



# **FEDERAL LABOR RELATIONS AUTHORITY**

## **STRATEGIC PLAN**

**2026 – 2030**

**Issued 4/3/2026**

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## MESSAGE FROM THE CHAIRMAN

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Congress, in passing the Federal Service Labor-Management Relations Statute (the Statute), found that the experience in both private and public employment indicated that collective bargaining was in the public interest. The Statute created the Federal Labor Relations Authority (FLRA or Agency) to provide leadership in establishing policies and guidance to allow for collective bargaining through procedures designed to meet the special requirements and needs of the Federal government and for the Statute to be interpreted in a manner consistent with the requirement of an effective and efficient government.

This 5-year Strategic Plan aligns its goals and objectives with the current administration’s initiatives, and the FLRA’s statutory mission, and is consistent with the Government Performance and Results Modernization Act of 2010 (GPRA).

Several Presidential initiatives, in particular, directed our strategic planning. Executive Order No. 14210, [Implementing the President’s “Department of Government Efficiency” Workforce Optimization Initiative](#) (February 11, 2025) (*Workforce Optimization EO*) and related guidance, challenged the agency to develop “a positive vision for more efficient, productive agency operations going forward.” Executive Order No. 14251, [Exclusions from Federal Labor-Management Relations Programs](#) (March 27, 2025) (*Exclusions EO*), Executive Order 14343, [Further Exclusions From the Federal Labor-Management Relations Program](#) (August 28, 2025) (*Further Exclusions EO*), and related guidance, excluded numerous agencies and subcomponents from statutory coverage due to national security concerns (under Section 7103(b)(1)). The *Exclusions EO* and *Further Exclusions EO* do not alter the FLRA’s statutory duties or its required components, but the reduction in jurisdiction will likely affect the personnel and resources the FLRA would need to fulfill mandatory functions going forward. Consistent with these initiatives, the FLRA evaluated its caseload projections in order to make data-driven resource-allocation and staffing decisions. The FLRA also reimagined its organization and developed a strategy to eliminate duplicative processes and place greater emphasis on in-person customer interaction—both of which will result in a more nimble, efficient Agency.

While the FLRA is committed to increasing efficiency and improving service to its parties, the FLRA performs at its best when it is completely staffed with Presidential leadership. As of the drafting of this plan, the Agency has several remaining vacancies including the General Counsel and the Federal Service Impasses Panel.

I am pleased to submit the FLRA’s Strategic Plan. To ensure maximum effectiveness and efficiency as it changes, the FLRA plans to focus its attention on the reason it exists—namely the mission laid out in the Statute.

A handwritten signature in blue ink, appearing to read 'Colleen', with a long, sweeping underline.

Colleen Duffy Kiko  
Chairman, Federal Labor Relations Authority

## AGENCY OVERVIEW

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The FLRA is an independent agency created by Title VII of the Civil Service Reform Act of 1978. The FLRA has three independent statutory components, each with unique roles and responsibilities:

- (1) the Federal Labor Relations Authority (the Authority),
- (2) the Office of the General Counsel (OGC), and
- (3) the Federal Service Impasses Panel (FSIP).

The Authority is composed of three members, not more than two of whom may be adherents of the same political party. 5 U.S.C. 7104(a). The Members are appointed by the President, by and with the advice and consent of the Senate, for terms of five years. The President designates one Member to serve as Chairman of the FLRA. The Chairman is the Agency's chief executive and administrative officer. 5 U.S.C. 7104(b).

The General Counsel (GC) is appointed by the President, by and with the advice and consent of the Senate, for a term of five years. 5 U.S.C. 7104(f)(1).

FSIP is composed of a Chairman and at least six other members, who are appointed by the President, solely on the basis of fitness to perform the duties and functions involved, from among individuals who are familiar with Government operations and knowledgeable in labor-management relations. 5 U.S.C. 7119(c)(2).

## MISSION AND RESPONSIBILITIES

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The FLRA's mission 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.*

Matters before the Authority originate with filings from unions, agencies, and federal employees. To respond to these filings, the Authority:

- (A) determines the appropriateness of units for labor organization representation under 5 U.S.C. 7112;
- (B) supervises or conducts 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 administers the provisions of 5 U.S.C. 7111 relating to the according of exclusive recognition to labor organizations;
- (C) prescribes criteria and resolves issues relating to the granting of national consultation rights under 5 U.S.C. 7113;
- (D) prescribes criteria and resolves issues relating to determining the existence of a compelling need for agency rules or regulations under 5 U.S.C. 7117(b);
- (E) resolves issues relating to the duty to bargain in good faith under 5 U.S.C. 7117(c);
- (F) prescribes criteria relating to the granting of consultation rights with respect to conditions of employment under 5 U.S.C. 7117(d);
- (G) conducts hearings and resolves complaints of unfair labor practices under 5 U.S.C. 7118;
- (H) resolves exceptions to arbitrators' awards under 5 U.S.C. 7122; and

(I) takes such other actions as are necessary and appropriate to effectively administer the provisions of the Statute. 5 U.S.C. 7105(a)(2).

