

NATIONAL LABOR RELATIONS BOARD

FY 2022 JUSTIFICATION OF PERFORMANCE BUDGET FOR THE COMMITTEE ON APPROPRIATIONS

May 28, 2021



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FY 2022 Congressional Budget Justification

I. Foreword

The National Labor Relations Board (NLRB, Board, or Agency) is a small but important Agency to the Nation and its economy. The NLRB conducts union representation elections, and investigates, prosecutes, and adjudicates alleged labor law violations involving private sector employees, unions, and employers throughout the United States.

The NLRB fiscal year (FY) 2022 Budget request provides \$301.9 million (a 10.1 percent increase over the FY 2021 enacted budget) to effectively enforce the National Labor Relations Act (NLRA) by building field capacity and creating a more robust outreach program to better support the Nation's underserved communities and vulnerable populations. In addition, the funds will allow the Agency to improve its overall efficiency, effectiveness, and accountability. These efforts include process improvements for casehandling, mission, and business operations. The Agency also continues to upgrade and invest in compliance mandates to our Information Technology infrastructure and identify training to support our Human Capital Strategy program.

II. Mission Statement¹

Protecting workplace democracy by promoting and enforcing the rights and obligations of employees, unions and employers under the National Labor Relations Act, in order to promote commerce and strengthen the Nation's economy.

III. Agency Role and Functions

The NLRB is an independent federal agency created by Congress in 1935 to administer and enforce the NLRA, the primary federal statute governing labor relations in the private sector. The purpose of the NLRA is to promote collective bargaining among employers, unions, and employees and to protect employees' rights to freely express their wishes regarding union representation and to take other concerted action for their mutual aid and protection. The statute incorporates these policy goals by expressly providing employees the rights to self-organization, to form, join, or assist labor organizations,

¹ This mission statement is from the FY 2019-FY 2022 Strategic Plan. The new mission statement is currently under review and is not included in this document. The goal is to include the Agency's new mission statement along with the FY 2022-FY 2026 Strategic Plan during the FY 2023 budget cycle.

to bargain collectively through representatives of their own choosing, and to engage in other concerted activities for their mutual aid or protection. It also establishes that employees have the right to refrain from all of those activities. The NLRB in turn protects these rights through the administration, interpretation, and enforcement of the Act, both in prosecuting unfair labor practices and in conducting representation elections to determine employees' desires regarding union representation. Significantly, there is no private right of action under the NLRA; thus, the Agency is the only recourse for any employer, employee, or union to seek redress of a violation of the NLRA or to obtain a certification whether a union is the representative of a group of employees. Consequently, the Agency is essential to the enforcement of the NLRA. Its processing of these cases also assists in easing the burden on the court systems across the United States.

The NLRB's authority is divided by law and by delegation. The Board has five members, when at full strength, and primarily acts as a quasi-judicial body in deciding cases based on formal records in administrative proceedings. One Board member is designated as the Chairman. Independent from the Board, the General Counsel is responsible for investigating and prosecuting unfair labor practice charges, for processing representation petitions on behalf of the Board, and for overseeing the NLRB's Regional Offices, in addition to managing many of the day-to-day administrative, financial, personnel, human capital, and operational responsibilities of the Agency by delegation. These positions are appointed by the President and confirmed by the Senate.

The Board and the General Counsel are located in the Agency's Headquarters in Washington, D.C. The Agency also has a nationwide network of Administrative Law Judges who are administratively assigned to one of three offices located in Washington, D.C., New York, and San Francisco. There are 26 Regional Offices located in major cities across the United States, and a total of 48 offices located nationwide.

To fulfill the Agency's first primary function, prosecuting and remedying unfair labor practices, the General Counsel has responsibility for: investigating charges of unfair labor practices; approving withdrawals of or dismissing non-meritorious cases; and facilitating or obtaining settlements or issuing and prosecuting complaints in meritorious cases.

In connection with its second primary function, conducting secret ballot elections, the Agency enforces the right of employees to choose whether to be represented by a labor organization. Representation cases are initiated by the filing of a petition – by employees, labor organizations, or employees. The Agency evaluates the petition and, if appropriate, conducts an election to determine if employees wish to have, or continue to have, a labor organization as their collective-bargaining representative. Thereafter, the Agency addresses challenges and/or objections to the election, if filed, and ultimately issues a certification that the participating union either does or does not serve as the exclusive collective-bargaining representative of the employees in the bargaining unit.

