



U.S. FEDERAL LABOR RELATIONS AUTHORITY

*Government Working for You  
Through Stable Labor Relations.*



# CONGRESSIONAL BUDGET JUSTIFICATION



2026

FLRA.GOV

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## TABLE OF CONTENTS

<b>I.</b>	<b>Background .....</b>	<b>1</b>
<b>II.</b>	<b>Mission and Functions.....</b>	<b>1</b>
<b>III.</b>	<b>Organizational Structure .....</b>	<b>3</b>
	A. Chief Executive and Administrative Officer .....	3
	B. The Authority .....	3
	C. The Office of General Counsel (OGC) .....	4
	D. The Federal Service Impasses Panel (the Panel) .....	4
	E. The Office of Inspector General (OIG) .....	5
<b>IV.</b>	<b>Agency Trends and Challenges .....</b>	<b>5</b>
	A. FLRA Organizational Changes .....	5
	B. Exclusions from the Statute.....	7
	C. Effect of Changes on FLRA Components.....	8
	1. The Authority .....	9
	2. The Office of General Counsel (OGC) .....	9
	3. The Federal Service Impasses Panel (the Panel) .....	10
	4. Mission Support (including Office of the Solicitor and Office of the Executive Director) .....	10
	D. FLRA Headquarters Lease Expiration .....	11
<b>V.</b>	<b>Budget Justification .....</b>	<b>11</b>
	A. Appropriations Language .....	11
	B. 2026 Funding Request.....	12
	C. Program and Financing Schedule .....	13
	D. Object Classification Schedule.....	14
	E. Employment Summary Schedule .....	14
<b>VI.</b>	<b>Legislative Proposals .....</b>	<b>15</b>
<b>VII.</b>	<b>Use of Evidence and Evaluation .....</b>	<b>15</b>
<b>VIII.</b>	<b>Office of the Inspector General .....</b>	<b>15</b>
<b>IX.</b>	<b>Annual Performance Plan.....</b>	<b>18</b>
	Strategic goal #1: Resolve matters arising under the Federal Service Labor- Management Relations Statute in a timely, high-quality, and impartial manner	18
	Strategic Goal 2: Manage our resources effectively and efficiently in order to achieve organizational excellence. ....	25

## **I. Background**

The Federal Labor Relations Authority (the FLRA or the Agency) is a small agency (fewer than 100 full-time equivalent employees (FTEs)) that was established by Congress in 1979 to administer and enforce the Federal Service Labor-Management Relations Statute (the [Statute](#)), 5 U.S.C. §§ 7101-7135.

The FLRA's fiscal year 2026 (FY26) Budget Request seeks \$27.643 million to support its mission. This request represents a decrease of \$1.857 million (6.3%) from the FY25 Continuing Resolution rate of \$29.5 million. Funding at the request level will be critical to the FLRA's ability to make organizational changes necessary to align with the Administration's vision for the Federal government. Funding at the request level would also provide the FLRA with resources to address the expiration of its headquarters lease at the end of FY26 and to make necessary information technology upgrades to bring its systems in line with Presidential Initiatives and ensure maximum efficiency in agency processes.

## **II. Mission and Functions**

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

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

The mission of the FLRA is:

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

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

The FLRA applies its Federal-sector expertise to execute its mission by carrying out its statutory responsibilities. Consistent with the Statute's directives, the Authority shall:

- (A) determine the appropriateness of units for labor organization representation under section 7112;
- (B) supervise or conduct elections to determine whether a labor organization has been selected as an exclusive representative by a majority of the employees in an

appropriate unit and otherwise administer the provision of section 7111 relating to the according of exclusive recognition to labor organizations;

- (C) prescribe criteria and resolve issues relating to the granting of national consultation rights under section 7113;
- (D) prescribe criteria and resolve issues relating to determining the existence of a compelling need for agency rules or regulations under section 7117(b);
- (E) resolve issues relating to the duty to bargain in good faith under section 7117(c);
- (F) prescribe criteria relating to the granting of consultation rights with respect to conditions of employment under section 7117(d);
- (G) conduct hearings and resolve complaints of unfair labor practices under section 7118;
- (H) resolve exceptions to arbitrators' awards under section 7122; and
- (I) take such other actions as are necessary and appropriate to effectively administer the provisions of the Statute. 5 U.S.C. § 7105(a)(2).

The General Counsel may:

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

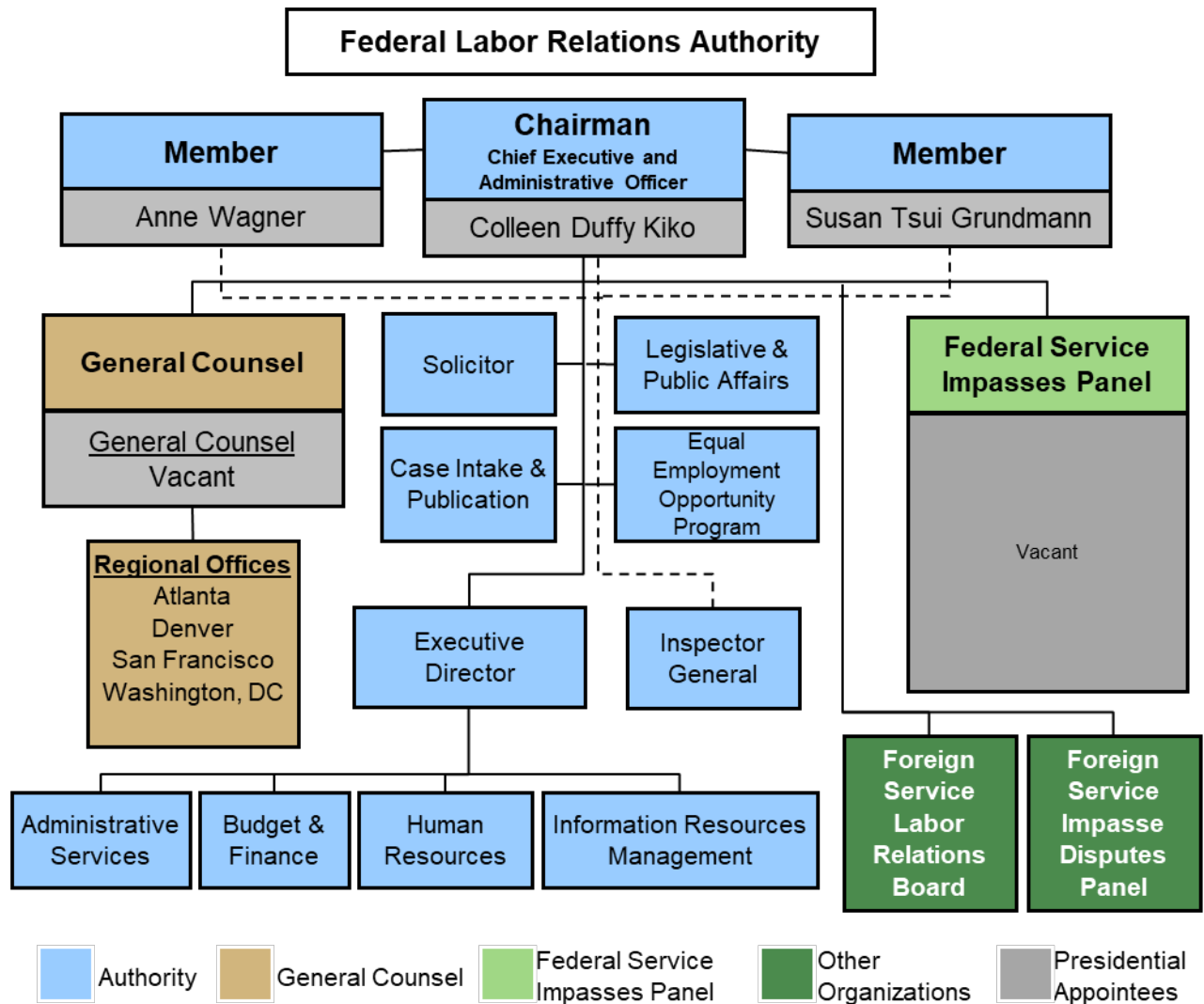
The Panel shall promptly investigate any impasse presented to it under the Statute or the Federal Employees Flexible and Compressed Work Schedules Act, consider the impasse, and either:

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

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

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

### III. Organizational Structure



Note: As described below, this is a proposed organization chart for FY26. The FLRA is in the process of making corresponding organizational and regulatory changes.

#### A. Chief Executive and Administrative Officer

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

#### B. The Authority

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

Congress charged the Authority with “provid[ing] leadership in establishing policies and guidance” in Federal labor-management relations. As described above, the Authority resolves

disputes over the negotiability of proposals made in collective bargaining; resolves exceptions to grievance-arbitration awards; makes the ultimate determinations on whether conduct alleged in an unfair labor practice (ULP) complaint violates the Statute; and makes decisions in representation disputes over bargaining-unit determinations and elections.

The Authority also offers guidance and provides training for Federal agencies, unions, and neutrals on a variety of topics related to the Statute.

The Office of Case Intake and Publication receives and processes all documents parties file with the Authority. Mission support offices – Solicitor, Executive Director, Legislative and Public Affairs, the Equal Employment Opportunity Program – fall under the direction of the FLRA’s Chairman in her role as chief executive and administrative officer of the FLRA. These offices provide legal advice and representation, legislative and public affairs support, human resources support, budget and finance support, information technology services, and administrative services. Mission support is also responsible for the FLRA’s ethics, Freedom of Information Act, privacy, and records management programs.

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

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

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

The General Counsel has a small staff at FLRA headquarters. OGC Headquarters staff oversee administration of the OGC as a whole and develop policies, guidance, procedures, and manuals that provide programmatic direction for the Regional Offices. OGC headquarters staff also provide training and education for the parties and process appeals from the Regional Offices’ dismissals of ULP charges.

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

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

The Panel resolves negotiation impasses between Federal agencies and labor organizations representing Federal employees that arise from collective bargaining under the Statute and the Federal Employees Flexible and Compressed Work Schedules Act, 5 U.S.C. §§ 6120-6133 (2024). The Panel uses a wide variety of tools to promptly resolve Federal sector bargaining

impasses. The Panel is composed of at least seven part-time Presidential appointees who are appointed to fixed, staggered, five-year terms.

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

The Office of Inspector General (OIG) is an independent entity within the Authority.

## **IV. Agency Trends and Challenges**

As described in more detail below, the FLRA is in a period of transition. The FLRA's FY26 focus will be reshaping the agency consistent with President Trump's Executive Orders [Implementing the President's "Department of Government Efficiency" Workforce Optimization Initiative](#) (February 11, 2025) (*Workforce Optimization EO*) and [Exclusions from Federal Labor-Management Relations Programs](#) (March 27, 2025) (*Exclusions EO*). The *Workforce Optimization EO* challenged agencies to reshape their organizations to improve government efficiency—and the FLRA has initiated organization changes to meet this challenge. The *Exclusions EO* will also affect the volume of work that the FLRA will need to perform, though the extent and the timing of the effect is yet to be fully determined.

In addition to these general trends and challenges, in FY26, the FLRA will need to secure adequate headquarters space following the expiration of its headquarters lease in September 2026.

### **A. FLRA Organizational Changes**

The *Workforce Optimization EO* and associated Office of Personnel Management (OPM) and Office of Management and Budget (OMB) guidance<sup>1</sup> required all federal government agencies to develop Agency Reduction in Force and Reorganization Plans (ARRP), that (among other things):

- Achieve a “significant reduction in the number of FTE positions by eliminating positions that are not required” and reduce the agency’s “real property footprint,”
- “consolidate areas of the agency organization chart that are duplicative,”
- “focus on the maximum elimination of functions that are not statutorily mandated,”
- “close and/or consolidate regional field offices to the extent consistent with efficient service delivery,” and
- “seek reductions in components and positions that are non-critical.”

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<sup>1</sup> [Guidance on Agency RIF and Reorganization Plans Requested by Implementing The President's "Department of Government Efficiency" Workforce Optimization Initiative](#) (*Workforce Optimization Guidance*).

*See Workforce Optimization Guidance* at 2. To accomplish these goals, and to meet the challenge of developing a “a positive vision for more efficient, productive agency operations going forward,” the FLRA looked for ways to more efficiently carry out its mission. *Id.*

Historically, two of the FLRA’s primary statutory responsibilities—resolving ULP cases and resolving representation petitions—have been processed in two stages. First, a decisionmaker acting with delegated power from the Authority issues a first-level decision. In ULP cases, a complaint has been argued before an Administrative Law Judge (ALJ), who is the first-line decision-maker. *See* 5 U.S.C. § 7105(e)(2) (“The Authority may delegate to any administrative law judge . . .”). In representation cases, an OGC Regional Director issued a decision under delegated authority. *See* 5 U.S.C. § 7105(e)(1) (“The Authority may delegate to any regional director . . .”). Under this structure, parties can appeal the initial decisions, which are then subject to a second layer of decision-making by the Authority. *See* 5 U.S.C. § 7105(f).

In assessing its systems pursuant to the *Workforce Optimization Guidance*, the FLRA determined that revoking the delegated authority of the first-line decision-makers, and reserving that decision-making authority to the Authority will streamline the processing of ULP and representation cases, remove duplicative tiers of decision-making, increase the agility of the FLRA’s workforce, and improve the efficiency with which the FLRA carries out its mission.

By reducing the additional layer in ULP cases, the FLRA will be able to eliminate its OALJ. Depending upon filing rates, and the presence or absence of a General Counsel, there have historically been large fluctuations in the number of ULP cases adjudicated by ALJs. Even with an influx of complaints when a General Counsel (or Acting General Counsel) was present, the ALJs heard few cases, as most cases were settled or decided on the record or on motions. In the past 15 years, the OALJs have held, on average, 15 hearings per year when there is a General Counsel – not enough to justify retaining three full-time ALJs. When inventory is low, maintaining a separate OALJ that employs full-time ALJs tasked exclusively with hearing ULP complaints is not cost efficient.

The FLRA believes that the OALJ’s work could be performed more efficiently if (with appropriate training) attorneys in Authority Member offices served as hearing officers, made fact findings, and drafted recommended decisions for the Members to review and directly issue. This would improve efficiency by both: (1) reducing the number of layers of ULP review (enabling the FLRA to issue only one decision in each ULP case); and (2) increasing workforce agility by assigning the processing of ULP cases to attorneys who also perform other duties for the Members. Alternatively, particularly in the event of a sudden influx of ULP complaints, the FLRA may utilize OPM’s Administrative Law Judges Loan Program, Senior Administrative Law Judges programs, or acquire ALJ detailees to hear cases.