The GC:

- (A) investigates alleged unfair labor practices under the Statute;
- (B) files and prosecutes complaints under the Statute; and
- (C) exercises such other powers of the Authority as the Authority may prescribe. 5 U.S.C. 7104(f)(2).

The GC has direct authority over, and responsibility for, all employees in the OGC, including employees in OGC regional offices of the FLRA. 5 U.S.C. 7104(f)(3).

FSIP promptly investigates any impasses presented to it under the Statute or the Federal Employees Flexible and Compressed Work Schedules Act and either:

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

If the parties do not arrive at a settlement, FSIP may take whatever action is necessary and consistent 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).

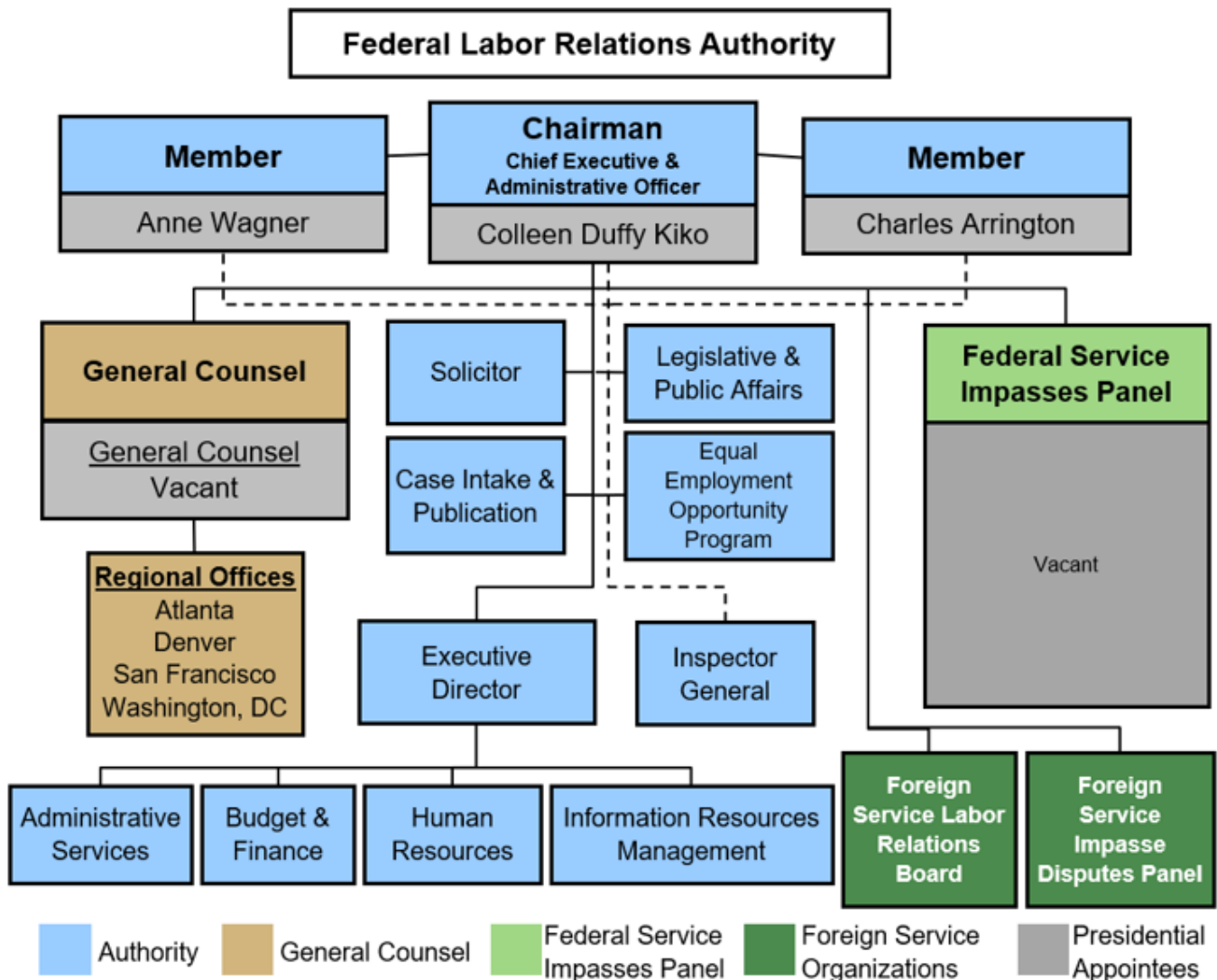
## VISION

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The FLRA's vision, which drives achievement of its mission, is:

*To accomplish its mission in a timely, high quality and impartial manner and in a manner consistent with the requirement of an effective and efficient Government.*

## ORGANIZATIONAL STRUCTURE



\*Proposed FY26 organizational chart. The FLRA is making organizational/regulatory changes to implement this chart.

Within the Authority, the Chairman’s jurisdiction includes the Office of the Solicitor, the Office of Case Intake and Publication, the Office of Legislative and Public Affairs, the Equal Employment Opportunity Program and the Office of the Executive Director. The Office of Inspector General is an independent entity within the Authority. OGC’s jurisdiction includes its headquarters and regional office staff.

