

**National Council on Federal Labor-Management Relations
30th Public Meeting
March 19, 2014**

The National Council on Federal Labor-Management Relations held its 30th meeting at the Office of Personnel Management (OPM) on March 19, 2014. Co-chairing the meeting were OPM Director Katherine Archuleta, and Ms. Beth Cobert, Deputy Director for Management, Office of Management and Budget (OMB). The following Council members also attended the meeting:

Council Member	Title
Ms. Carol Bonosaro	President, Senior Executives Association
Mr. J. David Cox	President, American Federation of Government Employees
Mr. William Dougan	President, National Federation of Federal Employees
Mr. Michael Filler	Director of Public Services, International Brotherhood of Teamsters
Mr. David Holway	National President, National Association of Government Employees
Mr. Gregory Junemann	President, International Federation of Professional and Technical Engineers
Ms. Colleen M. Kelley	National President, National Treasury Employees Union
Mr. H.T. Nguyen	Executive Director, Federal Education Association
Ms. Carol Waller Pope	Chair, Federal Labor Relations Authority

The following individuals sat in for absent Council members:

- Ms. Catherine Emerson, Chief Human Capital Officer (CHCO), Department of Homeland Security, for Mr. Alejandro Mayorkas, Deputy Secretary of Homeland Security.
- Ms. Gina S. Farrisee, Assistant Secretary for Human Resources & Administration, Department of Veterans Affairs, for Mr. Sloan Gibson, Deputy Secretary of Veterans Affairs;
- Mr. Oscar Gonzales, Deputy Chief of Staff, Department of Agriculture, for Ms. Krysta Harden, Deputy Secretary of Agriculture;
- Mr. T. Michael Kerr, Assistant Secretary for Administration and Management, Department of Labor, for Ms. Patricia Smith, Acting Deputy Secretary of Labor;
- Mr. Greg Stanford, Director of Government Affairs, Federal Managers Association (FMA), for Ms. Patricia Niehaus, National President, FMA;

- Mr. Frederick E. Vollrath, Principal Deputy Assistant Secretary of Defense for Readiness and Force Management, for Ms. Christine H. Fox, Acting Deputy Secretary of Defense.

The Designated Federal Officer, Mr. Tim Curry, OPM Deputy Associate Director, Partnership and Labor Relations, was present, as were 2 media representatives and 44 other members of the public.

Agenda Item I: Welcome

At 10:05 a.m., Mr. Curry began the meeting with, “Good morning. Thank you for your attendance today. Welcome to the second National Council meeting for 2014. Before we begin today’s Council meeting, I would like to make one administrative announcement. This Council operates as a committee under the Federal Advisory Committee Act or FACA. To facilitate opportunities for those of you who are not members of the Council and any other members of the public to address the Council directly, we have set aside time on the agenda for you to make brief statements to the Council. If you wish to address the Council regarding any topics presented today or any other matter, we request that you wait until the appropriate time on the agenda when we ask if any member of the public wishes to make any brief statements to the Council. Before we move on to today’s agenda, we have some Council business to address. We previously shared the draft minutes of the January 2014 meeting with you via e-mail. We’ve adopted all edits and corrections that were submitted. We recommend the Council approve the minutes for the January 2014 meeting. Do I have a motion to adopt the January 2014 meeting minutes?” The Council unanimously approved the minutes without further revision, and proceeded with the meeting agenda.

Mr. Curry continued, “Before we hear from the problem resolution subcommittee, I am going to turn it over to the Council co-chairs who wish to make a few remarks.” Ms. Katherine Archuleta began her opening remarks by addressing the recent ‘snow call’ saying that she made the last snow call of the year and hopes to not make any more. Ms. Beth Cobert followed-up by saying “knock-on-wood!” Ms. Archuleta continued by noting that this past Monday was her twelfth 3:00 AM snow call. Then she continued by thanking the Council members for being at the second Council meeting this year. “Before we start on our agenda for today’s meeting, I would like to briefly discuss OPM’s Strategic Information Technology Plan with you. You may recall during my confirmation hearing last year, I made a commitment to assess the state of IT at OPM and to develop a plan that addresses areas of weakness and builds on areas of strength. Last week, I publicly released this new strategic IT plan. I’ve had the opportunity to chat with some of you about this plan and look forward to working with all of you as we move forward in implementing it. You may be asking...how does OPM’s strategic IT plan impact me and my organization?” Ms. Archuleta mentioned that among other things, this plan will position OPM to deliver on high-priority initiatives with government-wide impact such as Retirement Services IT projects, to which she highlighted the case management system there, and USAJOBS, to which she said the IT plan will allow OPM to take a deep dive and figure out how we might be able to improve access. She added that the strategic IT plan gives OPM a good vision going forward and it talks to collaboration. The plan would allow for OPM to reduce redundancy, leverage the limited resources that

OPM has: “We will be able to better serve our customers – all of you – with greater accountability and cost savings. This plan will position OPM to be successful in the short term as well as the long term. I look forward to working with all of you as we move forward in implementing this plan.”

