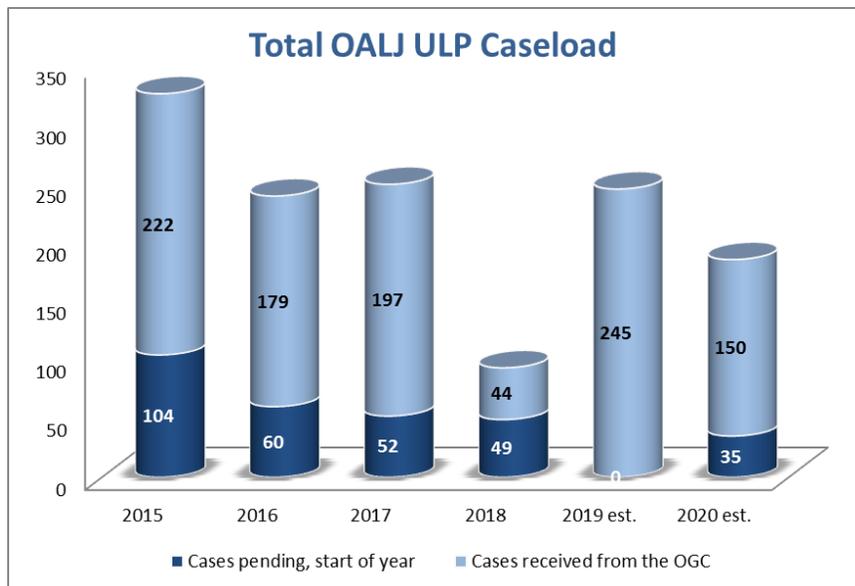
| Measure 1a-7: The average age of ULP complaints decided by the OALJ.*		
Results	**Targets**	
New measure FY 2019.	**FY 2019**	Reduce by 5%
* This new measure calculates case age based on the date filed," to reflect "day in-day out" case-processing times.	**FY 2020**	Reduce by 5%

Measure 1a-8: The percentage of ULP complaints issued by the General Counsel resolved or decided in the OALJ within 180 days of the complaint being issued.			
Results		**Targets**	
FY 2015	77% – (205/266 cases)	**FY 2018**	80%
FY 2016	80% – (150/187 cases)	**FY 2019**	80%
FY 2017	93% – (186/200 cases)	**FY 2020**	80%
FY 2018	88% – (72/93 cases)		

Measure 1a-9: The percentage of ULP complaints issued by the General Counsel decided in the OALJ within 365 days of the complaint being issued.			
Results		**Targets**	
FY 2016	89% – (166/187 cases)	**FY 2018**	95%
FY 2017	98% – (196/200 cases)	**FY 2019**	95%
FY 2018	90% – (84/93 cases)	**FY 2020**	95%

Authority ULP Cases	2015	2016	2017	2018	2019 Est.	2020 Est.
Cases pending, start of year	13	24	9	8	10	8
Exceptions filed (Intake)	**62**	**45**	**23**	**19**	**43**	**43**
Total caseload	75	69	32	27	53	51
Cases closed procedurally	37	51	22	9	37	37
Cases closed based on merits	14	9	2	8	8	8
Total cases closed (Output)	**51**	**60**	**24**	**17**	**45**	**45**
Cases pending, end of year	24	9	8	10	8	6

Total Authority ULP Caseload

	2015	2016	2017	2018	2019 Est.	2020 Est.
Exceptions filed (Intake)	62	45	23	19	43	43
Cases pending, start of year	13	24	9	8	10	8

- Cases pending, start of year
- Exceptions filed (Intake)

Total Authority ULP Cases Closed

	2015	2016	2017	2018	2019 Est.	2020 Est.
Cases closed based on merits	14	9	2	8	8	8
Cases closed procedurally	37	51	22	9	37	37

- Cases closed procedurally
- Cases closed based on merits

| **Measure 1a-10:** The average age of ULP cases decided by the Authority.*		
Results	**Targets**	
New measure FY 2019.	**FY 2019**	Reduce by 5%
* This new measure calculates case age based on the "date filed," to reflect "day in-day out" case-processing times.	**FY 2020**	Reduce by 5%

Measure 1a-11: The percentage of ULP cases decided within 180 days of assignment to an Authority Member.		
Results		
FY 2015	57% – (8/14 cases)	
FY 2016	89% – (8/9 cases)	

Measure 1a-11: The percentage of ULP cases decided within 150 days of assignment to an Authority Member.		
Results	**Targets**	
FY 2017	50% – (1/2 cases)	**FY 2018**	75%
FY 2018	50% – (4/8 cases)		

Measure 1a-11: The percentage of ULP cases decided by the Authority within 300 days of issuance of an OALJ decision.*		
Results	**Targets**	
New measure FY 2019.	**FY 2019**	75%
* This new measure calculates case age based on the "date filed," to reflect "day in-day out" case-processing times.	**FY 2020**	75%

Measure 1a-12: The percentage of ULP cases decided within 365 days of assignment to an Authority Member.		
Results	**Targets**	
FY 2017	100% – (2/2 cases)	**FY 2018**	90%
FY 2018	100% – (8/8 cases)		

Measure 1a-12: The percentage of ULP cases decided by the Authority within 365 days of issuance of an OALJ decision.*		
Results	**Targets**	
New measure FY 2019.	**FY 2019**	90%
* This new measure calculates case age based on the "date filed," to reflect "day in-day out" case-processing times.	**FY 2020**	90%

Authority Representation Cases	2015	2016	2017	2018	2019 Est.	2020 Est.
Cases pending, start of year	7	2	0	6	5	3
Applications for review (Intake)	**16**	**6**	**12**	**6**	**8**	**8**
Total caseload	23	8	12	12	13	11
Cases closed procedurally	2	0	1	0	0	0
Cases closed based on merits	19	8	5	7	10	10
Total cases closed (Output)	**21**	**8**	**6**	**7**	**10**	**10**
Cases pending, end of year	2	0	6	5	3	1

