



General Services Administration (GSA) Implementation Plan

Revised March 29, 2012

Executive Order 13522: Creating Labor-Management Forums to Improve Delivery of Government Services

Consistent with the requirements of Executive Order 13522 and the January 29, 2009 Office of Personnel Management (OPM) and the Office of Management and Budget (OMB) guidance regarding federal agency implementation plans, GSA submitted its initial plan to the National Council on Federal Labor Management Relations on March 9, 2011. However shortly thereafter, GSA's efforts stalled to establish a Joint Labor Management Relations Forum (Joint Forum) with its two national labor unions: the American Federation of Government Employees (AFGE) and the National Federation of Federal Employees (NFFE). GSA and its unions nevertheless continued to pursue those efforts, and a Joint Forum was established January 5, 2012.

In light of this development, GSA is submitting this revised implementation plan developed jointly with its unions reflecting the progress made through the re-establishment of the Agency's Joint Forum and future plans to implement labor-management forums at GSA. Our revised implementation plan submitted here sets out the steps the Joint Forum will take in the metric categories set out by the OPM/OMB guidance.

Assessment of the Current State of Labor Relations

The Executive Order at Section 3 (b) (i) requires that agencies conduct a baseline assessment of the current state of their labor relations. Prior to the re-establishment of a revived GSA Joint Forum, the Parties' initial efforts conducted an independent survey in December 2010 to assess labor relations within GSA. Twenty-five managers and supervisors and over fifteen union representatives were surveyed through personal interviews. The survey assessment identified a historically difficult labor-management relationship and steps that could be taken to move the relationship to one of collaboration consistent with the Executive Order's instructions. The results of this assessment will continue to serve as the revived Joint Forum's benchmark from which progress towards improving GSA labor-management relations will be measured. In addition, the current Joint Forum members from both labor and management have jointly agreed that we must postpone a second survey so as to be able to measure the actual progress the Joint Forum is committed to making as it moves forward.

Actions:

1. Labor and management will use their initial assessment of the 2010 survey as its baseline for measuring its labor-management relations climate.
2. The Joint Forum will conduct a second follow-up survey to measure progress made in its labor-management relations since its recent re-establishment.

Establishment of Labor Management Forums

As noted above, our first efforts to establish a Joint Forum had stalled, but we have revived the Joint Forum. With its re-establishment, the Joint Forum adopted a Charter January 5, 2012. The Joint Forum has met monthly since the adoption of its Charter, and it adopted a schedule for its future meetings at its March 28-29, 2012 meeting. With the adoption of its Charter, the Joint Forum defined its vision for future labor-management relations in GSA. The Charter includes ground rules to guide the Joint Forum's deliberations. Its February 22-23, 2012 meeting adopted criteria that define what pre-decisional means as applied in the Joint Forum, and it plans to further refine its understanding of pre-decisional involvement for GSA as a whole. The Joint Forum considered this revised implementation plan at its March 28-29, 2012 meeting.

In addition, the Joint Forum's January 4-5, 2012 meeting identified priority issues it will focus on as we move forward. Those issues include: medical documentation requirements and processes; GSA's moves toward changing the way its work is done and the mobile work concept; the Agency's reasonable accommodation policies and procedures; labor-management training for managers and supervisors; performance management within a mobile work environment; the Agency's performance measures; return to work programs; and adoption of a Joint Forum communications plan. The Joint Forum has already adopted its Reasonable Accommodation Subcommittee's recommendations for updating policies and procedures for that program.

Together with its unions, the Parties initially reported a focus on establishing one GSA Joint Forum including both AFGE and NFFE. With progress stalled in efforts at that time to establish a functioning Joint Forum, a separate subsidiary AFGE/GSA Forum was established in December 2010. The current Joint Forum's focus is on issues that relate to AFGE specific bargaining units. In addition, we initially reported consideration for establishing forums at lower GSA organization levels. We can report agreement to create subsidiary regional NFFE/GSA labor-management forums where the union represents bargaining unit employees.

Actions:

1. The Joint Forum will adopt metrics for each of the priority issues it has identified. The metrics will be developed and adopted as the Joint Forum considers each priority issue.
2. The AFGE/GSA Forum will continue to consider AFGE-specific issues effecting bargaining units where the union represents bargaining unit employees.
3. GSA and NFFE will proceed jointly to establish NFFE/GSA regional labor-management forums.
4. The Joint Forum will consider and develop labor-management training for the Agencies' managers and supervisors.
5. GSA has established an Agency Reasonable Accommodation Work Group which has taken up the Joint Forum Reasonable Accommodation Subcommittee's recommendations as a guide for the Work Group in developing recommendations to update GSA reasonable accommodation policy and processes.

Development of Goals and Metrics

As noted above, the Joint Forum has agreed to develop issue-specific metrics to measure progress made in the priority issues that it has identified for its consideration. Those metrics

will define the problem to be solved, the metrics that will be applied to measure progress made in the areas considered, and the resources needed for applying Joint Forum metrics.

Actions:

1. Metrics will be mutually adopted for each of the priority issues the Joint Forum has identified for its attention and consideration.
2. The Joint Forum metrics will be used to establish baselines from which progress on the identified priority issues will be measured.
3. The Joint Forum will use its initial survey assessment of the state of the Agency's labor-management relations climate as its baseline and will conduct a follow-up survey from which to assess progress made.
4. The Joint Forum will jointly agree upon GSA agency performance goals that will be used to measure and identify Agency performance goals for its focus and for measuring the Joint Forum's contribution toward meeting the selected Agency goals.

Devotion of Resources

Beyond the Agency resources has expended to date to establish a revived Joint Forum and to staff Joint Forum deliberations and meetings, the Agency is committed to provide the necessary support and resources for pursuing Joint Forum activities as outlined in this implementation plan. In this connection, GSA has provided and is using an outside neutral facilitator to guide its meetings to date.

Actions:

1. GSA will devote resources necessary to continue the progress that the Joint Forum has now made and to build on that progress to firmly establish a collaborative approach to future labor-management relations in GSA.
2. The GSA will continue to support facilitation for all future meetings and other appropriate joint deliberations, as appropriate.
3. The Joint Forum will provide necessary resources for participants' travel and for their preparation for Joint Forum meeting.
4. The Agency will provide necessary resources for Work Groups it may establish to develop and pursue Joint Forum goals and recommendations.
5. Resources will be provided for applying the metrics which Joint Forum will jointly develop to measure progress in meeting its metrics goals.
6. GSA will expend necessary resources for developing and implementing labor relations training for its managers and supervisors.
7. The Agency will provide necessary IT support (e.g., video conferencing, teleconferencing, shared work drives, establishing a Joint Forum website.etc.)