Ms. Archuleta then turned the opening remarks over to Ms. Cobert. After Ms. Cobert told Ms. Archuleta that she appreciated her doing the 3:00 AM snow call, she said that she first wanted to introduce Lisa Danzig from OMB, who was present for the meeting, and who had come to them from the Department of Housing and Urban Development (HUD). Prior to HUD, Danzig worked for the New York City Mayor’s office, and before that as a community organizer in San Francisco. Ms. Cobert noted that Ms. Danzig brings a broad spectrum of knowledge to her position and a tremendous network saying that OMB is delighted to have her join the team. Ms. Cobert continued that she wanted to give the Council an update about where they are at OMB starting with an update on the Fiscal Year (FY) 2015 Budget: “The President’s Management Agenda was a big piece of the budget. We had a chance to talk with many of you and I really appreciated our informal conversations. I think we’ve gotten back to everyone who had questions, but send me a note or grab me after the meeting if anything is outstanding. At our last meeting Carol [Bonosaro, from SEA] asked if I could tell the Council a bit more about the President’s Management Agenda. This is a living agenda; we will make adjustments where needed and expand upon areas of progress. The 21st Chapter of the Budget does a good job of describing the efforts that fall under the four pillars of the President’s Management Agenda – I encourage you to read it. These four core themes are effectiveness, which is about delivering world class customer service to citizens and businesses, and includes areas such as improving application processes and investing in new approaches to digital services – effective customer service requires the engagement of federal workers; efficiency, which is about increasing the quality and value in core operations, as well as enhancing productivity to achieve cost savings, including efforts like cost and quality benchmarking in human resources, finance, and IT; economic growth, is about opening government assets as a platform for innovation and job creation, and includes efforts like opening data to spark innovation and accelerating and institutionalizing lab-to-market practices; and people and culture, which includes working with agency leaders and managers to ensure adequate focus on work environments that support and engage our talented workforce, strengthening our management teams, and enabling agencies to hire from all segments of society. Unless we have engaged and talented people in the federal workforce we will not achieve our goals.” She noted that the themes will remain the same, but that she was looking forward to working with the Council on implementation. She also encouraged the Council members to check out the Federal Workforce chapter in the Analytical Perspectives volume which discusses multi-decades trends in federal employment.

Agenda Item II: Employee Engagement Work Group

Mr. Curry continued, “As you may recall from the November 2013 meeting, the Council decided to partner with the Chief Human Capital Officers Council on the issue of employee engagement. A workgroup was formed and is co-chaired by someone from labor and someone from the CHCO Community. While this group is still in the early stages of meeting, we’ve

asked the workgroup co-chairs to provide a brief update on this group's work. Please welcome council member Bill Dougan of NFFE and the Deputy CHCO from the Nuclear Regulatory Commission, Mr. Jody Hudson. Bill and Jody, I turn it over to you."

Mr. Hudson said, "I am very excited about this engagement and I am very excited to partner with Bill. We also have great support from Justin Johnson. The workgroup has met twice and we are working through the norming, performing, storming, and internal socialization stages. We have been able to set forth the general direction including resources in the area of best practices and engagement, barriers, and enablers."

Mr. Dougan continued that he too is looking forward to working with this group: "This workgroup is key for ensuring the future of the federal government because we can only be as good as we are at engaging the workforce. There are definitely some barriers that we need to work through. Some of the short term products we can turn out are the best practices guide. A big challenge is changing culture, but this is where you get the biggest bang for your buck. Culture does not change overnight; it is like rolling a rock up a hill. You will only be as successful as the folks sitting at the table. This is a long term effort and I am willing to invest my time with the commitment of management and labor to see it through. I look forward to engaging the workgroup and coming to the Council with our ideas and recommendations."

Ms. Archuleta thanked Mr. Hudson and Mr. Dougan and noted that she is interested in the short term and long term opportunities for employee engagement. She reiterated conversations she has had with Council members in the past saying, "How do we get definable wins in 2014, 2015, and 2016? The work of this group will play a critical role for me as OPM takes on its role in the Second President's Management Agenda." She concluded by telling Council members that she is available off-line to have discussions on this topic.

Ms. Cobert echoed Ms. Archuleta's comments on trying to find ways to get traction early. She said that there are many terrific ways of collaborating, but that the challenge is getting from one way of doing it to implementing the next way when it seems right for alignment. She asked the group what they can do to help alignment, noting that getting it going is the hardest part. She mentioned that the workgroup should not hesitate to reach out.

Ms. Archuleta continued by saying that OPM is always willing to be a pilot: "We ask the agencies to develop strong strategies so do not hesitate to ask OPM to be a pilot."

Agenda Item III: Report of Problem Resolution Subcommittee

Mr. Curry introduced the next agenda item by saying, "Today we will hear from multiple presenters on a variety of training tools and guidance being developed regarding pre-decisional involvement and metrics. We will hear from Temple Wilson and Phil Roberts of the FLRA. Along with them we will also hear from Heather Butler of the FMCS and Terry Rosen of AFGE. Before we start with the presenters, I would like to update the Council on one matter. Julie Clark of the FLRA has been leading a group in developing guidance on pre-decisional involvement and confidentiality with regards to agency budgets. While this group

is not quite ready to present final guidance to the Council, the group is close. There are a few items that the group is still addressing. To help finalize this important guidance so it is available to labor-management forums across the government, Mr. Bill Dougan of NFFE and Mr. Fred Vollrath of DoD have graciously agreed to step in and assist the group in resolving the outstanding issues. With their assistance and leadership, we hope to have this guidance available by the next Council meeting, if not sooner. On to the presenters: Today, we will start with Temple Wilson of the FLRA who will update us on a new training tool to assist labor-management forums in developing metrics. After we hear from Temple, I'll turn it over to Phil, Heather, and Terry to update the Council on some other training tools and guidance developed by the subcommittee. Temple, welcome. We look forward to hearing your presentation."