Total Authority Representation Caseload

Total Authority Representation Cases Closed
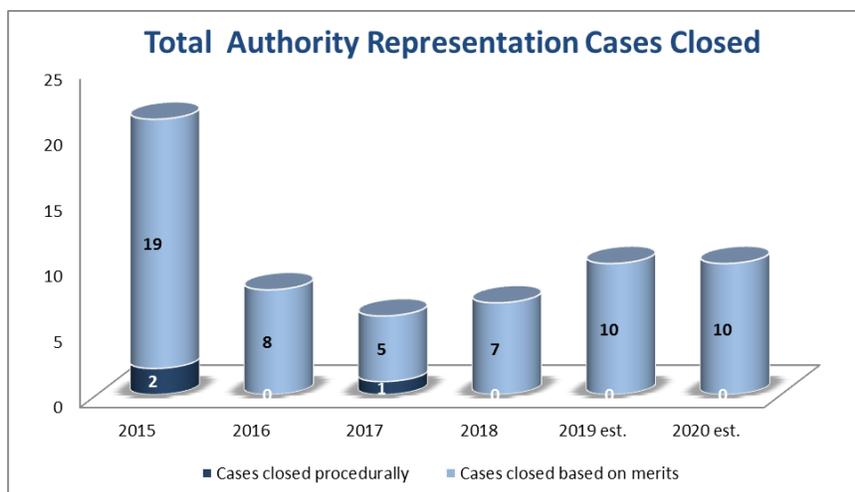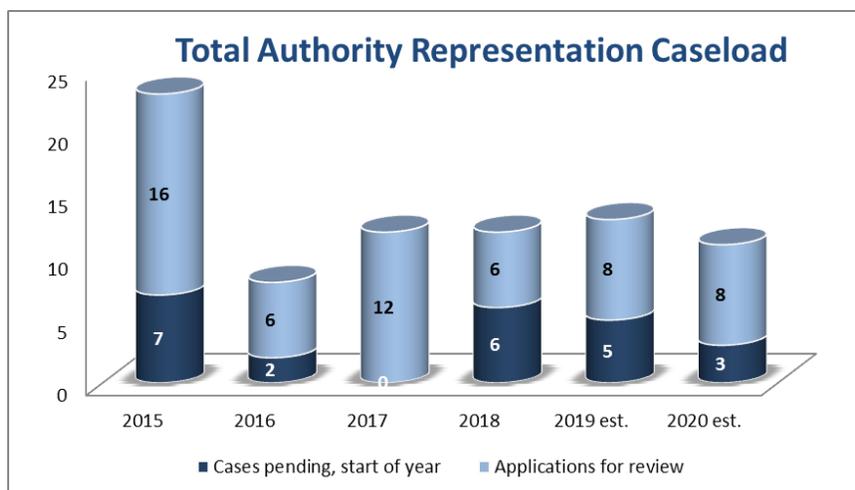
| Measure 1a-13: The average age of representation cases decided by the Authority.*			
Results		**Targets**	
New measure FY 2019.		**FY 2019**	Reduce by 5%
* This new measure calculates case age based on the "date filed," to reflect "day in-day out" case-processing times.		**FY 2020**	Reduce by 5%

Measure 1a-14: 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.			
Results		**Targets**	
FY 2015	100% – (21/21 cases)	**FY 2018**	100%
FY 2016	100% – (8/8 cases)	**FY 2019**	100%
FY 2017	100% – (6/6 cases)	**FY 2020**	100%
FY 2018	100% – (7/7 cases)		

Measure 1a-15: The percentage of representation cases decided by the Authority within 210 days of the filing of an application for review.*			
Results		**Targets**	
New measure FY 2019.		**FY 2019**	75%
* This new measure calculates case age based on the date that a final decision is issued in the case, to reflect "day in-day out" case-processing times.		**FY 2020**	75%

Measure 1a-16: The percentage of representation cases decided by the Authority within 365 days of the filing of an application for review.			
Results		**Targets**	
FY 2017	100% – (6/6 cases)	**FY 2018**	95%
FY 2018	100% – (7/7 cases)	**FY 2019**	95%
		FY 2020	95%

OGC ULP Cases	2015	2016	2017	2018	2019 Est.	2020 Est.
Cases pending, start of year	1,425	1,178	1,133	882	682	709
Charges filed (Intake)	4,418	4,345	3,655	2,860	3,600	3,600
Total caseload	**5,843**	**5,523**	**4,988**	**3,742**	**4,282**	**4,309**
Charges withdrawn/settled	3,662	3,268	3,130	2,343	2,654	2,654
Charges dismissed	800	749	786	674	667	642
Complaints issued	203	173	190	43	252	150
Total cases closed (Output)	**4,665**	**4,190**	**4,106**	**3,060**	**3,573**	**3,446**
Cases pending, end of year	**1,178**	**1,333**	**882**	**682**	**709**	**863**

* During FY 2018, the OGC was unable to issue decisions on appeals in the absence of a General Counsel after November 16, 2017. Those cases are currently held in abeyance.

Total OGC ULP Caseload

Total OGC ULP Cases Closed
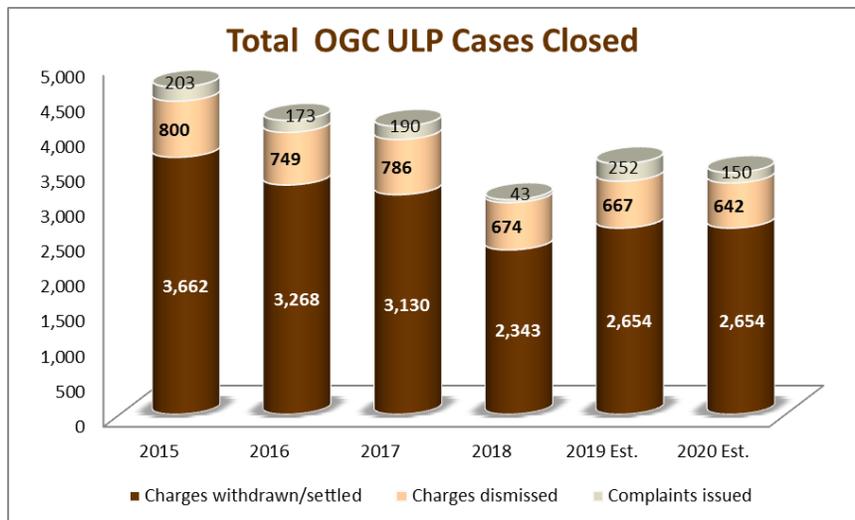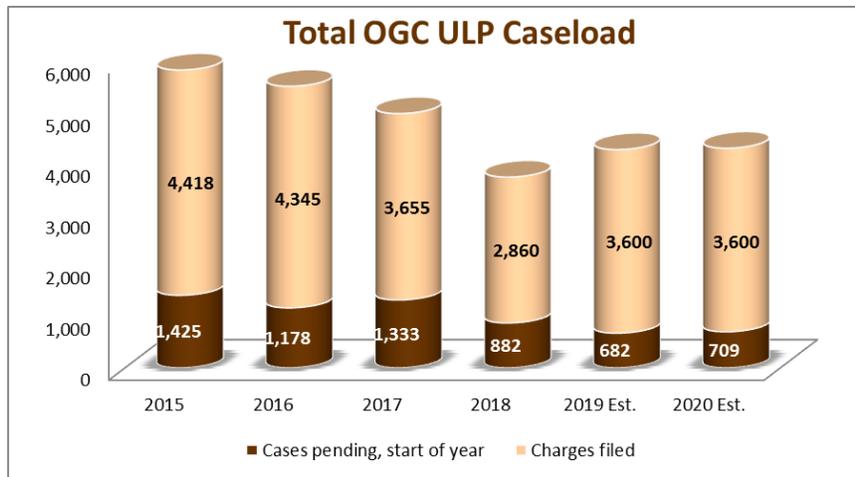
Measure 1a-17: The average age of ULP charges resolved by the OGC. *		
Results	**Targets**	
New measure FY 2019.	**FY 2019**	Reduce by 5%
* This new measure calculates case age based on the date filed," to reflect "day in-day out" case-processing times.	**FY 2020**	Reduce by 5%

Measure 1a-18: 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.			
Results		**Targets**	
FY 2015	72% – (3,373/4,665 cases)	**FY 2018**	70%
FY 2016	71% – (2,973/4,190 cases)	**FY 2019**	70%
FY 2017	73% – (2,984/4,106 cases)	**FY 2020**	70%
FY 2018	88% – (2,682/3,060 cases)		

Measure 1a-19: The percentage of ULP charges resolved by the OGC by complaint, withdrawal, dismissal, or settlement within 240 days of filing of the charge.			
Results		**Targets**	
FY 2016	95% – (3,963/4,190 cases)	**FY 2018**	95%
FY 2017	95% – (3,883/4,106 cases)	**FY 2019**	95%
FY 2018	99% – (3,039/3,060 cases)	**FY 2020**	95%

OGC ULP Appeals	2015	2016	2017	2018	2019 Est.	2020 Est.
Appeals pending, start of year	34	33	26	22	181	24
Appeals filed (Intake)	**220**	**238**	**192**	**180**	**203**	**203**
Total caseload	254	271	218	202	384	227
Appeals closed (Output)	**221**	**245**	**196**	**21***	**360**	**203**
Appeals pending, end of year	33	26	22	181	24	24

* During FY 2018, the OGC was unable to issue decisions on appeals in the absence of a General Counsel after November 16, 2017. Those cases are currently held in abeyance.