With respect to representation cases, the FLRA plans to revoke its delegation of authority to Regional Directors to make representation determinations. Although attorneys in the FLRA’s Regional Offices have handled these duties well, the Regional Director decisions are reviewable by the Authority. The FLRA believes that eliminating the first layer of decision-making will enable the FLRA to eliminate a non-mandatory function and avoid duplication of efforts. This change will also free up OGC attorneys to more effectively perform other statutory



responsibilities, and to do so in person. The FLRA believes that reallocating resources to improve the delivery of front-line services in ULP cases will expedite the resolution of parties' disputes so that agencies can focus on accomplishing their missions. *See* 5 U.S.C. § 7105(c) (the FLRA may "carry out its duties wherever persons subject to this chapter are located").

At times during its history, the FLRA chose to establish a Collaboration and Alternative Dispute Resolution Office (CADRO), an office devoted exclusively to the use of ADR to resolve pending FLRA cases. The Statute, however, does not require the FLRA to maintain CADRO. In addition to the changes described above, the FLRA eliminated its CADRO pursuant to OPM/OMB guidance to eliminate offices not required by statute. In closing CADRO, the FLRA is not eliminating ADR from the tools that it may use to resolve cases before it. All remaining components will continue to use ADR, when appropriate. The closure of CADRO simply means that there will no longer be a separate FLRA office that focuses exclusively on the use of ADR.

In its ARRP, the FLRA also committed to exploring ways to increase the efficiency of its support functions, possibly by reallocating personnel or exploring interagency agreements and shared service providers. In this way, the FLRA seeks to maximize efficiency while ensuring that critical mission functions continue without interruption.

While the FLRA anticipates that the above changes will result in a significant reduction in certain areas of its structure, it will reallocate resources in certain areas, most notably its OGC. The FLRA views the ARRP as a way to return to its roots—including by increasing in-person investigations by OGC staff. By prioritizing OGC in-person investigations, the FLRA will save time and taxpayer money by addressing labor-management disputes at the source. Recent site visits to investigate a number of ULPs demonstrate the efficacy of such visits. By visiting sites, OGC professionals had face-to-face interactions with the parties, efficiently investigating ULP charges and obtaining a comprehensive understanding of issues at the sites. By the time the investigators left, the ULP charges were either resolved, withdrawn, or the investigations were completed. These visits sped up case processing and effectively ended most of the disputes without the need for further proceedings. Days on site replaced months of virtual investigations. The FLRA is confident that the efficiencies achieved by on-site visits justify the reallocation of resources for travel.

Ultimately, the FLRA's ARRP is designed to meet the *Workforce Optimization Guidance* instruction to develop a "a positive vision for more efficient, productive agency operations going forward." These changes transform the way that the FLRA does business, and the FLRA will cross-train its attorneys so that they can perform multiple roles. During this transition, the FLRA plans to use details to broaden employees' skill-sets and allocate attorneys where they are most needed. All of this will result in a more nimble, efficient FLRA that can exercise flexibility to face the uncertainties of future workloads.

## **B. Exclusions from the Statute**

The President issued the *Exclusions EO* shortly after the FLRA submitted Phase 1 of its ARRP. The *Exclusions EO* does not alter the FLRA's statutory duties or its required components, but

rather removes agencies and some subcomponents from the FLRA’s jurisdiction.<sup>2</sup> The reduction in the FLRA’s jurisdiction will affect the personnel and resources the FLRA needs to fulfill its enabling statute’s mandatory functions—but not immediately. Before the FLRA reaches a future state with a stable and reduced caseload, in the short term, the FLRA will need to address:

- increased case-processing activities associated with closing pending cases that no longer fall within the FLRA’s jurisdiction;
- increased FLRA workload flowing from the clarification or revocation of bargaining units;
- disputes clearly anticipated in administration initiatives including: limitations on “Lame-Duck Collective Bargaining Agreements”; the implementation of Schedule Policy/Career; and collective-bargaining related RIF disputes;<sup>3</sup> and
- cases related to other administration initiatives affecting management rights, performance management, and discipline, which may lead to increased disputes with unions and bargaining unit employees.<sup>4</sup>

After an initial adjustment period, the FLRA is preparing for the possibility that overall FLRA caseloads may decline, not only as a result of the *Exclusions EO*, but also due to an overall reduction in the number of federal employees, the potential exclusion of Schedule Policy/Career positions from bargaining units, and the narrowing of topics negotiated in collective-bargaining agreements.<sup>5</sup> At this time, the FLRA is projecting that any associated staffing changes may be achieved through details, reassignments, and attrition.<sup>6</sup>

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

Although the FLRA began implementing changes consistent with the *Workforce EO* and *Exclusions EO* in FY25, this work will continue into FY26. As the FLRA restructures its organization and addresses novel legal issues, each component will be affected.

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<sup>2</sup> Current litigation concerning the *Exclusions EO* may affect the timing and scope of legal issues that may arise in affected cases.

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

<sup>4</sup> OPM, *Request for Agency Performance Management Data* (Feb. 6, 2025); OPM, *Guidance on Revocation of Executive Order 14003* (Feb. 7, 2025); OPM, *Agency Reporting to OPM for Fiscal Year 2024 Taxpayer-Funded Union Time Use* (Feb. 27, 2025).

<sup>5</sup> OPM, *Guidance on Revocation of Executive Order 14003* (Feb. 7, 2025); Executive Order, *Exclusions EO*; *Workforce Optimization EO*.

<sup>6</sup> Projection based on OMB estimate that the FLRA can expect passive attrition rates of approximately 9 FTEs per year.

## **1. The Authority**

In accordance with the ARRP, the Authority will revoke two of its delegations to other components in order to reduce duplicative layers in the agency's performance of statutorily required duties. As a result, employees in the Authority component will take over certain functions previously performed by OGC and OALJ.

Moreover, since the Authority will be assuming control over all representation decisions, and since the *Exclusion EO* will likely require the clarification of many remaining bargaining units, the FLRA anticipates that newly-trained Authority staff will need to address a temporary surge in representation cases in FY26.

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

Among other case-processing responsibilities, CIP receives and processes all documents that parties file with the Authority, conducts procedural review of those filings, and maintains the Authority's case records. CIP also cite-checks, issues, and publishes all Authority decisions orders. Increased filings and Authority orders concerning the *Exclusions EO* are currently increasing CIP's workload. Moreover, CIP anticipates that changes to ULP and representation case-processing in connection with implementing the ARRP will require changes to many CIP practices and systems.

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

As discussed more fully above, one of the most important elements of the ARRP was reallocating funding in order to prioritize OGC on-site visits, thereby improving efficiency and saving time and government resources. The FLRA will fully implement this initiative in FY26.

The FLRA expects work related to the *Exclusions EO*, and increased filing related to other Presidential initiatives will be the focus of OGC's FY26 work. A significant number of OGC employees chose to participate in the Deferred Resignation Program (DRP), resign, or retire in FY25.