Ms. Wilson began her presentation by noting that Ms. Butler would also be presenting on the Metrics Quick-Tip. "You have seen me up here a few times over the last few months. Today I am going to talk about the training on metrics. The goal of the Quick Tip is training and development with an emphasis on agency mission accomplishment. One barrier we had was that there was so much information that this is no longer a Quick Tip. When they found that the 'Quick Tips' were not so quick, the subgroup developed a solution which was to break the Metrics QuickTip into a Metrics Quick Tip Series of seven parts. "We will begin by showing a quick demo of what users will see." At this point a portion of Part 1 of the Metrics Quick Tip, Introduction and Overview, was played for the Council.

After the demonstration was shown, Ms. Butler explained to the Council that they wanted to simply show Council members an example of the final product and she also explained that the Quick Tip has closed captioning. Referring to slide 3 of the PowerPoint, Ms. Butler explained how the Metrics Quick Tip Series was broken out and said that each Quick Tip is supposed to be a snap shot of bite-sized learning. "We broke the series into seven parts and it is open to more as well – if forums have additional needs we can add to the series." Ms. Butler said that the series will be on HRU as well as the OPM YouTube page so unions can watch it as soon as the series is posted.

Ms. Wilson said that metrics are a five step process and further went into how the workgroup broke the Quick Tip down into a series. She highlighted that Part 2 is called Identifying Your Issue, Part 3 is called Identifying Your Goal, Part 6 is called Record and Report, and Part 7 is called Metrics Development Resources saying that these will remind parties of what is out there. Speaking to slides 4 and 5 of the PowerPoint, Ms. Wilson said the interest is to emphasize the resources already available when coming up with metrics, mainly reaching out to the agency Performance Improvement Officer (PIO). She further explained that the screen shots chosen for the PowerPoint presentation focus on how to identify the issue by reaching out to the PIO and utilizing websites so you can figure out who the PIO is. Ms. Wilson then spoke to slides 6 and 7 of the PowerPoint which highlight how to collect and consider data and the resources available to individuals, where she again encouraged participants to utilize the PIO as a resource. Discussing slide 8 of the PowerPoint, Ms. Wilson said that the Quick-Tip Series places an emphasis on agency mission accomplishment, refers to using agency PIOs in several segments, and has left the possibility open to add future segments such as

metrics best practice and drill-down topics. Ms. Butler then added, speaking to slide 9 of the PowerPoint, that the Series is ready to roll out. It will be available on HR University whenever OPM is ready to post it in addition to being housed on OPM's You Tube training page and linked to the National Council website. Ms. Wilson then concluded the Metrics Quick Tip presentation with slide 10 of the PowerPoint thanking the presenters of the Quick Tip Series, Deborah Kleinberg, Counsel for the Seafarers' International Union, and Dean Rogers, Labor Relations Specialist with the Department of Defense. In addition, she thanked FMCS for their help with the production of the Series, in particular Heather Butler and LuAnn Glaser, as well as the members of the working group, which include the Teamsters, Seafarers, DoD, OPM, USDA, FMCS, and FLRA.

Ms. Cobert thanked Ms. Wilson and Ms. Butler for the presentation and was excited to see the progress made with the Metrics Quick Tip Series since the last Council meeting and noted that she knew this has been a work in process. Ms. Cobert also said that it would be helpful to come back to the quick tips in six months to see how the content is being accessed. Ms. Archuleta agreed that it would be helpful to track usage of the training.

Mr. Dougan said "I think this is very timely. In past metrics reports, most labor-management forums have really struggled. This is much needed information and training and I think we will see a marked improvement in the ability to measure mission accomplishment. Metrics are what we really need to see coming out of the Executive Order." Mr. Filler also thanked this working group and joked that it is unfortunate that the Quick Tip Series missed the window for the Academy Awards! He continued, "The beauty of the product is that it goes to the Executive Order and it is incumbent upon the Council to support this product. We need to demystify metrics under the Executive Order – we will be much better off when we do. The Quick Tip Series is ready...we just need to make sure we utilize it."

Ms. Wilson then continued with the Problem Resolution Subcommittee report. Speaking to slide 11 of the PowerPoint, she told the Council that metrics reports were due to OPM at the end of the calendar year, but that OPM has only received metrics reports from 44 agencies; OPM is waiting on 8 agencies. Speaking to slide 12 of the PowerPoint, she gave two examples from the 2013 metrics reports. The first example was from USDA-Rural Development, Centralized Servicing Center and AFGE Local 3354. In this example, labor and management worked together to jointly develop strategies for lowering the average speed of response time to their customers and stakeholders and, as a result, improved by 46 percent compared to FY 2012. The second example was from DHS-FEMA and AFGE who saw a 61.3 percent increase in the number of employees equipped for transition to a mobile workforce from FY 2012 to FY 2013. Additionally they experienced increased network hits (teleworkers) on OPM inclement weather day by 111.5 percent from an average work day. She concluded that these are useful things and interesting highlights out of the metrics reports received thus far.

Transitioning to slide 13 in the PowerPoint, Ms. Wilson said, "Volunteers are needed to review metrics reports and present to the Council at the May 21, 2014, meeting. We want to do a more in-depth review focusing on, for example, what is going on and things that need to

be addressed. There are 44 reports – some are long and some are short – and we need to come back to the Council in May. The metrics reports will be split up between the volunteers for analysis – management and labor. The workgroup will come together as a group and discuss best practices and areas that need improvement or assistance and will put together a summary for the Council. So, this is a request for volunteers.” Mr. Curry followed up by saying that OPM would send an email to the Council requesting volunteers.