Total OGC Appeals Caseload

Total OGC Appeals Closed
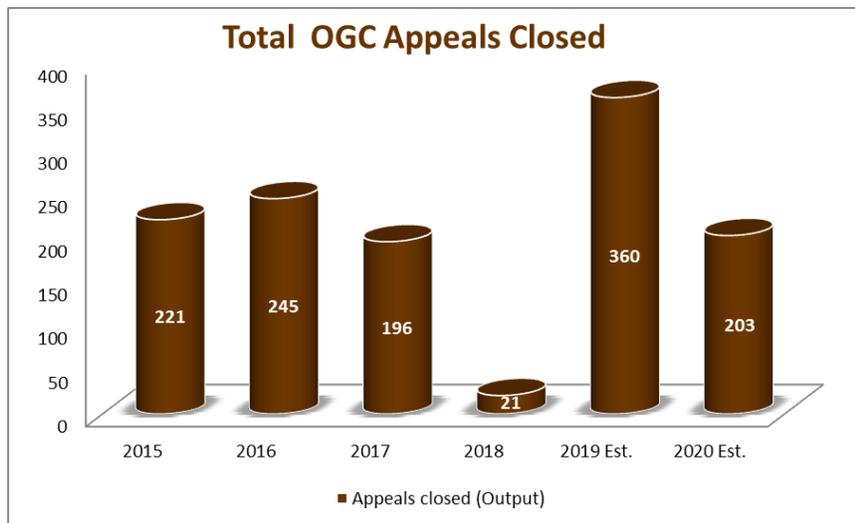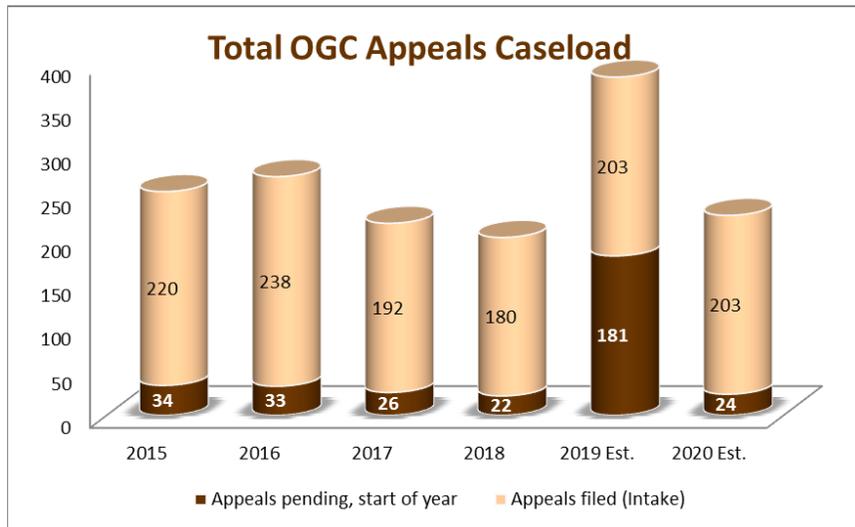
Measure 1a-20: The average age of ULP appeals decided by the General Counsel.*		
Results	**Targets**	
New measure FY 2019.	**FY 2019**	Reduce by 5%
* This new measure calculates case age based on the date filed," to reflect "day in-day out" case-processing times.	**FY 2020**	Reduce by 5%

Measure 1a-21: 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.			
Results		**Targets**	
FY 2015	98% – (217/221 cases)	**FY 2018**	95%
FY 2016	100% – (245/245 cases)	**FY 2019**	95%
FY 2017	96% – (188/196 cases)	**FY 2020**	95%
FY 2018	100% – (21/21 cases)		

Measure 1a-22: The percentage of decisions on an appeal of a Regional Director's dismissal of a ULP charge issued by the General Counsel within 120 days of the date filed.			
Results		**Targets**	
FY 2015	100% – (221/221 cases)	**FY 2018**	100%
FY 2016	100% – (245/245 cases)	**FY 2019**	100%
FY 2017	100% – (196/196 cases)	**FY 2020**	100%
FY 2018	100% – (21/21 cases)		

OGC Representation Cases	2015	2016	2017	2018	2019 Est.	2020 Est.
Cases pending, start of year	65	70	112	58	64	78
Petitions filed (Intake)	**225**	**265**	**208**	**245**	**243**	**243**
Total caseload	290	335	320	303	307	321
Petitions withdrawn	95	112	130	110	110	115
Cases closed based on merits	125	111	132	129	119	125
Total cases closed (Output)	**220**	**223**	**262**	**239**	**229**	**240**
Cases pending, end of year	70	112	58	64	78	81

Total Representation Caseload

Total Representation Cases Closed
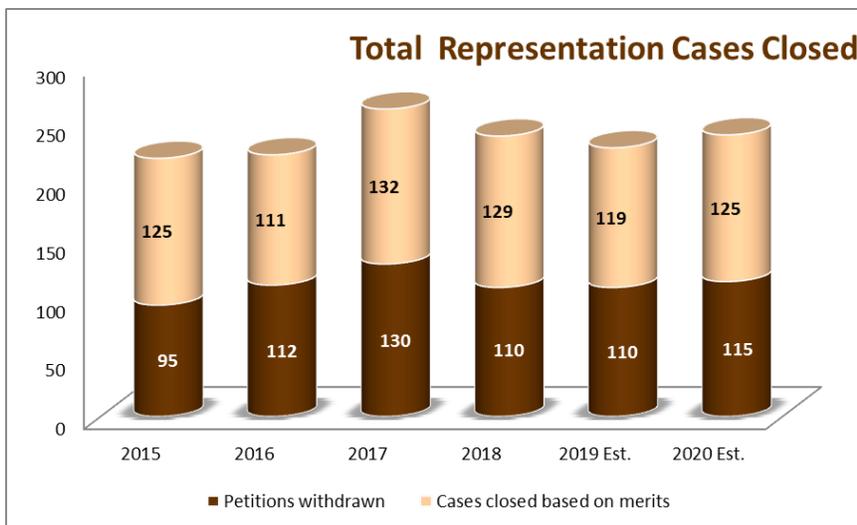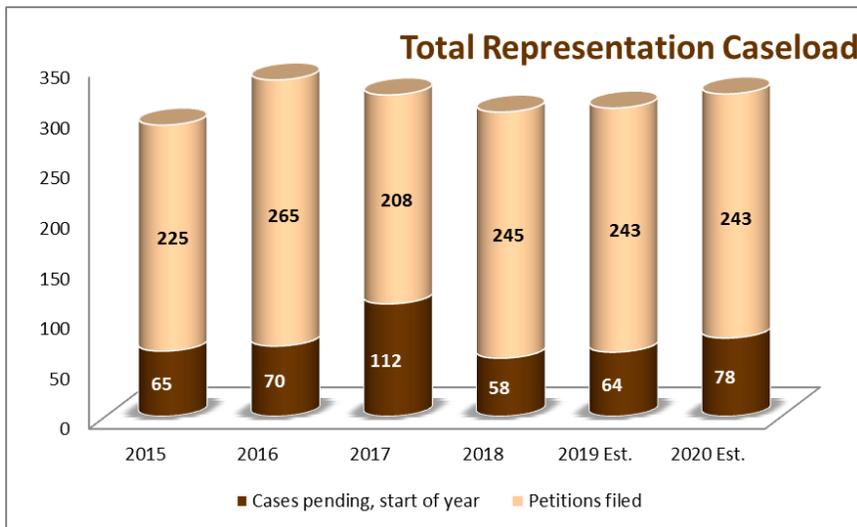
Measure 1a-23: The average age of representation cases resolved by the OGC through withdrawal, election, or issuance of a Decision and Order.*		
Results	**Targets**	
New measure FY 2019.	**FY 2019**	Reduce by 5%
* This new measure calculates case age based on the date filed," to reflect "day in-day out" case-processing times.	**FY 2020**	Reduce by 5%