Moreover, the locations of the departures forced the FLRA to make the difficult decision to close its Chicago Regional Office. The FLRA believes it is important to have a physical presence in different parts of the U.S. to facilitate more efficient and effective resolution of labor disputes. However, the Chicago Regional Office lost seven of its nine employees in FY25—and only one of the remaining Chicago Regional Office staff members lives within commuting distance of that office. Consequently, the FLRA will be closing the Chicago Regional Office by the end of FY25, and will face the challenges accompanying the closure of any Regional Office, including the relocation of the remaining Chicago Regional Office employee in FY26.

Importantly, the primary, ongoing challenge faced by OGC is the absence of a Presidentially-appointed Senate-confirmed General Counsel. In the absence of a General Counsel, 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. This is because the text of the Statute makes clear that issuance of a complaint is a

power reserved exclusively to the General Counsel’s discretion. 5 U.S.C. §§ 7104(2)(B), 7118(a)(1). In addition, only the General Counsel can decide appeals from a Regional Director’s dismissal of a ULP charge. The FLRA performs at its best when it is completely staffed with its Presidential leadership.

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

As noted above, the Panel is composed of at least seven Presidentially-appointed Special Government Employees (SGEs). There are currently no appointed personnel in those positions. In recent years, the Panel has been well-served by a staff of three attorneys and one administrative assistant. Because all the Panel Member positions were vacant for a significant portion of FY25, the Panel experienced decreased case filings. However, to the extent that newly clarified units, disapproval of “Lame Duck” collective-bargaining agreements, and other governmentwide changes create potential negotiation impasses, it is probable that the Panel will need all of its attorneys to address this demand in FY26. When a new Chairman is appointed to the Panel, he or she can reassess the organizational and jurisdictional implications of the *Exclusions EO* and *ARRP*.

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

Mission support offices provide guidance and perform activities related to: administration, human resource management, government and legal ethics, budget, procurement, security, technology infrastructure, legislative and public affairs, and privacy. Resources for these functions—most of which are carried out by offices of four or fewer FTEs—are vital to ensuring the FLRA complies with all governmental mandates.

As part of its *ARRP*, the FLRA reexamined staffing in its support positions, including its mission-support offices, to minimize resources spent on non-mission related work. The FLRA plans to continue evaluating needs and will make cuts where appropriate in response to the *Workforce Optimization EO* and *Exclusions EO*. However, the FLRA must have a certain minimum of mission-support personnel who enable the FLRA to comply with government-wide laws and regulations such as the Inspector General Act, Federal Information Security Modernization Act (FISMA), appropriations law, and the Freedom of Information Act (FOIA).

#### *Critical Cybersecurity and Information Technology Investments*

In order to achieve its ambitious organizational goals, the FLRA will not only have to work harder, but work smarter. This includes making sure that the FLRA’s technology systems ease burdens on parties and FLRA staff. In FY26, the FLRA will be making substantial, long-deferred investments in its technology systems to:

- Address burgeoning threats to, and continuously increasing cybersecurity attacks on, FLRA information and communication technology and data resources. The FLRA will do this to continue to mature its Zero-Trust architecture in accordance with [OMB Memorandum M-22-09](#), Moving the U.S. Government Toward Zero Trust Cybersecurity Principles; Section 8 of [Executive Order 14023](#), “Improving the Nation’s Cybersecurity;”

and [OMB Memorandum 21-31](#), “Improving the Federal Government’s Investigative and Remediation Capabilities Related to Cybersecurity Incidents.”

- Support ongoing efforts to efficiently migrate to and adopt FedRAMP-certified cloud solutions for FLRA information resources, in accordance with OMB Memorandum M-24-15, Modernizing the Federal Risk and Authorization Management Program. Several recent major investments - including those supporting our flagship website, FLRA.gov - require ongoing funding to maintain their presence in the secure FedRAMP cloud. Additional current and future efforts, including initiatives to enhance the security and functionality of our mission applications, will also require continued support.
- Advance its long-deferred movement toward fully electronic case files, which will substantially ease burdens on parties and FLRA employees using the systems. Delays are solely due to a lack of funding. The FLRA hopes a significant investment in this project will enable it to complete the initiative.

#### **D. FLRA Headquarters Lease Expiration**

In FY26, the FLRA will need to secure adequate headquarters space following the expiration of its headquarters lease in September 2026. The FLRA is working closely with the General Services Administration (GSA) to negotiate a lease renewal that allows it to remain in its current location, and avoid any unnecessary reconfiguration of office space. However, if the FLRA is unable to renew its current lease, it will need to find alternative space that will enable the approximately 60 headquarters employees to work in person in the office. The FLRA will be using a portion of its requested budget to promptly begin the required lease actions for the FLRA headquarters. The FLRA will continue to work with GSA to iron out the timing, process, amount, and other details of the new lease.

### **V. Budget Justification**

#### **A. Appropriations Language**

##### **FEDERAL LABOR RELATIONS AUTHORITY SALARIES AND EXPENSES**

For necessary expenses to carry out functions of the Federal Labor Relations Authority, pursuant to Reorganization Plan Numbered 2 of 1978, and the Civil Service Reform Act of 1978, including services authorized by 5 U.S.C. 3109, and including hire of experts and consultants, hire of passenger motor vehicles, and including official reception and representation expenses (not to exceed \$1,500) and rental of conference rooms in the District of Columbia and elsewhere, \$27.643 million, of which \$1,271,065 shall be for the Office of the Inspector General’s anticipated operating expenses: Provided, That public members of the Federal Service Impasses Panel may be paid travel expenses and per diem in lieu of subsistence as authorized by law (5 U.S.C. 5703) for persons employed intermittently in the Government service, and compensation as authorized by 5 U.S.C. 3109: Provided further, That, notwithstanding 31 U.S.C. 3302, funds received from fees charged to non-Federal participants at labor-management relations

conferences shall be credited to and merged with this account, to be available without further appropriation for the costs of carrying out these conferences.

## **B. 2026 Funding Request**

**\$27,643,000**

The FY 2026 budget for the U.S. Federal Labor Relations Authority (FLRA) in the amount of \$27,643,000 is necessary to meet statutory and regulatory responsibilities, of which \$1,271,065 will be made available to support the Office of Inspector General. The Agency's FY 2026 request will fund 85 FTEs, three of those FTEs are dedicated to the FLRA's Office of Inspector General.

(In thousands of dollars)

<b>Program Activity</b>	<b>FY 2024 Actual</b>	<b>FY 2025 Annualized CR Rate</b>	<b>FY 2026 Request</b>	<b>Change from FY 2025</b>
Authority	\$ 17,473	\$ 17,482	\$ 16,381	\$ (1,100)
Office of the General Counsel	\$ 10,950	\$ 10,955	\$ 10,266	\$ (690)
Federal Service Impasses Panel	\$ 1,063	\$ 1,063	\$ 996	\$ (67)
<b>Direct Obligations</b>	<b>\$ 29,486</b>	<b>\$ 29,500</b>	<b>\$ 27,643</b>	<b>\$ (1,857)</b>
<b>FTEs</b>	<b>109</b>	<b>92</b>	<b>85</b>	<b>(7)</b>

## C. Program and Financing Schedule

(In thousands of dollars)