Mr. Filler then made a comment which he directed to the Council Co-Chairs: “I would like to know who has not provided metrics reports.” He further stated that the Council needs to be thinking about “how can we help” with those who have not submitted reports. Mr. Curry responded that he did not have the list at the meeting, but he can provide it. He also mentioned that one of the common problems he has heard as to why metrics reports have not been submitted yet is that management and labor have not met. To this, Mr. Filler said, “We need a more aggressive response if they are not meeting. That is very troublesome.” Ms. Archuleta promised to provide the information on the eight agencies who had not submitted their reports yet with a full analysis of the problems in reporting and with recommendations for the Council. Mr. Holway added “I think it is a good idea to invite any outstanding agencies to the May Council meeting. If they do not comply, I would like to see them here. I’m sure it’s as annoying to you as it is to us that they are ignoring the President’s Executive Order.”

The meeting was then turned over to Mr. Roberts and Ms. Rosen for a report on the Pre-decisional Involvement (PDI) and Collective Bargaining Subgroup, and their work on the Frequently Asked Questions (FAQs) concerning PDI. Mr. Roberts began the presentation with, “Last year we put out a Quick-Tip. This year we did something else so people can break down the information. I want to thank Cara, Pete, and Matt who basically came up with the first draft of the FAQs. I also want to thank Deb, Shelia, Terry, and Heather. The FAQs are not in an absolute finalized form – you will notice that some hyperlinks need to be added – but the content is pretty well finalized.”

Ms. Rosen continued, speaking to slide 15 of the PowerPoint, as to the purpose of the PDI FAQs. She highlighted some of the points made in the FAQs, noting that PDI is not collective bargaining, and does not replace it. She further noted that where PDI takes place, it is probable that collective bargaining will follow. She also noted that if the parties engage in PDI, resolve an issue, and reach agreement, which is put into writing, then there is no reason to force collective bargaining because PDI fulfilled those obligations. Ms. Rosen noted there are a lot of ‘ifs’ and complexity to PDI. The subgroup attempted to strike a balance between PDI and collective bargaining. Ms. Rosen said the FAQs encourage early and ongoing communication between parties to minimize misunderstandings. She said the primary purpose of the FAQs is to promote PDI at many levels – above and below the level of recognition – and that PDI at the level of recognition has a specific relationship to collective bargaining.

Mr. Roberts continued with slide 16 of the PowerPoint discussing the PDI FAQs Guiding Principles. He said that the subgroup wanted to develop short answers to questions, in plain language, encouraging PDI and conferring maximum flexibility for parties to tailor PDI to

their needs. Mr. Roberts expanded on the last point saying, “People do PDI different ways and it works. PDI is not a cookie-cutter approach – it is a formal process for some while others find that an informal process, such as conferring and agreement, helps to show what the options are and ensures everyone understands the consequences.” Referring to slide 17 of the PowerPoint, Mr. Roberts continued with the PDI FAQs Structure explaining that there are general questions in part A, such as ‘What is PDI?’ Part B covers process questions, including the most difficult questions concerning the inter-relationship with collective bargaining, such as the consequences of PDI, the legal implications of PDI, and PDI above and below the level of recognition. Lastly, Part C covers resources including where to find help and more information on training. Mr. Roberts continued to slide 18 discussing the key topics of the PDI FAQs saying, “The group had interesting discussions, which made for a good product.” The first key topic he highlighted was appropriate subjects for PDI: “You are supposed to be able to talk about everything, but it has limits. Topics are completely up to the parties, but PDI should take place before a final decision is reached. The second key topic was outcomes: “What do you do if you reach consensus? What do you do if you don’t reach consensus? If you are sure you will reach consensus, then what? What are the implications? Are there things in the agreement that are not negotiable? If there is not consensus, is the process valueless?” One of the most important outcomes of PDI is an improvement in the working relationship of the parties.

Ms. Rosen continued the key topics conversation moving to slide 19 of the PowerPoint. The last key topic addressed was enforceability of PDI Agreements. She said, “The agreements are treated like any other collectively bargained agreement if it is signed by the authorized parties.” The reality is that agreements reached in PDI could be enforceable through the negotiated grievance procedure: “Agreements are binding to the extent permitted by law, rule or regulation. And, if disputes arise, they may be addressed through existing dispute resolution mechanisms or through the continuation of PDI – a lot depends on the parties’ relationship.”

After Mr. Roberts and Ms. Rosen’s presentation, Mr. Curry added that the PDI FAQs are something that can be posted to the National Council website fairly quickly. Additionally, Mr. Cox addressed the Council saying that this will be Ms. Rosen’s last meeting of the National Council before her announced retirement. The audience then applauded Ms. Rosen. Mr. Cox went on to thank Ms. Rosen for working tirelessly since the Clinton years on behalf of labor, and that he and all prior AFGE presidents appreciated her work. He noted that she would be missed, and that he wished her well. Mr. Rosen said that retirement is going to be bittersweet. Mr. Roberts thanked Mr. Cox for providing Ms. Rosen for all her work on the working group. Mr. Curry also thanked Ms. Rosen for her work and noted that she had participated on almost every subcommittee of the National Council since its inception.