Measure 1a-24: 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**	
FY 2015	72% – (158/220 cases)	**FY 2018**	70%
FY 2016	73% – (163/223 cases)	**FY 2019**	70%
FY 2017	68% – (179/262 cases)	**FY 2020**	70%
FY 2018	82% – (196/239 cases)		

Measure 1a-25: The percentage of 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**	
FY 2016	98% (219/223 cases)	**FY 2018**	95%
FY 2017	95% (250/262 cases)	**FY 2019**	95%
FY 2018	99% (215/239 cases)	**FY 2020**	95%

FSIP Impasses	2015	2016	2017	2018	2019 Est.	2020 Est.
Cases pending, start of year	28	33	42	17	23	26
Impasses filed (Intake)	**139**	**143**	**97**	**92**	**112**	**112**
Total caseload	167	176	139	109	135	138
Panel Decision	15	24	12	21	--	--
Panel declined jurisdiction	17	9	22	11	--	--
Settled with Panel assistance	25	22	24	7	--	--
Voluntarily withdrawn	77	79	64	47	--	--
Cases closed total (Output)	**134**	**134**	**122**	**86**	**109**	**109**
Cases pending, end of year	33	42	17	23	26	29

Total Impasse Caseload

Total Impasse Cases Closed
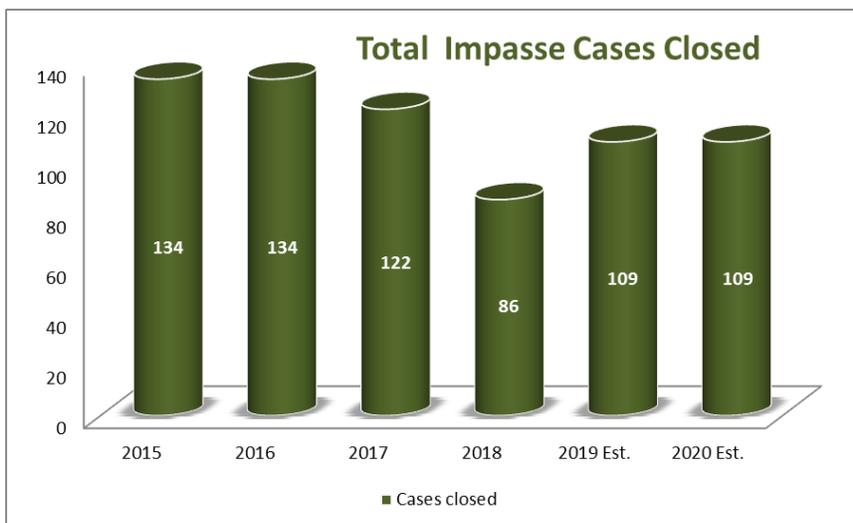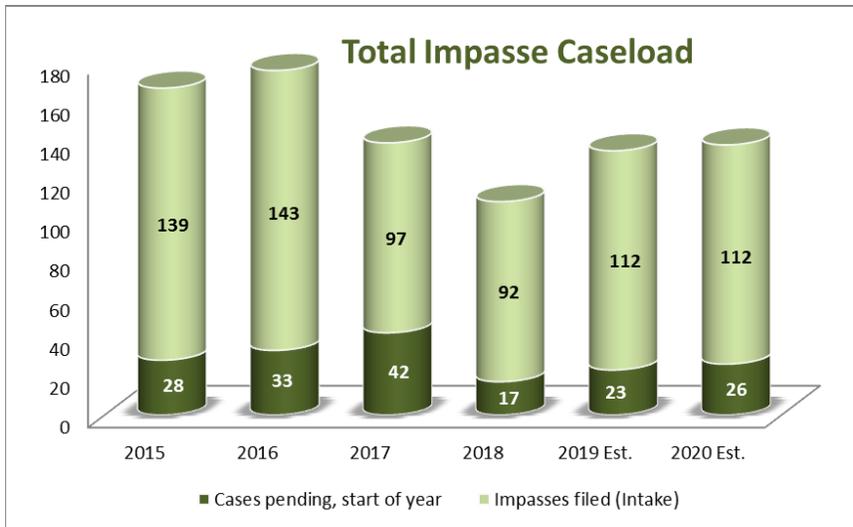
Measure 1a-26: The average age of bargaining-impasse cases in which the FSIP declines jurisdiction.*

| Results		Targets	
New measure FY 2019.		**FY 2019**	Reduce by 5%
* This new measure calculates case age based on the date filed," to reflect "day in-day out" case-processing times.		**FY 2020**	Reduce by 5%

Measure 1a-27: The percentage of bargaining-impasse cases in which the FSIP declines jurisdiction within 140 days of the date filed.

Results		Targets	
FY 2015	100% – (17/17 cases)	**FY 2018**	80%
FY 2016	80% – (7/9 cases)	**FY 2019**	90%
FY 2017	93% – (22/22 cases)	**FY 2020**	90%
FY 2018	100% – (11/11 cases)		

Measure 1a-28: The percentage of bargaining-impasse cases that are voluntarily settled, after the FSIP asserts jurisdiction, within 160 days of the date filed.

Results		Targets	
FY 2015	100% – (25/25 cases)	**FY 2018**	70%
FY 2016	100% – (22/22 cases)	**FY 2019**	90%
FY 2017	93% – (22/24 cases)	**FY 2020**	90%
FY 2018	86% – (6/7 cases)		

Measure 1a-29: The average age of bargaining-impasse cases that the FSIP resolves through final action.*

Results		Targets	
New measure FY 2019.		**FY 2019**	Reduce by 5%
* This new measure calculates case age based on the date filed," to reflect "day in-day out" case-processing times.		**FY 2020**	Reduce by 5%

Measure 1a-30: The percentage of bargaining-impasse cases that the FSIP resolves through final action that are closed within 200 days of the date filed.