Board Offices

LAUREN M. MCFERRAN, Chairman ANDREW J KRAFTS, Chief of Staff

WILLIAM J. EMANUEL, *Member* MARVIN E. KAPLAN, *Member* JOHN F. RING, *Member* VACANT, *Member*

ROXANNE L. ROTHSCHILD, Executive Secretary FRED B. JACOB, Solicitor TERENCE G. SCHOONE-JONGEN, Director, Office of Representation Appeals ROBERT A. GIANNASI, Chief Administrative Law Judge JEFFREY N. CRUZ, Director, Office of Congressional and Public Affairs

Office of the General Counsel

PETER SUNG OHR, Acting General Counsel IVA Y. CHOE, Acting Deputy General Counsel MEREDITH JASON, Special Advisor to the Acting General Counsel

BETH TURSELL Associate to the General Counsel, Division of Operations Management

> NANCY PLATT Associate General Counsel, Division of Legal Counsel

RICHARD BOCK Associate General Counsel, Division of Advice

> MARK ARBESFELD Director, Office of Appeals

RUTH E. BURDICK Deputy Associate General Counsel, Appellate and Supreme Court Litigation Branch KENNETH A. WHITE Supervisor, Special Counsel & Labor Relations

Operational & Support Offices

DAVID P. BERRY Inspector General

PREM ABURVASAMY Chief Information Officer

LASHARN HAMILTON Director of Administration BRENDA V. HARRIS Director, Office of Equal Employment Opportunity

> ISABEL L. MCCONNELL Chief Financial Officer

LORI KETCHAM Associate General Counsel, Ethics Office, Designated Agency Ethics Official

IV. Appropriation Language

Appropriation Language	Explanation of Changes
NATIONAL LABOR RELATIONS BOARD SALARIES AND EXPENSES	
For expenses necessary for the National Labor Relations Board to carry out the functions vested in it by the National Labor Relations Act, 1935, and the Labor-Management Relations Act, 1947, and other laws, [\$274,224,000] \$301,925,000 : Provided, <i>that of this amount,</i> <i>\$27,701,000 shall remain available until September 30, 2023:</i> <i>Provided further, [t]</i> That no part of this appropriation shall be available to organize or assist in organizing agricultural laborers or used in connection with investigations, hearings, directives, or orders concerning bargaining units composed of agricultural laborers as referred to in section 2(3) of the Act of July 5, 1935, and as amended by the Labor-Management Relations Act, 1947, and as defined in section 3(f) of the Act of June 25, 1938, and including in said definition employees engaged in the maintenance and operation of ditches, canals, reservoirs, and waterways when maintained or operated on a mutual, nonprofit basis and at least 95 percent of the water stored or supplied thereby is used for farming purposes.	Providing two-year spending authority in the amount of \$27.7 million (the increase over FY 2021) will ensure that maximum time is available for the Agency to effectively manage the on-boarding process.
[ADMINISTRATIVE PROVISION	The FY 2022 budget request
None of the funds provided by this Act or previous Acts making appropriations for the National Labor Relations Board may be used to issue any new administrative directive or regulation that would provide employees any means of voting through any electronic means in an election to determine a representative for the purposes of collective bargaining.]	includes a proposal to remove the Administrative Provision.
(Department of Labor, Health and Human Services, and Education, Related Agencies Appropriations Act, 2021).	

V. Legislative Proposal

The American Jobs Plan makes significant investments in the Nation's infrastructure, and in the workers who build it. To ensure that the good jobs created through these investments remain good jobs, the proposal includes funding for the Department of Labor, the Equal Employment Opportunity Commission, and the National Labor Relations Board to further safeguard workplace rights and protections. In the NLRB's case, the proposal provides \$1 billion over ten years to help the Agency fulfill its intended purpose to protect workers' right to organize and bargain collectively. The proposal

supplements the annual appropriation, allowing the Agency to act on longer-term objectives while still keeping its eyes trained on pressing investigative, regulatory, and adjudicatory priorities. The proposal would also help to fund the NLRB's participation in a multi-year, multi-agency effort to combat misclassification of employees as independent contractors.