Mr. Roberts then continued the presentation speaking to the Labor-Management Forum Reporting Tool Data Analysis Working Group. Referring to slide 21 of the PowerPoint Mr. Roberts said, “The results from the Reporting Tool prompted questions about the possibility of different perceptions between labor and management on the topic of pre-decisional involvement. Results showed that management reported PDI at greater levels than labor

unions, and that there were differences in perceived barriers to PDI. The subcommittee has been looking at ways to learn more on this topic, and has developed two sets of recommendations – one micro, and one macro. We are trying to figure out if this is an issue of perceptions.” Referring to slide 22, Mr. Roberts discussed the subcommittee’s first recommendation: follow up interviews. He explained this approach was to go out and talk to nine pairs, labor and management, who had been identified by the subgroup as having very different perceptions of whether they had engaged in PDI. Standardized interview questions, methodology, and messaging will be used and designed to convey objectivity of a data gathering effort. These interviews would be conducted using teams of labor and management representatives: “We need to go out and talk to people. It has been difficult to identify pairs, but the nine we identified had divergent results. Union and management should go in pairs and talk to these nine forums to figure out what is going on. Do we have any volunteers?” Mr. Roberts continued to slide 23 of the PowerPoint to speak to the second recommendation: revised online Labor-Management Forum (LMF) Reporting Tool. “This is a follow up to the LMF Reporting Tool of last year. Questions are being developed that will focus on PDI experience and perceptions. Key questions are: How often do you engage in PDI? Do you feel that is enough? What issues are you addressing? How were those issues identified? There will be six to eight questions that are still being developed. It will be distributed to a full universe of potential forum participants and the design should facilitate identification of LMFs. Tweaks are being made to more easily identify labor and management pairs. Respondents will be encouraged to complete the 2013 Reporting Tool if they have not yet done so, in addition to the 2014 revised version.”

Ms. Cobert said that it is important to try to get to the bottom of these perceptions. Ms. Kelley asked that the nine pairs be identified to the Council when OPM asks for volunteers from union and management to conduct the follow up interviews. Mr. Dougan said that he supports these efforts from the subcommittee: “We need to be thoughtful and figure out where the data is coming from. We need to know the specific location where people are still struggling – is this a forum issue or agency-wide?”

Agenda Item IV: Performance Improvement Council

Mr. Curry said, “In past meetings, we’ve heard from some members of this Council that it would be helpful to hear from the Performance Improvement Council. In light of the on-going work by labor-management forums on establishing metrics, labor-management forums should seek opportunities to benefit from the expertise of agency performance improvement officers. Today, we will hear from Mr. Kevin Donahue, Executive Director for the Performance Improvement Council. Kevin will provide this Council an overview of the Performance Improvement Council and then we can open it up for discussion. Kevin, welcome.”

Mr. Donahue started the conversation by giving the Council a brief overview of what he would be addressing today, noting that the meat of the conversation will be about the PIC, what it is and what it does. Fundamentally, the purpose of the PIC is to increase and to accelerate services the government offers to its citizens. He then moved to slide 2 of the PowerPoint to provide the Council with three thoughts to set some context for his

presentation. This slide housed a graph tracking highway deaths per 100 million vehicle miles from 1921-2009. There has been a 97 percent decrease in that time period to which Mr. Donahue attributed to the work of government employees as the NIH was driving outcomes. This slide also housed a graph on the estimated number of perinatally acquired AIDS cases, by year of diagnosis, from 1985-2005, in the United States. There was a 92 percent decrease in the number of infants born with the AIDS infection, to which Mr. Donahue noted this was in no small part due to NIH and that it was important to recognize the high results in the graph because it shows: “Big results are possible, and the data proves it.” Moving to slide 3 of the PowerPoint, Mr. Donahue discussed a second thought for context. The slide shows the power of senior-led, data-driven performance reviews by illustrating the actual number of paper benefit payments issued at the Department of Treasury. The number of paper payments issued decreased every year at a consistent rate of four percent from FY 2006 until FY 2010. Once the issue was established as a priority goal in FY 2010, the number decreased far more dramatically than the typical four percent of past years. The graph showed a dotted line which indicated the probable trajectory without this priority goal intervention. Mr. Donahue noted, “Nothing magical happened – it was identified as a priority goal and performance revolved around the goal.” Moving to slide 4 of the PowerPoint, Mr. Donahue went over one additional thought to put this information into context showing six data graphs on (1) the number of homes weatherized per quarter, (2) claims outstanding for federal retirement processing, (3) annual per capita adult cigarette smoking, (4) average wait time from hearing request to decision, (5) reduction of environmental footprint at cold war legacy sites, and (6) approved renewable energy capacity authorized. All demonstrate performance improvement in government and each shows the positive impact that agencies are having on the public. He said, “This data is available on performance.gov. It makes government performance data available in one central place. Progress is not easy, but it is more common than people think.”

Mr. Donahue continued, “A lot of what we do is centered around deadlines and outcomes. We are here to drive outcomes and the PIC supports that. Change happens by planning, not by accident. Strategic plans identified goals and tracked metrics. It aligned people across a large spectrum around one goal with complex components. Goals need a framework and the PIC is here to help agencies implement framework.”