Results		Targets	
FY 2015	100% – (15/15 cases)	**FY 2018**	70%
FY 2016	100% – (24/24 cases)	**FY 2019**	80%
FY 2017	77% – (9/12 cases)	**FY 2020**	80%
FY 2018	100% – (21/21)		

Strategic Objective 1b*: Ensure excellence in investigations and clearly articulated written work products by establishing and attempting to surpass case-processing quality goals that build upon the Agency's longstanding traditions of impartiality and consistent determinations that are effectively enforced.*

Excelling at FLRA's core functions requires the Agency to perform thorough investigations and produce clearly articulated written products. From informal communications, to FLRA determinations, to information on the FLRA website, FLRA's written work is one of the primary means by which the Agency communicates with parties and the federal labor-management community.

FLRA's ability to achieve its mission depends on its ability to issue impartial and consistent determinations that are clearly articulated. Even *the appearance* of partiality can cause parties to lose trust in FLRA's determinations, and ultimately, in FLRA as an institution.

Performance Goal 1b-1: Conduct high-quality investigations and produce high-quality written work products.	
Measure 1b-1: Establish and surpass case-processing quality goals.	
Results	
New measure FY 2019.	
Targets	
FY 2019	- Develop and pilot use of internal tool(s) throughout the Agency to establish case-processing quality goals (e.g., quality-assessment checklist). - Solicit feedback on and assess the effectiveness of pilot internal tool(s) to measure quality. - Make necessary adjustments to make new internal tool(s) more effective. - Formally implement use of new internal tool(s) in order to surpass established case-processing quality goals. - Develop and administer internal survey(s) to assess baseline case-processing quality.
FY 2020	- Target areas for improvement in case-processing quality based on data gathered from internal tool(s) and survey results. - Show a 10% increase in case-processing quality, as measured by surveys or other measures developed in 2019.

Performance Goal 1b-2: Implement effective methods to maintain and improve the quality of FLRA investigations and written work products, including FLRA staff training and internal education resources.	
Measure 1b-2: Train FLRA staff and provide internal educational resources to improve the quality of investigations and written work products.	
Results	
New measure FY 2019.	
Targets	
FY 2019	• Develop internal training programs and other educational tools Agency-wide in order to improve the quality of investigations and written work products (e.g., component-specific mentoring programs, Agency-wide or component-specific brown bag sessions, Agency-wide dissemination of decisions and other relevant legal opinions). • Develop and administer internal surveys or other measures to assess the effectiveness of pilot internal training programs and educational tools. • Make necessary adjustments to make them more effective. • Formally implement those internal training programs and educational tools that are deemed effective in order to improve the quality of investigations and written work products.
FY 2020	• Target ways to improve the effectiveness of internal educational resources based on survey results. • Show a 10% increase in the effectiveness of internal educational resources, as measured by internal survey instruments or other measures developed in 2019.

Performance Goal 1b-3: Ensure external stakeholder confidence in the FLRA's abilities.	
Measure 1b-3: Customer perceptions about the FLRA's impartiality.	
Results	
New measure FY 2019.	
Targets	
FY 2019	Develop and administer an external survey(s) to assess the parties' perceptions of FLRA's impartiality.
FY 2020	Maintain or improve overall perceptions about FLRA's impartiality year over year.

Strategic Goal 2: We will develop and provide tools and resources to enable the parties to prevent or more effectively and efficiently resolve their labor-relations disputes and improve their labor-management relationships.

FLRA is specifically empowered and obligated to "provide leadership in establishing policies and guidance" related to matters arising under the Statute. 5 U.S.C. § 7105(a)(1). Educating parties regarding statutory obligations promotes FLRA's mission of protecting rights and facilitating stable labor-management relationships while advancing an effective and efficient Government. FLRA accomplishes this goal first through its written determinations and by providing parties with quality educational resources through FLRA's website; by identifying, and offering targeted assistance to, parties with significant labor-management challenges; and by offering external training to Federal agencies and labor organizations regarding their rights and obligations under the Statute.

Strategic Objective 2a: *Maintain and expand educational resources on www.flra.gov.*

Offering high-quality educational resources through the FLRA website is a key component of promoting stability in the Federal labor-management community. Parties who are better informed about their rights and obligations under the Statute are less likely to pursue frivolous matters or defenses, and they are more likely to approach their labor-management relations in a manner that is consistent with the Statute.

In April 2016, FLRA launched a totally redesigned website featuring all-new substantive content, a convenient training-registration tool, a visually engaging design, simplified global navigation, and improved usability and search functions. The Agency will continue to build on this achievement by exploring ways to supplement and enhance the educational resources on its website, such as expanding parties' access to statutory and other training, including the development of online training modules that replicate the in-person trainings that FLRA currently provides. It will also include opportunities for parties to access live statutory training sessions on the FLRA website by utilizing technology and techniques that encourage interaction with remote participants.

Performance Goal 2a-1: Routinely review and update educational resources on the FLRA website.

Performance Goal 2a-2: Develop a growing library of online training modules on the FLRA website.

Performance Goal 2a-3: Develop and maintain case digests of new Authority decisions on the FLRA website.

Measure 2a: Expand the relevancy, currency, and reach of educational tools.	
Results	
New measure FY 2019.	
Targets	
FY 2019	- Update at least 3 guides or manuals Agency-wide. - Establish a mechanism to live stream trainings online or offer pre-recorded trainings on the www.flra.gov website. - Offer at least 5 training sessions online Agency-wide. - Provide case digests for all Authority decisions. OGC and FSIP to evaluate doing the same for their decisions.
FY 2020	- Update at least 3 guides or manuals Agency-wide. - Offer at least 7 training sessions online Agency-wide. - Continue to provide case summaries for all Authority decisions. Provide OGC and FSIP case digests, if deemed appropriate.

Strategic Objective 2b: *Identify and offer targeted assistance to parties with significant labor-management challenges.*

In situations where parties experience labor-management challenges, targeted assistance can promote stable labor-management relationships by educating the parties regarding their statutory rights and obligations. It can also promote effective and efficient Government by assisting parties in addressing their disputes without necessarily resorting to formal filings.

Targeted assistance can take many forms, including offering training to parties on particular topics that have given rise to frequent ULP charges, negotiability disputes, or arbitration exceptions. Other types of assistance might be most appropriate for parties experiencing broader labor-management challenges. For parties involved in complex representational matters, targeted assistance can include conducting conferences with the parties to assist them in identifying and, if feasible, resolving relevant issues.

Performance Goal 2b-1: Identify and evaluate parties with significant labor-management challenges.

Performance Goal 2b-2: Refer appropriate parties to suitable resources.

Performance Goal 2b-3: Implement highly effective targeted assistance programs and associated materials.

Measure 2b: Develop and implement a highly effective, totally voluntary targeted-assistance program and related procedures.	
Results	
New measure FY 2019.	
Targets	
FY 2019	- Develop the criteria for identifying parties with significant labor-management challenges. - Develop procedures for offering targeted assistance to identified

	• parties or referring such parties to appropriate resources. • Pilot a targeted-assistance program. • Identify metrics for evaluating the program's success. • Formally implement a targeted-assistance program with appropriately ambitious measures to assess its effectiveness.
FY 2020	• Evaluate the effectiveness of the targeted-assistance program using the metrics established in 2019. • Make necessary refinements and improvements based on customer feedback. • Increase the program's overall success as measured by the metrics established in 2019.

Strategic Objective 2c: *Maintain and expand our external training programs to enable the parties to better understand their rights and obligations under the Statute.*

Agency components have traditionally provided training on statutory principles governing ULPs, representational issues, negotiability disputes, and arbitration exceptions. Providing such external training to federal agencies and labor organizations regarding their rights and obligations under the Statute directly promotes FLRA's mission of protecting rights and facilitating stable labor-management relationships while advancing an effective and efficient government. For this reason, it is essential that FLRA maintain and, where possible, expand these external training programs.