	FY 2024 Actual	FY 2025 Annualized CR Rate	FY 2026 Request
<b>Budgetary resources:</b>			
Unobligated balance (total)	\$ 1,527	\$ 186	\$ 163
Appropriation, discretionary (total)	\$ 29,500	\$ 29,500	\$ 27,643
Spending authority from offsetting collections, discretionary (total)	\$ 25	\$ -	\$ -
Total budgetary resources	\$ 31,052	\$ 29,686	\$ 27,806
<b>Status of budgetary resources:</b>			
New obligations and upward adjustments	\$ 30,849	\$ 29,500	\$ 27,643
Unobligated balance, end of year			
Apportioned, unexpired account	\$ 55	\$ 50	\$ 50
Expired unobligated balance, end of year	\$ 147	\$ 136	\$ 113
Unobligated balance, end of year	\$ 202	\$ 186	\$ 163
Total budgetary resources	\$ 31,052	\$ 29,686	\$ 27,806
<b>Outlays, net:</b>			
Outlays, net, (total)	\$ 29,313	\$ 29,500	\$ 27,643
Agency outlay, net	\$ 29,313	\$ 29,500	\$ 27,643

## D. Object Classification Schedule

(In thousands of dollars)

	FY 2024 Actual	FY 2025 Annualized CR Rate	FY 2026 Request
Direct obligations:			
Personnel compensation:			
Full-time permanent	\$ 17,067	\$ 17,587	\$ 14,551
Other than full-time permanent	\$ 321	\$ 206	\$ 390
Other personnel compensation	\$ 415	\$ 500	\$ 500
Total personnel compensation	\$ 17,803	\$ 18,293	\$ 15,442
Civilian personnel benefits	\$ 6,244	\$ 6,485	\$ 5,365
Travel and transportation of persons	\$ 42	\$ 5	\$ 220
Transportation of things	\$ 26	\$ 4	
Rental payments to GSA	\$ 2,189	\$ 1,853	\$ 2,963
Communications, utilities, and misc. charges	\$ 119	\$ 85	\$ 85
Printing and reproduction	\$ 16	\$ 5	\$ 5
Other services from non-federal sources	\$ 1,442	\$ 1,101	\$ 1,936
Other goods and services from Federal sources	\$ 1,105	\$ 1,164	\$ 1,113
Operation and maintenance of facilities	\$ 82	\$ 46	\$ 46
Operation and maintenance of equipment	\$ 371	\$ 333	\$ 333
Supplies and materials	\$ 33	\$ 55	\$ 65
Equipment	\$ 16	\$ 71	\$ 71
Direct obligations	\$ 29,486	\$ 29,500	\$ 27,643
Reimbursable obligations:			
Travel and transportation of persons	\$ 21	\$ 214	100
Reimbursable obligations	\$ 21	\$ 214	100
Total new obligations	\$ 29,507	\$ 29,714	\$ 27,743

## E. Employment Summary Schedule

	FY 2024 Actual	FY 2025 Annualized CR Rate	FY 2026 Request
Direct civilian full-time equivalent employment	109	92	85



## **VI. Legislative Proposals**

The FLRA has no legislative proposals for FY26.

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

The FLRA continues to improve program performance by using data and analytics to evaluate and develop methods and processes that promote innovation and improve program delivery. The FLRA strives to improve efficiency in all program areas, including policy, budget, operation, regulation, management, and decision-making.

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

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

The FLRA will continue to ensure that the OIG receives the resources it needs to maintain its independence and carry out its mission. Beginning in FY25, the FLRA asked Congress to include in its appropriation, a line item for funding for the OIG. The FLRA supports that request and believes that inclusion of that language would avoid confusion concerning OIG funding, support the independence of that Office, and highlight the funding amounts the FLRA and its OIG have for their separate work. The FLRA continues to ask that Congress include a line item in its appropriation for Inspector General funding in its appropriation. The Inspector General's funding request immediately follows this section.



INSPECTOR GENERAL

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

August 6, 2024

**CRITICAL INDEPENDENCE ISSUE STEMMING FROM THE FEDERAL LABOR  
RELATIONS AUTHORITY OFFICE OF INSPECTOR GENERAL RESOURCES  
COMBINED INTO A SINGLE APPROPRIATION WITH THE AGENCY**

The Inspector General Act was enacted to establish the Offices of Inspectors General as independent units in their respective agencies.<sup>7</sup> As recognized in the Inspector General Act, this independence can be threatened by agency control of the Inspector General's budget.<sup>8</sup> Unlike most Offices of Inspectors General, the Office of Inspector General (OIG) for the Federal Labor Relations Authority (FLRA) has not received a separate appropriation or earmark from the agency's appropriation. This leaves the allocation of resources to the discretion of the agency which can allow the agency to limit the oversight capabilities of the OIG. This creates a critical independence issue.

In 2008, the Inspector General Reform Act was passed and included specific requirements concerning the OIG budget submission each fiscal year (FY).<sup>9</sup> Each Inspector General is required to transmit a budget estimate and request to the head of the establishment or designated Federal entity to which the Inspector General reports specifying: (1) the aggregate amount of funds requested for the operations of the Inspector General; (2) the amount requested for all training needs, including a certification from the Inspector General that the amount requested satisfies all training requirements for the OIG for the FY; and (3) any resources necessary to support the Council of the Inspectors General on Integrity and Efficiency (CIGIE). In transmitting a proposed budget to the President for approval, the head of each establishment or designated Federal entity must include: (1) an aggregate request for the Inspector General; (2) amounts for Inspector General training; (3) amounts for support of the CIGIE; and (4) any comments of the affected Inspector General with respect to the proposal.

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

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<sup>7</sup> Inspector General Act, 5 U.S.C. §§ 401-424.

<sup>8</sup> *Id.* § 405(a)(15).

<sup>9</sup> Pub. L. No. 110-409, codified in relevant part at 5 U.S.C. § 406(g).

inhibit the Inspector General from performing duties of the OIG.<sup>10</sup>

This process from the Inspector General Reform Act may be effective for those OIGs whose agencies approve, and subsequently respect, the OIGs' full request. However, if agencies do not approve or respect the request, the agency may implement shortfalls against the OIG, despite the need for independence of the OIGs. This situation occurred at the FLRA. Since 2021, the OIG had been seeking one counsel and investigator position to meet the Inspector General Act's requirements that the Inspector General have legal counsel<sup>11</sup> and conduct investigations<sup>12</sup> related to the programs and operations of the FLRA. Each year, this resource was declined by the agency, which put both the agency and Inspector General at risk through constraints on basic oversight. In calendar year 2024, FLRA finally provided the Inspector General with a full-time equivalent to fill the counsel and investigator position.

To correct this critical independence issue, the FLRA OIG continues to request support from the President and appropriators through the identification of those resources in the FLRA's appropriation that are for OIG operations.

### **FLRA-OIG's Budget Estimate and Request for FY 2026**

Following the requirements of the Inspector General Reform Act as specified above, the FLRA Inspector General submits the following budget estimate and request for the OIG for FY 2026:

- The aggregate budget request for the operations of the OIG is \$1,271,065;
- The portion of this amount needed for OIG training is \$10,000; and
- The portion of this amount needed to support the CIGIE is \$5,064.

I certify as the Inspector General of the FLRA that the amount I have requested for training satisfies all training requirements for the OIG for FY 2026.



Inspector General  
Federal Labor Relations Authority

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<sup>10</sup> 5 U.S.C. § 406(g).

<sup>11</sup> *Id.* § 415(g)(4).

<sup>12</sup> *Id.* § 404(a)(1).