Pursuant to the Foreign Service Act of 1980, 22 U.S.C. 4101-4118, the FLRA also provides full program and staff support to two additional bodies – the Foreign Service Labor Relations Board and the Foreign Service Impasse Disputes Panel.

The Foreign Service Labor Relations Board oversees the labor-management relations program for certain Foreign Service employees. The Foreign Service Impasse Disputes Panel assists in resolving bargaining impasses arising in the course of collective bargaining between those employees’ exclusive representatives and certain Foreign Service agencies.

# STRATEGIC GOALS, OBJECTIVES, STRATEGIES, AND PERFORMANCE GOALS

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The FLRA has a distinct statutory role and mission to fulfill in the Federal Government. The Agency has two strategic goals driving the fulfillment of its mission.

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

## GOAL 1: STRENGTHEN FEDERAL LABOR RELATIONS BY RESOLVING MATTERS IN A TIMELY, HIGH-QUALITY, AND IMPARTIAL MANNER AND BY ISSUING CLEAR GUIDANCE TO PARTIES

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### Goal Overview

The FLRA ensures it will resolve matters in a timely, high-quality, and impartial manner by achieving or exceeding case-resolution timeliness measures and by providing appropriate statutory guidance and training.

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

#### Overview and Implementation Strategies

Timeliness measures are essential for accountability in the Agency’s case-resolution processes. The process for each case type is unique and many case types are processed by different combinations of independent components and offices. For this reason, the FLRA historically has, and will continue to, set separate timeliness measures by component and sometimes by case type within a component. Targets for these measures are provided annually in the Performance and Accountability Report (PAR). The following strategies describe the data-driven process used to achieve FLRA’s timeliness goals:

- Establish target goals for timeliness measures and discuss lessons learned and best practices among the components annually.
- Create and maintain cross-component reporting tools in order to regularly evaluate timeliness, share updates and best practices, and promote accountability.

#### Components Involved:

- The Authority
- OGC
- FSIP

### Performance Goals for Objective 1.1:

- Performance Goal 1.1.1: Timely investigate, prosecute, and adjudicate each case type.

### Strategic Objective 1.2: *Provide appropriate statutory guidance and training.*

#### Overview and Implementation Strategies

The FLRA offers guidance and training (in-person and digital) to the federal-sector labor-management community regarding the Statute and the handling of labor-management disputes. These educational resources contribute to the prevention of disputes and increase efficiency. The following strategy describes the resources the FLRA will use to achieve this objective:

- Utilize experts across various components to produce dynamic training, guides, and manuals to engage all stakeholders.

#### Components Involved:

- The Authority
- OGC
- FSIP

### Performance Goals for Objective 1.2:

- 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 to ensure consistency with current case law and practices.

## GOAL 2: STRENGTHEN OUR WORKFORCE AND TECHNOLOGICAL CAPACITIES TO SUPPORT THE NEEDS OF OUR PARTIES AND FULFILL OUR MISSION

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### Goal Overview

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

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

#### Overview and Implementation Strategies

Using technology more effectively will help the FLRA better interact with parties, manage caseloads more efficiently, and support a more flexible work environment. To meet these outcomes, the FLRA remains engaged in a multi-year effort to modernize its case files, tracking, and reporting systems. As the FLRA evaluates new technologies, including artificial intelligence, leaders must ensure that these tools support the Agency's mission, while remaining mindful of limited available resources. The following strategies outline the human capital, technology, and processes the FLRA will employ to achieve this objective:

- Utilize IT expertise to explore software enhancements/upgrades for efficiencies.

- Continue implementation of electronic case files and modernization of case management and tracking systems.

#### Components Involved:

- The Authority
- OGC
- FSIP

#### Performance Goals for Objective 2.1:

- Performance Goal 2.1.1: Improve eFiling capabilities and continue developing a uniform case management system across the agency.
- Performance Goal 2.1.2: Continue IT modernization and cybersecurity efforts.

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

#### Overview and Implementation Strategies

The FLRA's key resources are its employees and its appropriations. Both resources must be carefully assessed, effectively managed, and prudently deployed consistent with the Agency's mission and workload. This requires an all-hands-on-deck approach, in which everyone – administrative staff, program management staff, managers and executives – prioritizes the Agency's overall mission. The following strategies describe the processes the FLRA will focus on to achieve this objective:

- Leverage data, analytics and information management to evaluate and improve agency programs and processes.
- Engage all personnel by utilizing training and details to enhance employee skills and flexibility.
- Utilize a strategic-resource-planning process to inform the budget-planning cycle.

#### Components and External Partners:

- The Authority
- OGC
- FSIP
- Office of Management and Budget (OMB)
- Performance Improvement Council (PIC)
- Office of Personnel Management (OPM)

#### Performance Goals for Objective 2.2:

- Performance Goal 2.2.1: Improve Agency agility and knowledge transfer through cross-component training and details.
- Performance Goal 2.2.2: Ensure mission alignment with performance plans across the agency.