Referring to slide 5 of the PowerPoint, Mr. Donahue spoke to the Government Performance and Results Modernization Act and OMB: five areas of emphasis for performance policy. “In 2010, the GPRA Modernization Act was passed. The policies are currently in place in the federal performance framework. It fits the mission area and opportunity context of the agency. The first area of emphasis for performance policy is clarified roles and expectations, with minimal prescription. The law creates formal roles to track progress against priorities. This includes roles for the OMB Director, COO (usually Deputy), PIO, Goal Leaders, and PIC.” He further explained that it created the role of Performance Improvement Officer (PIO) and that PIOs are sometimes direct reports to Directors and Deputies and often to the CFO at agencies. The statute created goal leaders, and holds them accountable for the delivery of goals; they must work outside their area of operational control. Mr. Donahue continued, “The second area of emphasis for performance policy is that GPRA created a common language and common timeframe for performance management across agencies. Prior to the last few

years all agencies had this, but they could do it whenever they wanted. The new policy really aligns timeframes and language. The language used in plans becomes synchronized, which means it is the same throughout the agency. This is important when you are trying to work through agency lines. The third area of emphasis for performance policy is modernized performance reporting. Performance.gov was established as the central source for performance reporting so the public has one place to go. Here you can find action plans on what agencies are doing. The fourth area of emphasis for performance policy is emphasized use of data. More attention is placed around data – there is no prescription of what the use of data should look like. Data-driven reviews as a requirement start with a few priorities, then scale out.” He further explained that all deputy secretaries must review progress in a few mission areas that suit the context of each agency. Lastly, Mr. Donahue said that the fifth area of emphasis is to re-set the role of OMB as a contributor to change and as an active actor in the process of identifying common connections between agencies – OMB works with agencies and identifies a common connection.

Referring to slide 6 of the PowerPoint, Mr. Donahue addressed the role of the PIC saying that it is a body consisting of PIOs: “The PIC advances and expands the practice of performance management and improvement. We do this by creating opportunities where government employees working to achieve progress learn from breakthroughs achieved elsewhere and collaborate to solve complex challenges.” He continued to slide 7 of the PowerPoint addressing what the PIC does in three broad areas: “The three key PIC goals are to help performance professionals implement the federal government’s performance framework, to help goal leaders achieve results through the application of specific performance improvement tools, and to help the broader performance community deepen and expand capabilities of government employee performance.” Mr. Donahue noted that the last goal was very important.

Mr. Donahue then transitioned to slide 8 of the PowerPoint to discuss how the PIC delivers on their goals. “The three areas of performance framework, applied practice, and capability building are what we are doing in a practical sense.” Speaking to the performance framework circle, he said, “We have working groups that define an end date as soon as the group starts meeting. We do strategic reviews where we help agencies set up strategic objectives. We make sure the agencies learn from each other through the process.” Speaking to the capability building circle, he said, “We have a Performance Ambassadors Program. One day a week these individuals are placed in an agency shop to learn the tools that they could bring back to their agency and foster performance improvement. There were 40 people the first time and we are hoping to pilot this.” Mr. Donahue explained that they developed a website which contains documents, terminology, and even videos of people discussing how they got to where they were in their performance career (individuals were interviewed by members of the Performance Ambassadors Program). He also said that they have a resource center which contains articles and studies with the option to rate and sort the value of articles by those with the highest rating. Speaking to the applied practice circle, Mr. Donahue noted that there are experts on loan to agencies from universities who are a resource to agencies with respect to rigorous analysis of existing data/the right evaluation of data and help them look at data. There is a Performance Improvement Lab where work is done on a lot issues – there are a lot

of issues that require agencies and teams to work together. The work is not the traditional one or two hour meeting per week where it is hard to achieve progress, but consists of work in the lab led by PIC staff who facilitate and provide technical expertise for a full day or more per week.

Speaking to slide 9 of the PowerPoint, Mr. Donahue gave six interesting data points to conclude his presentation with. These data points include:

Data	The Question	The Source
83%	Know how their work connects to mission	EVS
82%	Have metrics for their program	GAO Managers Survey
82%	Are familiar with their agency's priority goals	GAO Managers Survey
61%	Say their managers review progress on goals and objectives	EVS
32%	Have easy access to performance information	GAO Managers Survey
31%	Have analytical tools to use performance information	GAO Mangers Survey

Mr. Donahue said, "There are many ways that the government is surveyed. There is a rigorous analysis of survey work that has already been done including the EVS and GAO Managers Survey. The challenge people struggle with is access to data so we try to deepen people's access to data."

Ms. Archuleta thanked Mr. Donahue saying, "I am taking copious notes for my agency. Let's be sure to work with you. This is helpful information on how to use metrics to measure progress." She also recommended the Council commit to work with the PIC on performance metrics. Mr. Cox noted how each agency had a PIO and how they could be of value to labor-management forums that were struggling. He encouraged cooperation between those forums and agency PIOs. Ms. Archuleta added, "OPM has the ability to show and address how we are moving forward. Your recommendation is very well taken." Ms. Cobert said, "We have one tactical project, the Quick Tip, which is a tool and provides links for people to go through. "How do you get connected to the resources Kevin described?"

Agenda Item V: Bureau of Engraving and Printing Joint Labor Council Success Story

Mr. Curry said, "For the final presentation today, we have representatives from the Bureau of Engraving and Printing Joint Labor Council. They will be discussing their work on improving employee engagement at the Bureau and its impact on its ranking in the 2013 Best Places to Work in the Federal Government by the Partnership for Public Service. Please welcome Mr. Chris Mahoney, Joint Labor Council Chairman, and Mr. Will Levy III, BEP Associate Director and CIO."

Mr. Mahoney opened the presentation by noting that the Department of the Treasury, Bureau of Engraving and Printing is a unique agency and that their labor council was started when former President Clinton had his Executive Order. Moving to slide 2 of the PowerPoint, Mr.