VI. Overview of the FY 2022 Budget Request

The NLRB's FY 2022 Budget request is \$301.9 million. The FY 2022 request will fund the Agency's statutory mission of resolving labor disputes through investigation, settlement, litigation, adjudication, education, and compliance. This mission relies primarily on skilled and experienced professionals and administrative employees. The annual staff compensation (salaries and benefits) accounts for approximately 81 percent of the requested funding, or \$242.9 million;



9 percent, or \$28 million, is required for rent, security, and other facility and property expenses for the NLRB offices in Headquarters and across the country; and the remaining 10 percent, or \$31 million, is allocated to costs and activities that include, but are not limited to: information technology, cybersecurity, outreach activities, court reporting, case-related travel, witness fees, interpreters, legal research systems, case management systems, training, compliance with government-wide statutory and regulatory mandates, and mission support offices.

Base Adjustment and Program Changes Description \$27,701,000 / +136 /FTE

FERS Contribution Increase +\$1.7 million / 0 FTE

Funds are requested to support the 1.1 percent increase to the Federal Employees Retirement System (FERS) contribution rates effective FY 2022, for a total employer contribution of 18.4 percent of base salaries.

Pay Raise (2.7%) +\$3.5 million/ 0 FTE

Funds are requested to account for a 2.7 percent pay raise effective January 2022. This percentage was based on the inflation factor that was provided by OMB.

<u>Non-Pay (2.2%) +\$1.2 million / 0 FTE</u>

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Funds are requested for inflationary increases in non-labor expenses such as travel, contracts, rent, supplies, and equipment. This amount is based on an OMB inflation factor of 2.2 percent.

Additional Required Labor Costs +\$1.1 million / 0 FTE

Funds are requested in the amount of \$1.1 million to pay for the performance awards spending increase of \$500,000, and the increases in labor resulting from employees moving through career ladders, promotions, and within-grade increases.

Program Increases...... +\$20,186,000 / +136 FTE

Build Field Capacity and Expand Crucial Outreach Activities (+\$14.544 million / +121 FTE): Of the total additional funding requested, \$12.4 million will enable the Agency to rebuild its field staffing (funding an additional 108 full-time equivalents [FTEs] needed) to the level recently mandated by Congress. This portion of the increase includes resources that will be used to fully fund the 61 field positions that the Agency plans to on-board during the third and fourth quarters of FY 2021. In addition, the Agency's need to effectively conduct robust outreach to the Nation's underserved communities is paramount to fully effectuating the Agency's mission to ensure the public is well informed of the protections under the NLRA. The remaining investment of \$2.1 million is needed to fund the Agency's plan to assign the equivalent of about 13 FTE to support the creation of a more robust outreach program.

Strengthen Board-side Efforts (+\$2.206 million / 13 FTE): In addition, for the last eight years funding constraints have limited the Agency's ability to maintain adequate staffing among mission support and Board-side offices within the NLRB. This is a particular concern going forward because the Agency is under a Congressional mandate to address understaffing in various parts of the Agency. In addition, we anticipate that our case-processing load will increase for a number of reasons, including the Agency's plans to significantly expand outreach, as discussed above.

Address Cybersecurity Requirements (+\$858,000 / 2 FTE): The additional funds of \$858,000 will allow the Agency to maximize existing investments in cloud services to strengthen adaptive security controls and enable automated remediation defenses to enhance cybersecurity and privacy through the following program initiatives:

- Security information and event management (SIEM) implementation establishing monitoring and reporting metrics and remediation playbooks to respond to threats in real time.
- Data Loss Prevention implementing assistive artificial intelligence services to identify and label content, providing a means to categorize, monitor, and control access to agency data.
- Insider Threat Services establishing governance and program service indicators to quickly identify, triage, and act on risky user activity.

Other Direct Support Cost and Information Technology Requirements (+\$2.578 million): The additional funding will allow the Agency to address the Congressional mandate to rebuild and increase the NLRB's capacity to support field work by addressing technological, equipment, training, travel, facilities, and security requirements for new hires.