## IX. Annual Performance Plan

Consistent with President Trump’s directives, the FLRA has adopted an interim strategic plan with revised Strategic Goals. This section outlines updated performance goals and results.

### FLRA Strategic Goals

Strategic Goal #1	Strategic Goal #2
Resolve matters arising under the Federal Service Labor-Management Relations Statute in a timely, high-quality, and impartial manner.	Manage our resources effectively and efficiently in order to achieve organizational excellence.
Strategic Objectives	
1.1 Achieve or exceed case-resolution timeliness measures, as established by each component.	2.1 Use technology to streamline and enhance organizational operations.
1.2 Provide appropriate statutory guidance and training.	2.2 Act as an effective steward of agency resources.

### **Strategic goal #1: Resolve matters arising under the Federal Service Labor-Management Relations Statute in a timely, high-quality, and impartial manner**

#### **PERFORMANCE GOAL 1.1.1: TIMELY INVESTIGATE, PROSECUTE, AND ADJUDICATE EACH CASE TYPE**

#### **PERFORMANCE GOAL 1.1.2: RESOLVE OVERAGE CASES IN A TIMELY FASHION**

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

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

## **AUTHORITY**

<b>Arbitration Cases</b>	<b>2023</b>	<b>2024</b>	<b>2025 Est.</b>	<b>2026 Est.</b>
Cases pending, start of year	76	80	83	81
<b>Exceptions filed (Intake)</b>	<b>75</b>	<b>70</b>	<b>54*</b>	<b>49*</b>
Total caseload	151	150	137	130
Cases closed procedurally	8	15	10	11
Cases closed based on merits	63	52	46	54
<b>Total cases closed (Output)</b>	<b>71</b>	<b>67</b>	<b>56</b>	<b>65</b>
Cases pending, end of year	80	83	81	65

\*Rates reduced due to EO 14521. Numbers may vary depending on the duration/outcome of EO 14521 litigation.

<b>Measure 1.1.1a: The average age of arbitration cases pending before the Authority.</b>			
<b>Results</b>		<b>Targets</b>	
<b>2023</b>	268 days - <i>Met</i>	<b>2023</b>	268 days
<b>2024</b>	307 days - <i>Not Met</i>	<b>2024</b>	255 days
		<b>2025</b>	292 days
		<b>2026</b>	277 days

<b>Measure 1.1.1b: The percentage of arbitration cases decided or otherwise resolved by the Authority within 210 days of assignment to a Member office.</b>			
<b>Results</b>		<b>Targets</b>	
<b>2023</b>	58% - (35/60 cases) - <i>Met</i>	<b>2023</b>	50%
<b>2024</b>	70% - (39/56 cases) - <i>Met</i>	<b>2024</b>	50%
		<b>2025</b>	50%
		<b>2026</b>	50%

<b>Measure 1.1.2a: The percentage of arbitration exceptions decided or otherwise resolved by the Authority within 365 days of assignment to a Member office.</b>			
<b>Results</b>		<b>Targets</b>	
<b>2023</b>	76% - (54/71 cases) - <i>Met</i>	<b>2023</b>	75%
<b>2024</b>	89% - (50/56 cases) - <i>Met</i>	<b>2024</b>	75%
		<b>2025</b>	75%
		<b>2026</b>	75%

<b>Negotiability Cases</b>	<b>2023</b>	<b>2024</b>	<b>2025 Est.</b>	<b>2026 Est.</b>
Cases pending, start of year	20	16	21	25
<b>Petitions filed (Intake)</b>	<b>49</b>	<b>29</b>	<b>43*</b>	<b>30*</b>
Total caseload	69	45	64	55
Cases closed procedurally	46	23	33	12
Cases closed based on merits	7	1	6	5
<b>Total cases closed (Output)</b>	<b>53</b>	<b>24</b>	<b>39</b>	<b>17</b>
Cases pending, end of year	16	21	25	38

\*Rates reduced due to EO 14521. Numbers may vary depending on the duration/outcome of EO 14521 litigation.

**Measure 1.1.1c: The average age of negotiability cases decided or otherwise resolved by the Authority.**

Results		Targets	
<b>2023</b>	132 days - <i>Met</i>	<b>2023</b>	235 days
<b>2024</b>	35 days - <i>Met</i>	<b>2024</b>	125 days
		<b>2025</b>	119 days*
		<b>2026</b>	113 days

\*5% reduction from 2024 target.

**Measure 1.1.1d: The average age of negotiability cases pending before the Authority.\***

Results		Targets	
<b>2023</b>	211 days - <i>Met</i>	<b>2023</b>	250 days
<b>2024</b>	234 days - <i>Not Met</i>	<b>2024</b>	200 days
		<b>2025</b>	220 days
		<b>2026</b>	209 days

\*Measured at the end of the fiscal year.

**Measure 1.1.2b: The percentage of negotiability cases decided or otherwise resolved by the Authority within 365 days of the filing of a petition for review.**

Results		Targets	
<b>2023</b>	89% – (47/53 cases) - <i>Met</i>	<b>2023</b>	75%
<b>2024</b>	100% – (24/24 cases) - <i>Met</i>	<b>2024</b>	75%
		<b>2025</b>	75%
		<b>2026</b>	75%

ULP Cases	2023	2024	2025 Est.	2026 Est.
Cases pending, start of year	2	1	3	4
<b>Cases filed (Intake)</b>	<b><u>12</u></b>	<b><u>19</u></b>	<b><u>15*</u></b>	<b><u>11*</u></b>
Total caseload	14	20	18	15
Cases closed procedurally	11	16	12	13
Cases closed based on merits	<u>2</u>	<u>1</u>	<u>2</u>	<u>2</u>
<b>Total cases closed (Output)</b>	<b>13</b>	<b>17</b>	<b>14</b>	<b>15</b>
Cases pending, end of year	1	3	4	0

\*Rates reduced due to EO 14521. Numbers may vary depending on the duration/outcome of EO 14521 litigation.

**Measure 1.1.1e: The average age of ULP cases pending before the Authority.\***

Results		Targets	
<b>2023</b>	3 days – <i>Met</i>	<b>2023</b>	150 days
<b>2024</b>	122 days - <i>Met</i>	<b>2024</b>	135 days
		<b>2025</b>	116 days
		<b>2026</b>	110 days

\*Measured at the end of the fiscal year.

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

Results		Targets	
<b>2023</b>	100% – (2/2 cases) - <i>Met</i>	<b>2023</b>	75%
<b>2024</b>	100% – (1/1 cases) - <i>Met</i>	<b>2024</b>	75%
		<b>2025</b>	75%
		<b>2026</b>	75%

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

Results		Targets	
<b>2023</b>	100% – (2/2 cases) - <i>Met</i>	<b>2023</b>	90%
<b>2024</b>	100% – (1/1 cases) - <i>Met</i>	<b>2024</b>	90%
		<b>2025</b>	90%
		<b>2026</b>	90%

Representation Cases	2023	2024	2025 Est.	2026 Est.
Cases pending, start of year	2	4	5	4
<b>Cases filed (Intake)</b>	<b>5</b>	<b>3</b>	<b>5*</b>	<b>3*</b>
Total caseload	7	7	10	7
Cases closed procedurally	0	0	2	1
Cases closed based on merits	5	2	4	4
<b>Total cases closed (Output)</b>	<b>5</b>	<b>2</b>	<b>6</b>	<b>5</b>
Cases pending, end of year	4	5	4	2

\*Rates reduced due to EO 14521. Numbers may vary depending on the duration/outcome of EO 14521 litigation.