Levy gave some background on the Bureau of Engraving and Printing. “We have a 150 plus year history of printing the nation’s currency and have approximately 1,850 employees. We are a heavily manufacturing environment, but we also have a research and development component.” It has a white and blue collar configuration with two facilities; one in Washington, DC, and one in Fort Worth, TX. Mr. Levy noted that their Bureau is a non-appropriated one, funded by the Federal Reserve Board to cover costs associated with design and printing of notes. Mr. Mahoney continued, “We are a heavily unionized environment with 15 unions, 19 bargaining units, and 18 labor contracts. PDI helps tremendously.” Mr. Levy spoke to the challenges associated with 15 different union presidents. He also noted that 55 percent of Bureau employees are not in the union while 45 percent are in the union. “We have a Joint Labor Council (JLC) that represents leadership of all unions and there is a monthly Executive and JLC meeting.”

Mr. Mahoney continued to slide 3 of the PowerPoint to discuss the Joint Labor Council mission statement. He said that they came up with the mission statement a few years ago because they wanted to collaborate with the union PDI-wise and that they are proud of the mission statement. He then read off the mission statement which is as follows: “The goals of the Joint Labor Council are to enhance and facilitate an open dialogue between the Bureau of Engraving and Printing’s management and the Bureau’s labor work force. JLC’s goal is to build a working relationship between management and labor while enhancing the understanding of the needs and requirements of the Agency.” Continuing to slide 4 of the PowerPoint, Mr. Mahoney showed the Council the people who signed the contract. He said that they went on an offsite to come up with the contract. They had heated discussions, but those led to decent outcomes and a decent working relationship.

Moving to slide 5 of the PowerPoint, Mr. Levy talked about the BEP “Best Places to Work” Ranking which was graphed over the time period of 2007-2013. He said, “Starting in 2009 the trust level was low. In 2010 our ranking dipped to 219, so we were in a bad state.” Mr. Levy continued to slide 6 of the PowerPoint which showed a graph of the BEP Ranking & Index data from 2003 to 2013 saying, “This more accurately depicts where we were based on the graphing.” Moving to slide 7 of the PowerPoint he continued with the BEP employee engagement goals. “We said ‘look it’s not working’ to leadership and we asked them to tell us what they needed us to do. So, they came up with strategic goals; one being to improve employee engagement.” Then Mr. Levy discussed the engagement goals including:

- Drive employee engagement and empowerment through a dedicated journey (long term effort and improvements year over year – with some quick fixes)
- Do the right thing for the BEP and as a result, improve our BPTW ranking (major strategic goal)
- Improve accountability at all levels
- Improve supervisory and leadership skills at all levels
- Instill the BEP Core Values
 - Integrity, Fairness, Performance and Respect
- Become a World Class Organization (as we defined it) focused on customer service and high quality
- Pre-decisional involvement of labor before key policy decisions are made

He expanded upon the last bullet and explained that it means “sit down with labor and talk to them at the inception time, which is not wasted because you have formed a relationship.” Getting labor involved in PDI before key policy decisions were made, such as equipment change-outs.

Continuing to slide 8 of the PowerPoint, Mr. Levy discussed the BEP Employee Engagement Improvement Journey. He said, “In 2010, focus groups were conducted in conjunction with labor leaders. The trust level was so low that labor and management picked their own group members and there was a math calculation to ensure everyone was represented. It was a difficult time, but 200 recommendations came out of the focus groups. We started a branding campaign and made a Best Place to Work logo. In 2011, we had our first roadshow and we talked to employees about where we are going. In 2012, we came back with more. In 2013, we had a speaker from FMCS and the participation rate drove up to the 80s. In 2014, we focused on metrics of our internal survey based on the EVS.” Mr. Mahoney chimed in that this is a culture change and still needs work because all culture change takes time. Mr. Levy said, “It does not take decades. We were reporting in the 80s to 90s the same problems as we have today, but we are still pressing forward. Accountability is really important. Our Executive Team did not stop – it was a grass roots effort – last year the Director said here is what we are going to do.”

Mr. Levy continued to slide 9 of the PowerPoint saying, “The motto for our organization is ‘Customers First, Quality Always...’ Whatever we do, quality has to be first and foremost.” He continued to slide 10 of the PowerPoint where the BEP Credo was shown to the Council. He added, “It was tough because people thought that the only thing wanted was a high EVS rating. Then we created the BEP Credo.” After sharing the credo with the Council, he moved to slide 11 of the PowerPoint showing the Council the Focus Group Hallmark Statement: “We had a super focus group which made things actionable. There was a list of 200 recommendations, but people said ‘if you don’t do this, then nothing will change’ [referring to the focus group hallmark statement]. We put this focus group statement on the board in a meeting with our senior leaders.”

Moving to slide 12 of the PowerPoint Mr. Levy discussed BEP’s definition of accountability where he explained to the Council that they had to define what they meant by accountability. BEP’s definition of accountability reads: “When behavior or performance is demonstrated that does not meet policy or expectations set forth by the Director (i.e. BEP four core values), additional action such as coaching, counseling, mentoring, training, re-training, and, eventually, performance or disciplinary action, is taken in order to gain acceptable behavior.” He noted that the * was there to indicate that not all situations will follow all of the suggested steps above in sequence. Mr. Levy then posed the question to the Joint Labor Council of “how do we know you’re doing anything?” and that is where visible accountability comes in. Their definition of visible accountability is: “If reported behavior persists (i.e. others are consistently treated the same way or work is not performed up to standards) then, by definition, the person is not being held accountable.” He concluded this slide by saying, “If

you do not see it, we are not doing it. If employees are doing their piece, people want to see it done.”