The complete NLRB FY 2019 – FY 2022 Strategic Plan,² including objectives, initiatives, and management strategies, can be viewed/downloaded at:

https://www.nlrb.gov/reports-guidance/reports/government-performance-and-results

The FY 2022 Budget request will fund the NLRB in its efforts to protect employee rights and other interests guaranteed by the Act. Accordingly, the NLRB has retained its focus on workforce planning and performance and has anticipated maintaining the staffing levels reflected in Section VII of this FY 2022 Congressional Budget Request. The NLRB has positioned itself to realize increased productivity through substantial investments in technology, including NxGen, and training, coupled with continuing review and adjustment of case processing procedures at both the Headquarters and Regional Office levels. We are also committed to ensuring that all offices throughout the Agency are adequately staffed with highly capable, well-trained, mission-focused employees. Thus, the NLRB is engaged in a continual process of self-evaluation and planning to ensure not only that its personnel are provided with the skills, equipment, and structure needed to fulfill the NLRB's mission, but that the NLRB's stakeholders and members of the public will receive appropriate support from and access to the NLRB's offices, personnel, and public digital resources.

Our professionals in the Agency's Regional Offices and those in Headquarters offices have provided process improvement ideas to better service the public and the Agency's mission. As these improvements continue to be implemented and executed in FY 2022, the Agency will have more effective ways to engage the public through electronic media and enhanced technology platforms that will assist staff in research, intake information, tracking, and management reviews.

The FY 2022 Budget request will fund efforts to use technology to better service the public, which will assist with decreasing associated costs such as copiers, paper, toner, mailings, and travel. The Agency is also continuing to either relocate or reduce square footage for offices as leases expire, according to the General Services Agency (GSA) guidelines. The anticipated additional FTE is not inconsistent with the reduction of square footage for offices, however. The reduction in office space is an ongoing effort by the Agency to align its needs within GSA guidelines and takes into account the increasing efficiency with which the Agency's electronic systems enable personnel to perform their work, as well as the

² The upcoming FY 2022-FY 2026 Strategic Plan is currently under review. The Agency plans to include the new Strategic Plan during the FY 2023 budget cycle.

Agency's expectation that in a post-pandemic world employees will continue to telework at higher rates than they did before the pandemic.

National Labor Relations Board (Dollars in Thousands)							
DetailFY 2020 EnactedFY 2021 EnactedFY 2022 Request							
Appropriation	\$ 274,224	\$ 274,224	\$ 301,925				
FTE	1,237	1,223	1,387				

VII. Funding Level

VIII. Program Activities

The NLRB has five (5) Program Activities that can be thought of as major mission functions for reporting. The Program Activities are Casehandling, Administrative Law Judge Hearings, Board Adjudication, Mission Support, and the Inspector General.

Program Activity	FY 2(Actu	_		FY 2021 Enacted		FY 2022 Request ³		SChange from FY 2021 Enacted		%Change from FY 2021 Enacted	
	Amount	FTE	Amount	FTE	Amount	Amount FTE		FTE	Amount	FTE	
Casehandling	\$150.8	926	\$156.4	905	\$175.3	1,031	\$18.9	126	12.1%	13.9%	
Administrative Law Judges	\$8.0	40	\$8.4	37	\$9.6	42	\$1.2	5	14.3%	13.5%	
Board Adjudication	\$21.0	100	\$20.7	99	\$22.1	110	\$1.4	11	6.8%	11.1%	
Mission Support	\$93.0	166	\$87.4	176	\$93.4	196	\$6.0	20	6.9%	11.4%	
Inspector General	\$1.0	5	\$1.3	6	\$1.5 8		\$0.2	2	15.4%	33.3% ⁴	
Total Resources	\$273.8	1,237	\$274.2	1,223	\$301.9	1,387	\$27.7	164	10.1%	13.4%	

Casehandling⁵

+\$175.3 million / +1,031 FTE

Net Change +\$18.9 / 126 FTE

³ With respect to Casehandling, the Agency has experienced approximately a 14 percent reduction in case intake due to the COVID-19 pandemic. The FY 2022 budget was prepared based on the assumption that the COVID-19 pandemic will be resolved, and the Agency will resume normal operations. Even if the Agency is not fully back to pre-pandemic operations by FY 2022, we still anticipate a significant increase in intake of cases, although some costs, such as in-person training conferences and case-related travel, will be lower than set forth in this request.