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

Results		Targets	
<b>2023</b>	53 days - <i>Met</i>	<b>2023</b>	86 days
<b>2024</b>	141 days - <i>Not Met</i>	<b>2024</b>	50 days
		<b>2025</b>	134 days
		<b>2026</b>	127 days

\*Measured at the end of the fiscal year.

**Measure 1.1.1h:** 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	
<b>2023</b>	100% – (5/5 cases) - <i>Met</i>	<b>2023</b>	100%
<b>2024</b>	100% – (6/6 cases) - <i>Met</i>	<b>2024</b>	100%
		<b>2025</b>	100%
		<b>2026</b>	100%

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

Results		Targets	
<b>2023</b>	80% - (4/5 cases) - <i>Met</i>	<b>2023</b>	75%
<b>2024</b>	100% - (2/2 cases) - <i>Met</i>	<b>2024</b>	75%
		<b>2025</b>	75%
		<b>2026</b>	75%

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

Results		Targets	
<b>2023</b>	100% – (5/5 cases) - <i>Met</i>	<b>2023</b>	90%
<b>2024</b>	100% – (2/2 cases) - <i>Met</i>	<b>2024</b>	90%
		<b>2025</b>	90%
		<b>2026</b>	90%

### **CASE INTAKE AND PUBLICATION (CIP)**

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

Results		Targets	
<b>2023</b>	100% - (94/94 cases) - <i>Met</i>	<b>2023</b>	75%
<b>2024</b>	100% - (65/65 cases) - <i>Met</i>	<b>2024</b>	75%
		<b>2025</b>	75%
		<b>2026</b>	75%

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

Results		Targets	
<b>2023</b>	100% - (94/94 cases) - <i>Met</i>	<b>2023</b>	100%
<b>2024</b>	100% - (65/65 cases) - <i>Met</i>	<b>2024</b>	100%
		<b>2025</b>	100%
		<b>2026</b>	100%

### **OFFICE OF GENERAL COUNSEL**

ULP Cases	2023	2024	2025 Est.	2026 Est.
Cases pending, start of year	1291	1104	1436	1942
Charges filed ( <b>Intake</b> )	<u>2641</u>	<u>2877</u>	<u>2603*</u>	<u>2358*</u>
<b>Total caseload</b>	<b>3932</b>	<b>3981</b>	<b>4039</b>	<b>4300</b>
Charges withdrawn/settled	1951	2075	1719	1417
Charges dismissed	452	470	378	315
Complaints issued	<u>425</u>	<u>0<sup>1</sup></u>	<u>0<sup>1</sup></u>	<u>125<sup>1</sup></u>
<b>Total cases closed (Output)*</b>	<b>2828</b>	<b>2545</b>	<b>2097</b>	<b>1857</b>
<b>Cases pending, end of year</b>	<b>1104</b>	<b>1436</b>	<b>1942</b>	<b>2443</b>

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

\*Rates reduced due to EO 14521. Numbers may vary depending on the duration/outcome of EO 14521 litigation.

**Measure 1.1.1l:** 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	
<b>2023</b>	73% – (2053/2828 cases) - <i>Met</i>	<b>2023</b>	70%
<b>2024</b>	50% – (1278/2545 cases) - <i>Not Met</i>	<b>2024</b>	70%
		<b>2025</b>	70%
		<b>2026</b>	70%



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

Results		Targets	
<b>2023</b>	93% – (2636/2828 cases) - <i>Not Met</i>	<b>2023</b>	95%
<b>2024</b>	91% – (2307/2545 cases) - <i>Not Met</i>	<b>2024</b>	95%
		<b>2025</b>	95%
		<b>2026</b>	95%

Representation Cases	2023	2024	2025 Est.	2026 Est.*
Cases pending, start of year	83	57	54	179
<b>Petitions filed (Intake)</b>	<b><u>167</u></b>	<b><u>185</u></b>	<b><u>290*</u></b>	<b><u>126*</u></b>
Total caseload	250	242	344	305
Petitions withdrawn	65	85	70	70
Cases closed based on merits	<u>128</u>	<u>102</u>	<u>95</u>	<u>95</u>
<b>Total cases closed (Output)*</b>	<b>193</b>	<b>187</b>	<b>165</b>	<b>165</b>
Cases pending, end of year	57	54	179	140

<sup>1</sup> The Authority will reduce its review structure in FY26 Representation cases.

\*Rates reduced due to EO 14521. Numbers may vary depending on the duration/outcome of EO 14521 litigation.

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

Results		Targets	
<b>2023</b>	59% (113/193 cases) - <i>Not Met</i>	<b>2023</b>	70%
<b>2024</b>	67% (125/187 cases) - <i>Not Met</i>	<b>2024</b>	70%
		<b>2025</b>	70%
		<b>2026</b>	70%

**Measure 1.1.2f:** The percentage of representation cases resolved by the OGC through withdrawal, election, or issuance of a Decision and Order within 365 days of the filing of a petition.

Results		Targets	
<b>2023</b>	96% (185/193 cases) - <i>Met</i>	<b>2023</b>	95%
<b>2024</b>	95% (177/187 cases) - <i>Met</i>	<b>2024</b>	95%
		<b>2025</b>	95%
		<b>2026</b>	95%

ULP Appeals	2023	2024	2025 Est.	2026 Est.
Appeals pending, start of year	367	400	534	635
<b>Appeals filed (Intake)</b>	<b><u>113</u></b>	<b><u>148</u></b>	<b><u>115*</u></b>	<b><u>95*</u></b>
Total caseload	479	548	649	730
<b>Appeals closed (Output)</b>	<b><u>80</u></b>	<b><u>14</u><sup>1</sup></b>	<b><u>14</u><sup>1</sup></b>	<b><u>50</u><sup>1</sup></b>
Appeals pending, end of year	400	534	635	680

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

\*Rates reduced due to EO 14521. Numbers may vary depending on the duration/outcome of EO 14521 litigation.

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

Results		Targets	
<b>2023</b>	100% (80/80) - <i>Met</i>	<b>2024</b>	95%
<b>2024</b>	100% (14/14) - <i>Met</i>	<b>2024</b>	95%
		<b>2025</b>	95%
		<b>2026</b>	95%

### **FEDERAL SERVICE IMPASSES PANEL**

Impasses	2023	2024	2025 Est.	2026 Est.
Cases pending, start of year	16	17	21	1
<b>Impasses filed (Intake)</b>	<b>84</b>	<b>88</b>	<b>76*</b>	<b>63*</b>
Total caseload	100	105	97	64
Panel Decision	13	11	4	
Panel declined jurisdiction	20	12	14	
Settled with Panel assistance	20	28	12	
Voluntarily withdrawn	30	33	15	
<b>Cases closed total (Output)</b>	<b>83</b>	<b>84</b>	<b>45</b>	<b>60</b>
Cases pending, end of year	17	21	1	4

\*Rates reduced due to EO 14521. Numbers may vary depending on the duration/outcome of EO 14521 litigation.

**Measure 1.1.2g:** The percentage of bargaining-impasse cases in which the FSIP declines jurisdiction within 140 days of the date filed.