Performance Goal 2c-1: Exceed an annual target number of highly rated in-person training programs for a target number of participants concerning the full range of statutory matters.

Performance Goal 2c-2: Find additional ways to deliver real-time and pre-recorded external trainings that have been successfully developed and implemented utilizing appropriate technology and participant-friendly best practices.

Performance Goal 2c-3: Exceed an annual target number of highly rated training programs for a target number of participants regarding procedures for filing and processing FLRA cases.

Measure 2c-1: The number of *training, outreach, and facilitation activities* delivered.			
Results		**Targets**	
FY 2015	306	**FY 2018**	275
FY 2016	280		
FY 2017	273		
FY 2018	124		
Measure 2c-1: The number of *in-person statutory training* programs delivered.			
Results		**Targets**	
New measure FY 2019.		**FY 2019**	20
		FY 2020	20

Measure 2c-2: The number of participants involved in *training, outreach, and facilitation* activities.			
Results		**Targets**	
FY 2015	8,294	**FY 2018**	7,000
FY 2016	8,440		
FY 2017	8,122		
FY 2018	4,289		
Measure 2c-2: The number of participants who receive *in-person statutory training*.			
Results		**Targets**	
New measure FY 2019.		**FY 2019**	2,500
		FY 2020	2,500

Measure 2c-3: The percentage of participants who highly rate the statutory training that they received.			
Results		**Targets**	
New measure FY 2019.		**FY 2019**	Develop evaluations.
		FY 2020	80% of participants rate the training as effective or highly effective

Measure 2c-4: The number of training programs delivered regarding procedures for filing and processing FLRA cases.			
Results		**Targets**	
New measure FY 2019.		**FY 2019**	20
		FY 2020	25

Measure 2c-5: The number of participants who receive training regarding procedures for filing and processing FLRA cases.			
Results		**Targets**	
New measure FY 2019.		**FY 2019**	2,000
		FY 2020	2,000

Measure 2c-6: The percentage of participants who highly rate the training that they received regarding procedures for filing and processing FLRA cases.			
Results		**Targets**	
New measure FY 2019.		**FY 2019**	Develop evaluations.
		FY 2020	80% of participants rate the training as effective or highly effective

Measure 2c-7: The number of real-time and pre-recorded online training programs developed and implemented.		
Results	**Targets**	
New measure FY 2019.	**FY 2019**	5
	FY 2020	7

Measure 2c-8: The percentage of participants who highly rate the real-time and pre-recorded online training that they received.		
Results	**Targets**	
New measure FY 2019.	**FY 2019**	Develop evaluations.
	FY 2020	80% of participants rate the training as effective or highly effective

Strategic Goal 3: We will manage our resources effectively and efficiently, and recognize that our dedicated workforce is critical to the resolution of labor-relations disputes.

FLRA honors the trust that the public has placed in it to use Agency resources wisely on behalf of the American taxpayer. Recognizing that trust, FLRA has always focused its resources on carrying out its mission. It will continue to do so.

The core of FLRA's mission is to protect rights and facilitate stable labor-management relationships. FLRA will continue to achieve that goal by employing committed, experienced professionals.

FLRA developed a cross-component working group to meet the goals articulated in Executive Order No. 13781 (March 13, 2017), *Comprehensive Plan for Reorganizing the Executive Branch*, and Office of Management and Budget (OMB) Memorandum M-17-22 (April 12, 2017), *Comprehensive Plan for Reforming the Federal Government and Reducing the Federal Civilian Workforce*. Guided by internal and external input, this working group offered FLRA leadership a set of recommendations to improve the efficiency, effectiveness, and accountability of Agency operations. FLRA expects to maximize its resources by reducing travel, training, and mail costs through the increased use of teleconferencing, utilization of in-house and interagency training, and implementation of fully electronic case files.

FLRA will continue to explore ways to manage its workforce effectively and efficiently. A key component of that commitment is to continue developing IT systems, with the goal of enabling FLRA employees to spend more time on mission-critical, substantive work. FLRA will also reexamine its performance-management systems to ensure that they align with the goals in the Strategic Plan, that individual employee standards reflect organizational goals, and that the Agency appropriately recognizes employee achievements in support of these goals. Finally, FLRA will continue to encourage employee growth, development, and innovation.

Strategic Objective 3a: *Ensure that the FLRA's performance-management systems are synchronized with and support the Agency's strategic goals.*

At the foundation of the Agency's 2018-2022 Strategic Plan is FLRA's renewed commitment to developing the most effective ways to evaluate Agency performance, as well as the contributions of the Agency's components and individual employees. To do this, employee performance-management targets will be adapted to support Agency goals. This will help ensure that the evaluation of FLRA employees will include consideration of how well they assist the Agency to achieve its strategic and performance goals.

Performance Goal 3a-1: FLRA employees perceive that the Agency's performance-management systems, and their individual performance plans, directly align with achieving this strategic plan.

Performance Goal 3a-2: FLRA employees have a clear understanding of how their individual achievement contributes to achievement of Agency priorities and successful implementation of FLRA strategic goals.

Performance Goal 3a-3: FLRA employees perceive that their performance recognition and rewards are also directly linked to their contribution to the successful achievement of FLRA's strategic goals.

Measure 3a-1: Align performance-management systems and individual performance plans with current Strategic Plan.	
Results	
New measure FY 2019.	
Targets	
FY 2019	- Evaluate Agency performance management systems (GS and SES) and individual employee performance plans for alignment with the Strategic Plan and make recommendations to Agency leadership by the second quarter of 2019. - Consistent with that recommendation, revise and draft appropriate Agency performance management systems and individual employee performance plans and elements. - Develop communications strategies, educational tools, and other materials to successfully implement the new systems on October 1, 2019. - Develop and administer an internal survey(s) to assess whether employees perceive that performance management systems (GS and SES) and individual employee performance plans align with the Strategic Plan.
FY 2020	- Implement all revised performance-related systems, individual employee plans, or other required policies on October 1, 2019. - Implement appropriate communications strategies and educational tools to successfully achieve the transition.

Measure 3a-2: Employees understand how their individual performance contributes to overall Agency strategic goals.
Results
New measure FY 2019.
Targets

FY 2019	Develop and administer an internal survey(s), or use existing survey instruments, to assess whether FLRA employees understand how their individual achievements contribute to Agency priorities and successful implementation of FLRA strategic goals.
FY 2020	Maintain or improve positive responses to relevant question(s) in existing survey instruments or internal survey(s) year over year.

Measure 3a-3: Employees believe that there is alignment between the recognition and rewards that they receive and their individual contributions towards achieving the FLRA's strategic goals.
Results
New measure FY 2019.
Targets

FY 2019	Develop and administer an internal survey(s), or use existing survey instruments, to assess whether employees believe that recognition and rewards relate to their contribution toward achievement of FLRA strategic goals.
FY 2020	Maintain or improve positive responses to relevant question(s) in existing survey instruments the internal survey(s) year over year.

Strategic Objective 3b: *Continue to expand the FLRA's technological capabilities to enable employees to deliver mission results more effectively and efficiently.*

FLRA's IT systems have provided, and will continue to provide, a key means by which FLRA will more effectively and efficiently deliver quality services and increase internal efficiencies. For example, the Agency has connected all FLRA offices in ways that improve internal communication, and FLRA staff works more efficiently by using a cloud-based Document Management System (DMS) that allows for simplified document management and internal collaboration.