⁴ The 33.3% increase in FTEs for the Inspector General's office is a function of several factors. One, the office currently has 6 FTEs, so even the modest addition of 2 FTEs yields a significant percentage increase. More importantly, the additional FTEs are needed for the Inspector General to conduct all mandatory audits as well as recommended audits to ensure the integrity of the Agency's operations. ⁵ See footnote 3.

The Casehandling program activity is the processing of unfair labor practice and representation cases. The Agency employees who work in the offices/branches/divisions involved in these processes include: The Office of the General Counsel, Regional Offices, Appeals, Advice (including Injunction Litigation), Operations-Management, E-Litigation, Appellate and Supreme Court Litigation, and Contempt, Compliance, and Special Litigation.

The casehandling process starts with Regional Office personnel performing intake processing of unfair labor practice charges and representation petitions filed by employees, labor organizations, or employers. These charges and petitions are received in the Agency's Regional and satellite offices across the United States, which are staffed by professionals and administrative employees. Each unfair labor practice charge is investigated by docketing the original charge, contacting and taking evidence from witnesses, and requesting and reviewing relevant documents from all parties involved.

Once an initial investigation is completed, Regional Directors, who are charged with overseeing effective and efficient investigations in field offices, determine preliminarily whether a charge has merit. Historically, Regional Directors nationwide have found approximately 35 to 37 percent of filed charges to be meritorious at this level. In the event of a dismissal, the charging party is entitled to appeal that decision to the General Counsel through the Office of Appeals located at Headquarters, where a determination will be made whether the investigation was sufficient and thorough, and the legal conclusion sound. If the Office of Appeals determines that the appeal lacks merit, the Charging Party may seek reconsideration from the Office of Appeals, but there is no further appeal right. If the General Counsel finds the appeal has merit, the case will be remanded to the Region for the issuance of a complaint, absent settlement. Otherwise, the dismissed case is closed, and the affected claimants have no right of further appeal. Historically, the Regional Offices settle over 90 percent of meritorious charges filed. These resolutions (i.e., dismissals, withdrawals, or settlements) occur at an extremely early stage, typically within three months after the case has been initiated with the filing of a charge.

Regional Offices seek legal advice from the General Counsel through the Division of Advice located at Headquarters. Cases presenting complex or novel issues, or otherwise dealing with topics the General Counsel has determined require a centralized approach, are submitted by the Regions to the Regional Advice Branch in the Division of Advice, which furnishes guidance and direction. Further, if there are alleged violations of the NLRA requiring immediate relief because obtaining a remedy in due course would be too late to effectuate the purposes of the Act, the Regional Offices may seek authorization from the Board through the Injunction Litigation Branch of the Division of Advice under Section 10(j) of the Act to seek temporary injunctive relief from a U.S. District Court. In other cases, involving certain alleged violations by labor organizations, the Regional Offices will, on behalf of the Board, petition a U.S. District Court for injunctive relief under Section 10(l) of the Act. If a respondent does not comply with the court order, the Injunction Litigation Branch will consider whether contempt proceedings are appropriate.

In FY 2020, the Injunction Litigation Branch received 88 total cases. Of those 88 cases, 49 were 10(j) cases, including cases recommending that Section 10(j) authorization be sought and cases recommending against pursuing injunctive relief. The other 39 cases include: 1 appeal consideration; 35 litigation advice cases; 3 special projects; and 1 appeal (not counted in the 88 total cases, but part of the Branch's caseload). The Injunction Litigation Branch recommended to the General Counsel pursuing injunctive relief in 9 of the 49 10(j) cases (7 10(j) cases remained under consideration in the Branch at the end of FY 2020). The General Counsel sought authorization for injunctive relief in 9⁶ cases and the Board authorized pursuit of injunctive relief in 8 of those cases (the remaining case was withdrawn due to settlement).

The Agency strives to achieve voluntary prompt resolutions between employees, employers, and labor organizations in the workplace, which also avoids costly and time-consuming litigation. The Agency's settlement program has been very successful, and as of September 30, 2020, a total of 4,666 preliminary merit unfair labor practice cases were settled. For the same period, the Agency issued 809 complaints, and those not settled are litigated before an Administrative Law Judge, who issues a decision and recommended order subject to review by the Board.