Results		Targets	
<b>2023</b>	100% - (20/20 cases) - <i>Met</i>	<b>2023</b>	90%
<b>2024</b>	100% - (12/12 cases) - <i>Met</i>	<b>2024</b>	90%
		<b>2025</b>	90%
		<b>2026</b>	90%

**Measure 1.1.2h:** The percentage of bargaining-impasse cases that are voluntarily settled within 160 days of the date filed.

Results		Targets	
<b>2023</b>	100% - (20/20 cases) - <i>Met</i>	<b>2023</b>	80%
<b>2024</b>	93% - (26/28 cases) - <i>Met</i>	<b>2024</b>	80%
		<b>2025</b>	80%
		<b>2026</b>	80%

**Measure 1.1.2i:** 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	
<b>2023</b>	100% - (13/13 cases) - <i>Met</i>	<b>2023</b>	80%
<b>2024</b>	100% - (11/11 cases) - <i>Met</i>	<b>2024</b>	80%
		<b>2025</b>	80%
		<b>2026</b>	80%

**PERFORMANCE GOAL 1.2.1: PROVIDE IN-PERSON AND DIGITAL TRAINING FOR THE FEDERAL SECTOR LABOR-MANAGEMENT COMMUNITY**

**PERFORMANCE GOAL 1.2.2: UPDATE GUIDANCE REGULARLY TO ENSURE CONSISTENCY WITH CURRENT CASE LAW AND PRACTICES**

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The FLRA delivers guidance and training to the federal sector labor-management community. Trainings are in-person, virtual, and on-demand (YouTube).

**Measure 1.2.1a: The number of training recipients.**

Results		Targets	
<b>FY23</b>	22,946 - <i>Met</i>	<b>FY23</b>	15,000
<b>FY24</b>	39,993 - <i>Met</i>	<b>FY24</b>	15,000
		<b>FY25</b>	15,000
		<b>FY26</b>	15,000

**Measure 1.2.1b: The number of times on-demand online training is used.**

Results		Targets	
<b>FY23</b>	18,000+ - <i>Met</i>	<b>FY23</b>	1,000
<b>FY24</b>	27,000+ - <i>Met</i>	<b>FY24</b>	1,000
		<b>FY25</b>	1,000
		<b>FY26</b>	1,000

**Measure 1.2.2a: Update one guidance document. (New as of FY26)**

Results		Targets	
		<b>FY26</b>	1

**Strategic Goal 2: Manage our resources effectively and efficiently in order to achieve organizational excellence.**

The FLRA's ability to fulfill its core mission under the Statute depends on excellent management of the organization and its resources. The Federal workplace continues to evolve and the agency must respond to rapidly changing influxes or reductions in workload.

The FLRA continues to be an effective steward of taxpayer dollars and at the time of this document's drafting is implementing Phase 1 of its ARRP to comply with Presidential directives. The Agency's plan is designed to foster nimble and seamless deployment of resources coupled with cost-avoidance strategies to support productive and efficient labor-management relations across the Federal Government.

**PERFORMANCE GOAL 2.1.1: IMPROVE EFILING CAPABILITY AND MAXIMIZE ITS USE IN RECEIVING CASE FILINGS**

**PERFORMANCE GOAL 2.1.2: CONTINUE DEVELOPMENT OF A UNIFORM CASE MANAGEMENT SYSTEM ACROSS THE AGENCY**

<b>Measure 2.1.1a: Expand the use of electronic filing for all components.</b>	
<b>Results</b>	
<b>2023</b>	<ul style="list-style-type: none"> <li>Cases eFiled: 79% (Goal: 80%) Lack of funding slowed work re: eFiling improvements</li> </ul>
<b>2024</b>	<ul style="list-style-type: none"> <li>100% of cases filed with OALJ are now eFiled.</li> <li>Cases eFiled: 77% (Goal 80%) Lack of funding slowed work re: eFiling improvements</li> </ul>
<b>Targets</b>	
<b>2025</b>	<ul style="list-style-type: none"> <li>Investigate additional filing/submission types for addition to eFiling system.</li> <li>Implement significant regulatory changes to align with Electronic Case Filing modernization efforts.</li> </ul>
<b>2026</b>	<ul style="list-style-type: none"> <li>Implement additional filing/submission types to eFiling system.</li> <li>Implement significant regulatory changes to align with Electronic Case Filing modernization efforts.</li> </ul>

<b>Measure 2.1.1b: Move the FLRA towards 100% electronic case files, electronic permanent records, and electronic case management.</b>	
<b>Results</b>	
<b>2023</b>	<ul style="list-style-type: none"> <li>Minor improvements to the Authority CMS system</li> </ul>
<b>2024</b>	<ul style="list-style-type: none"> <li>Development underway for the OGC Component CMS.</li> </ul>
<b>Targets</b>	
<b>2025</b>	<ul style="list-style-type: none"> <li>Complete a minimum viable product for the OGC.</li> <li>Begin planning for necessary changes to coincide with Agency changes.</li> </ul>
<b>2026</b>	<ul style="list-style-type: none"> <li>Finalize needed changes for OGC and begin FSIP development.</li> <li>Align Agency policies and procedures for 100% electronic records</li> </ul>

<b>Measure 2.1.1c: Achieve an exceptional level of information security by increasing the percentage of systems using a zero-trust model and multifactor authentication and by promptly complying with cybersecurity orders and directives.</b>	
<b>Results</b>	
<b>2023</b>	<ul style="list-style-type: none"> <li>80% of systems fully Zero Trust, but lack of funding for systems modernization prohibited progress</li> </ul>
<b>2024</b>	<ul style="list-style-type: none"> <li>85% of systems fully Zero Trust, MFA added where fiscally feasible.</li> <li>Funding continued to be greatest hurdle in achieving 100% Zero Trust, MFA.</li> </ul>
<b>Targets</b>	
<b>2025</b>	<ul style="list-style-type: none"> <li>100% Zero Trust architecture, MFA in all internal and external facing systems.</li> </ul>
<b>2026</b>	<ul style="list-style-type: none"> <li>Full alignment with all Administration goals</li> <li>100% Zero Trust architecture, MFA in all internal and external facing systems.</li> </ul>

<b>Measure 2.1.1d: Assess how internal and external customers perceive the effectiveness of the Agency's IT modernization efforts.</b>	
<b>Results</b>	
<b>2023</b>	<ul style="list-style-type: none"> <li>Near 100% participation in the opt-in for electronic delivery of eFiled cases.</li> </ul>

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

**PERFORMANCE GOAL 2.2.1: IMPROVE AGENCY AGILITY AND KNOWLEDGE TRANSFER THROUGH CROSS-COMPONENT TRAINING AND DETAILS**

<b>Measure 2.2.1a:</b> Provide cross-component training opportunities. (New as of FY25)	
<b>Targets</b>	
<b>2025</b>	<ul style="list-style-type: none"> <li>• Conduct cross-component training on representation caselaw and case-handling procedures.</li> <li>• Maintain and grow agency expertise by providing detail opportunities.</li> <li>• Provide informal professional growth opportunities.</li> </ul>
<b>2026</b>	<ul style="list-style-type: none"> <li>• Maintain and grow agency expertise by providing detail opportunities.</li> <li>• Continue to provide informal professional growth opportunities.</li> </ul>