The Agency also recently launched a new and improved version of its eFiling system that provides a more intuitive, user-friendly customer experience. This improved eFiling experience allows the parties to submit ULP, representation, arbitration, and negotiability filings in an electronic format and easily access FLRA services, which enables FLRA employees to take timely and quality actions. The Agency is currently using the same software and agile methodology to develop a more user-friendly electronic Case Management System (CMS). FLRA will integrate these three systems — document management, eFiling, and case management — to fully implement electronic case file capability throughout the Agency.

Thereafter, as resources permit, FLRA will continue to enhance and leverage these technological capabilities. For example, the logical next step after fully implementing electronic case files is to encourage the widest uses of eFiling and to serve FLRA-generated case documents on the parties electronically—saving time, human-capital resources, and postage costs.

Performance Goal 3b-1: Implement a new and improved FLRA electronic case-management system. Integrate the case-management system with the FLRA document management and eFiling systems in order to fully implement electronic case file capability throughout the Agency.

Performance Goal 3b-2: FLRA employees and parties understand how to make the most effective use of the FLRA's electronic systems.

Performance Goal 3b-3: Enhance the positive impact of technological advancements on the customer experience.

Measure 3b-1: Expand the use of eFiling.	
Results	
FY 2015	17% of cases eFiled Agency-wide.
FY 2016	22% of cases eFiled Agency-wide.
FY 2017	35% of cases eFiled Agency-wide.
FY 2018	35% of cases eFiled Agency-wide, including an all-time high of 55% of Authority cases.
Targets	
FY 2019	▪ 50% of cases eFiled Agency-wide. ▪ 10% increase in eFiling in each component – the OGC, the Authority, and the FSIP. ▪ Amend FLRA's regulations to eliminate the use of facsimile service for case filings throughout the Agency.
FY 2020	▪ 75% of cases eFiled Agency-wide. ▪ Pilot mandatory eFiling in at least one Regional Office.

Measure 3b-2: Implement end-to-end electronic case files.	
Results	
FY 2015	Made eFiling available for OALJ cases, resulting in eFiling being available for all offices that accept case filings. Completed full integration of the CMS and eFiling systems for all components, building the infrastructure for electronic case files in all components.

FY 2016	With the merger of the eFiling and CMS applications complete, and the bridge between the two systems in place to support end-to-end electronic case-processing capability, enhanced the available features for the integration of the eFiling and CMS applications. eFiled cases are routinely automatically entered into the CMS. Neared completion of an improved eFiling user interface (eFiling 2.0) to make the application more user-friendly and intuitive. Began efforts to implement a Document Management System, which is a critical step in accomplishing FLRA's multi-year electronic-case-file plan.
FY 2017	Deployed an Agency-wide, cloud-based DMS, which replaced the existing network shares with an integrated document and email communications system that will facilitate document sharing and electronic case-processing initiatives. Adopted a new, more cost-effective approach to achieving end-to-end electronic case files. Using agile methodology and open-source code, and responding to user feedback, completed initial development of a brand new, user-friendly eFiling application (eFiling 3.0) with a Ruby on Rails user interface and a Postgres backend database that is housed in Amazon Web Services – a cloud-based solution. The new application will be launched in 2018 once final testing and additional enhancements are completed. Began modernizing the infrastructure of the Agency's electronic CMS and eFiling by transitioning to a new cloud-based, backend product – Postgres database housed in Amazon Web Services – that will allow for a more user friendly and complete integration of the CMS, the eFiling system, and the DMS.
FY 2018	Developed and launched eFiling 3.0, which both internal and external users report is significantly more user-friendly and intuitive. Began development of a new and improved CMS that, over time, will provide significant ($100,000 annually) cost savings and allow for more efficient integration of the CMS and eFiling systems with the DMS, enabling end-to-end electronic case processing throughout the Agency. Identified the basic structure of electronic case files for each component/office in the DMS. Completed transition of all major IT functions – CMS, DMS, eMail – to the cloud, which improves both IT security, consistent with the PMA, and Agency continuity of operations plans.
Targets	
FY 2019	Develop and fully implement the new and improved CMS in at least one FLRA component.
FY 2020	▪ Develop and implement the new and improved CMS in all remaining components/offices. ▪ Implement end-to-end electronic case files throughout the Agency.

Measure 3b-3: Internal and external customer perceptions of the eFiling System.	
Results	
New measure FY 2019.	
Targets	
FY 2019	▪ Develop a communications strategy for sharing with internal and external customers the benefits and advantages of eFiling (e.g., notice to go out with all Authority decisions). ▪ Develop and administer internal and external survey tools to assess customer perceptions of the eFiling System. ▪ Develop online, pop-up eFiling surveys that appear while users are logged into the eFiling System.
FY 2020	▪ Maintain or improve positive responses to internal and external survey instruments. ▪ Adopt suggested enhancements to the eFiling System, as appropriate.

Measure 3b-4: Assess how internal and external customers perceive the effectiveness of the Agency's IT modernization efforts.	
Results	
New measure FY 2019.	
Targets	
FY 2019	▪ Develop and administer internal and external survey(s) to assess: (1) whether FLRA employees and customers know how to maximize available technology; and (2) how FLRA employees and customers perceive the effectiveness of the Agency's IT modernization efforts. ▪ Develop and implement appropriate communications to promote and enhance these efforts.
FY 2020	▪ Craft an effective, targeted communications strategy based on the results of the customer-satisfaction surveys. ▪ Develop and provide any necessary internal or external training programs so that employees and customers have the tools to maximize technological improvements. ▪ Achieve improved survey results year over year.

Strategic Objective 3c: *Recruit, retain, and develop a diverse, respected workforce in an environment that fosters employee input and satisfaction and makes the best use of FLRA resources.*

FLRA's charge to uphold and administer the Statute relies on its employees. Accordingly, FLRA's success relies on the expertise and engagement of its workforce. A key component of attracting and retaining an effective workforce is creating a positive work environment in which employees see themselves as stakeholders and innovators. FLRA will continue to assess the skills and professional education/training needs of its workforce, and it will seek new, cost-effective ways to cultivate employee development and commitment. FLRA will provide opportunities for experienced employees to share their institutional knowledge by providing internal training and through other means. FLRA's continued focus on human-capital

development will help ensure continued mission accomplishment and leadership of the federal-sector labor-management relations program.

Performance Goal 3c-1: Internal and external survey respondents perceive that diverse and respected FLRA employees demonstrate expertise in federal-sector labor-management relations; minimal gaps exist in succession plans; and the Agency develops nontraditional resources for employee education and development.

Performance Goal 3c-2: The FLRA workforce expresses a stable and improving level of overall job satisfaction, as well as satisfaction with the manner in which internal problem-solving occurs.

Performance Goal 3c-3: FLRA managers and employees perceive that the Agency appropriately uses telework and technology to promote employee efficiency and a healthy work-life balance.