Mr. Mahoney moved to slide 13 of the PowerPoint, speaking to the Aim 4 Yes! program at BEP. He explained it as, “You strive to reach ‘Yes’ for our customer. You are stopped from saying ‘No’ right away. This changes the mindset.” Mr. Levy added that the key tenets on the slide are there for Joint Labor Council members to know what they are talking about and how employees can be successful in the organization.

Continuing to slide 14 of the PowerPoint, Mr. Mahoney talked about personal accountability at BEP. The agency’s tag line is: “BEP GREAT! Personal Excellence And Accountability.” Mr. Mahoney said, “You be the best. People talk and they remember BE GREAT! That is the culture change.” The idea is to stop negativity in their culture. Mr. Levy added, “The real challenge is getting leadership support behind ideas. If leadership support is there, then employees will follow.”

Moving to slide 15 of the PowerPoint, Mr. Mahoney spoke to the concept of “A World Class BEP” and highlighted the last bullet point on the slide which read: “We effectively plan for the future, adapt, and learn.” He also said, “What is it? We want to put out a great product – put something on paper – and they do it and they help our agency.” Mr. Levy added, “One example of PDI is we met with the union who said it is not enough to plan, but we must adapt and learn to changing situations. The last bullet (we effectively plan for the future, adapt, and learn) was rewritten by labor and there was value added to the document.” Mr. Mahoney said, “It is hard to plan.”

Mr. Levy concluded the presentation with slides 16 and 17 of the PowerPoint, highlighting a list of implemented engagement initiatives. He said, “There are things employees asked for, but the employees said ‘you do surveys, but nothing happens.’ We have this list of implemented engagement initiatives to say, ‘no, here is the list.’” Mr. Levy highlighted that BEP implemented the “Walking in my Shoes” program. Mr. Mahoney said, “This gives the higher associate directors the chance to see what we do. There was an article in the Washington Post about this. People love when they see upper management using tools.” Mr. Levy then highlighted how BEP implemented a coaching and mentoring program. Both Mr. Levy and Mr. Mahoney said that the upper chiefs and managers mentor those employees who want to learn more – executives and leaders have been encouraged to use coaching and mentoring as a method of fostering employee engagement. The Bureau has also used speed and small group mentoring as a means of fostering employee engagement. Lastly, Mr. Levy highlighted that BEP formed the Deputy Director Circle adding, “The Deputy Director wanted to get involved. We selected 10 people and we are working on this initiative with management and the union.” There was a process and nomination forms for the 10 members. That group addresses change within the organization.

Mr. Curry thanked the presenters and noted that their presentation was recorded so it could be shared with the world.

Agenda Item VI: New Business

Mr. Curry said, “The next Council meeting is scheduled for Wednesday, May 21, 2014, here at OPM from 10:00 a.m. to 12:00 noon. Now we will cover new business. Does anybody on the Council wish to raise any new business?”

Mr. Dougan said that the week of May 4, 2014, is Public Service Recognition Week. As part of that week, there will be a public employees roundtable and a 5K walk/run. Mr. Dougan asked that members share this information within their organizations as some of the funds raised benefit the Federal Employees Educational Assistance Fund, which provides scholarships to federal employees and their families as well as emergency funding to federal employees because of natural disasters and changes in employee status.

Ms. Pope said that she publically wanted to thank all the FLRA members and staff who participate on the various Council working groups. She then introduced the newest member of the FLRA, Mr. Patrick Pizzella, who was in attendance at the Council meeting.

Agenda Item VII: Acknowledgement/Receipt of Public Submissions

Mr. Curry said, “As a FACA committee, we offer opportunities for members of the public to make brief statements to the Council. Does any member of the public wish to make any brief statement to the Council?”

A member of the public, Mr. Paul O’Connor, President, Metal Trades Council at Portsmouth Naval Shipyard, rose to speak. He noted that he had made a presentation, together with management, to the National Council in 2012, on two ideas that saved \$5 million annually.¹ He further said that labor and management at the shipyard, which employs 6,000, had continued to make tremendous strides since the 2012 presentation. Their vision is to have more initiatives throughout the federal section. Mr. O’Connor invited all in attendance at the meeting, in particular Mr. Dougan and Mr. Hudson, to the shipyard to view how they were moving forward.

Agenda Item VIII: Adjournment

In her closing remarks Ms. Archuleta said that the meeting had been very informative and she thanked all who presented. “The information shared here today helps me think of OPM’s responsibility through the People and Culture section of the President’s Second Term Management Agenda. I took notes for my staff. Thank you!” She encouraged those in attendance to bring issues to OPM as OPM has a critical role in the President’s Second Term Management Agenda.

Ms. Cobert also thanked all who presented. She said that she was impressed that the Council is “moving from discussions to action with the Quick Tip Series video ready and the FAQs also ready. These are tactical documents. We are ticking off the list and making progress.” She loved the spirit of progress.

¹ <http://lmrcouncil.gov/meetings/minutes/NCFLMR%20Minutes%20Sep%2019%202012.pdf>

Mr. Curry adjourned the meeting at 12:02 p.m.

CERTIFIED

Katherine Archuleta
Co-Chair

Beth Cobert
Co-Chair