Measure 3c-1: Demonstrate strong recruitment and retention practices.	
New measure FY 2016.	
Results	
FY 2016	▪ Implemented a process for sharing job announcements with relevant affinity groups. Used data to help identify and eliminate barriers to recruiting and hiring the diverse talent that it needs. ▪ Revised all manager performance plans to include Government-mandated diversity-and-inclusion-focused metrics. ▪ Received the #1 small-agency ranking on the "New IQ" Index, which provides insights into employee perceptions of the inclusiveness of the agency by looking at twenty questions that measure the five "Habits of Inclusion." ▪ Ranked #2 out of 28 small agencies in its support for diversity in the 2015 *Best Places to Work in the Federal Government* rankings.
FY 2017	▪ Aligned the Agency-wide Performance Year (previously July 1 – June 30) with the Fiscal Year, directly linking individual performance to the Agency's overall strategic and performance goals. ▪ Conducted an Agency-wide review of all Agency electronic Official Personnel Folders (eOPFs) to ensure accuracy of retirement system coverage, service computation dates, and missing or undocumented prior service. ▪ Conducted an Agency-wide review of every position description (PD) to ensure that all PDs and cover sheets reflect actual duties.

FY 2018	▪ Completed implementation of all necessary changes/corrections identified during the Agency-wide eOPF and PD reviews. ▪ Implemented standard operating procedures for maintaining accurate eOPFs for all FLRA staff in order to support the provision of excellent customer service. ▪ Continued to conduct "need-to-fill" evaluations before filling any vacant positions, consistent with Executive Order 13781 and M-17-22. ▪ Continued to use data to identify and eliminate barriers to recruiting and hiring the diverse talent that FLRA needs. ▪ Completed all required security-background investigations for new hires and investigations/re-investigations for existing employees – 45 adjudications since January 2017. Clarified the circumstances under which a new background check should be conducted. Ensured that all employees were HSPD-12 compliant. ▪ Began a comprehensive review and revision, as appropriate, of all internal Agency policies in order to ensure that they are up to date, necessary, and consistent with law and regulation.
Discontinued measure FY 2019.	

Measure 3c-1: Recruit, retain, and develop a diverse, respected workforce.	
Results	
New measure FY 2019.	
Targets	
FY 2019	▪ Review Agency performance-management systems and individual performance plans to ensure that they align directly with the 2018-2022 Strategic Plan, and implement any required changes by October 1, 2019. ▪ Conduct a comprehensive, Agency-wide position classification review to confirm that all Agency positions reflect the actual duties of the position. ▪ Assess time-to-hire results for Agency positions by reviewing recruitment and staffing processes and procedures. ▪ Issue a revised Reasonable Accommodation Policy – including Personal Assistive Device policy – that is fully compliant with recent EEOC regulatory amendments and guidance. ▪ Ensure compliance with Government-wide goals for Schedule A hiring.
FY 2020	▪ Evaluate results of position-classification review and determine action items. ▪ Improve time-to-hire metrics based on results of FY 2019 assessment. ▪ Meet or exceed Government-wide standards for diversity and Schedule A hiring.

Measure 3c-2: Maintain and grow Agency expertise through employee development.	
New measure FY 2016.	
Results	
FY 2016	▪ Implemented cross-component developmental opportunities for employees, including workgroups to encourage innovation, the development and delivery of training, and more than ten detail opportunities at all levels and offices within the agency. ▪ Provided leadership-training opportunities to all new managers and supervisors, including executive-level training, as appropriate. ▪ Continued overall success as measured by the FEVS, including #1 small-agency ranking in Employee Engagement and New IQ indices. Increased 2016 positive ratings in 19 items from 2015. Results show 66 identified strengths (items with 65 percent or higher positive ratings) and no identified challenges (items with 35 percent or higher negative ratings). Scored above the Government-wide average in 69 out of 71 questions. Maintained sustained growth of positive responses to the question "supervisors in my work unit support employee development" – increasing by nearly 9.5 percent over 2015.
FY 2017	▪ Managers assessed employees' developmental needs and provided at least one targeted developmental opportunity to each, many of those in-house (e.g., details, workgroups, and special projects. ▪ In the 2017 FEVS, had 55 identified strengths (items with 65 percent or higher positive ratings) and no identified challenges (items with 35 percent or higher negative ratings). Continued to rank in the top ten among small agencies (those with 100-999 employees) in two important indices – Employee Engagement and New IQ – with #6 and #5 rankings, respectively. ▪ 78 percent of FLRA employees responded positively to the OPM FEVS question "supervisors in my work unit support employee development" (Q. 47), which is 5 percent above the small-agency score of 73 percent, and 10 percent above the Government-wide score of 68 percent.
FY 2018	▪ Offered cross-component details to provide employees with training and developmental experiences that will enhance their skills and increase their understanding of the Agency's mission and operations. ▪ Managers assessed annually employees on their developmental needs and provided appropriate training and developmental opportunities. ▪ Maintained sustained growth of positive responses to the OPM FEVS question "supervisors in my work unit support employee development" (Q. 47).

Targets	
FY 2019	- Develop and implement use of nontraditional resources for employee education and development (e.g., component-specific mentoring programs, Agency-wide or component-specific brown bag sessions, Agency-wide dissemination of decisions and other relevant legal opinions). - Develop and administer survey(s) to solicit feedback on and assess the effectiveness of nontraditional resources for employee education and development. - Maintain sustained growth of satisfaction.
FY 2020	- Enhance and continue to use those nontraditional resources for employee education and development that were found to be most successful. - Show a 10% increase in satisfaction with nontraditional methods, as measured by surveys or other measures developed in 2019.

Measure 3c-3: Internal and external perceptions about the workforce.	
Results	
New measure FY 2019.	
Targets	
FY 2019	- Develop and administer an *internal* survey(s), or use existing survey instruments, to assess whether employees believe that FLRA employees: are diverse, are respected, and demonstrate expertise in Federal sector labor-management relations - Develop and administer an *external* survey(s) to assess whether external respondents perceive that FLRA employees: are diverse, are respected, and demonstrate expertise in Federal sector labor-management relations.
FY 2020	Maintain or improve positive responses to relevant question(s) in existing survey instruments or internal survey(s) year over year.

Measure 3c-4: Internal perceptions about succession plans.	
Results	
New measure FY 2019.	
Targets	
FY 2019	Develop and administer an internal survey(s), or use existing survey instruments, to assess whether employees believe that minimal gaps exist in succession planning.
FY 2020	Maintain or improve positive responses to relevant question(s) in existing survey instruments or internal survey(s) year over year.

Measure 3c-5: Overall employee job satisfaction.	
Results	
New measure FY 2019.	
Targets	
FY 2019	Develop and administer an internal survey(s), or use existing survey instruments to assess whether employees believe that FLRA employees: are diverse, are respected, and demonstrate expertise in Federal sector labor-management relations.
FY 2020	Maintain or improve positive responses to relevant question(s) in existing survey instruments or internal survey(s) year over year.

Measure 3c-6: Internal satisfaction with the manner in which internal problem-solving occurs.	
Results	
New measure FY 2019.	
Targets	
FY 2019	Develop and administer an internal survey(s), or use existing survey instruments, to assess employee satisfaction with internal problem-solving practices.
FY 2020	Maintain or improve positive responses to relevant question(s) in existing survey instruments or internal survey(s) year over year.

Measure 3c-7: Internal perceptions about use of technology to promote employee efficiency and work-life balance.	
Results	
New measure FY 2019.	
Targets	
FY 2019	Develop and administer an internal survey(s), or use existing survey instruments, to assess internal perceptions about the use of technology to promote efficiency and work-life balance.
FY 2020	Maintain or improve positive responses to relevant question(s) in existing survey instruments or internal survey(s) year over year.

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