When the Board issues a decision and order, presently the Centralized Compliance Unit in the Division of Operations-Management attempts to obtain voluntary compliance with the Board order. Because Board orders are not self-enforcing, if the respondent does not voluntarily comply with a Board order remedying unfair labor practices, the case is referred to the Appellate and Supreme Court Litigation Branch to seek enforcement of the order through the Courts of Appeals, and occasionally the Supreme Court. The Appellate and Supreme Court Litigation Branch also defends challenges to Board orders filed by the parties in the Courts of Appeals, and occasionally the Supreme Court litigation is handled together with the Solicitor General of the United States in the Department of Justice. After a Board order is enforced by a Court of Appeals, the General Counsel may initiate contempt proceedings in the event the respondent still refuses to comply. These cases proceed to the Contempt, Compliance, and Special Litigation Branch for contempt or other post-enforcement proceedings. Further, in some cases, while the case is in litigation, the respondent's financial status may change, which requires Agency personnel to be trained in bankruptcy laws and the Federal Debt Collection Procedures Act of 1990. Compliance with Board orders and court judgments is presently overseen by the Centralized Compliance Unit in the Division of Operations-Management. Currently,

⁶ The Injunction Litigation Branch does not track which cases were submitted with a recommendation to pursue Section 10(j) relief as opposed to those recommending not to pursue such relief. Thus, the other 40 cases submitted to the Branch included cases submitted with a recommendation not to pursue Section 10(j) relief, cases submitted with a recommendation to pursue such relief but which settled before being submitted to the Board for authorization, and some which were submitted recommending Section 10(j) relief but where the Branch or General Counsel disagreed with the recommendation.

the Compliance Unit works with the Regional offices to ensure cases are handled consistently across the country and in accordance with outstanding policies and procedures.

The merit, settlement, litigation, and appeal rates for cases handled by the Agency can vary over time. Further, although the number of cases can be accurately counted, those raw numbers do not reflect the reality of case handling because the cases vary greatly in the amount of time and effort Agency staff must devote to prevent and remedy unfair labor practices and resolve questions concerning representation. The NLRB tracks the total time taken to resolve a case through the investigation, prosecution, and compliance stages. This process includes capturing the timeliness and quality of case processing.

As for representation cases, the Regional Offices process petitions and conduct elections on behalf of the Board. As a result, the General Counsel, who supervises the Regions, develops procedures for the conduct of representation proceedings in accordance with Board precedent and regulations. The Board ultimately determines contested matters, such as the appropriateness of the bargaining unit, and rules on any challenges or objections to the conduct of an election.

Administrative Law Judges (ALJs)⁷

+\$9.6 million / +42 FTE

Net Change +\$1.2 million / 5 FTE

Meritorious charges are litigated before the Agency's ALJs, who travel around the country to conduct hearings and render decisions and recommended orders.⁸ Those decisions and recommended orders are then sent to the Board for review and issuance of a final Board decision and order. In FY 2020, the Division of Judges closed 62 hearings, issued 102 decisions, and achieved 338 settlements. Based on the most recent disposition and inventory projections, the NLRB will set a target of 180 closed hearings and 160 decisions for FY 2022.

⁷ See footnote 3.

⁸ During the COVID-19 pandemic, hearings have been conducted via videoconference.

+\$22.1 million / +110 FTE

Net Change +\$1.4 million / 11 FTE

Board adjudication encompasses the activities of the Board, Board Member staff offices, the Office of the Executive Secretary, the Office of the Solicitor, and the Office of Representation Appeals. In an unfair labor practice case, the Board adopts a judge's decision if no exceptions are filed. Historically, around 35 percent of ALJ decisions are not excepted to by the parties and are complied with voluntarily. The remaining cases, where exceptions are filed, require review and issuance of a Board decision. This review and writing process depends on each Board Member office being sufficiently staffed with a full complement of attorneys. The attorneys are primarily responsible for assisting the Members in reviewing both unfair labor practice and representation cases and play an integral role in the drafting of decisions. In short, the Board's work could not get done without them. In FY 2020, the Board issued 374 decisions in contested cases -- 251 decisions in ULP cases and 123 decisions in contested unfair labor practice case each fiscal year. In representation cases, the Board has delegated its responsibility for the administration of representation matters to the Regional Offices. Matters related to the Regional Offices' handling of representation cases, including decisions issued by Regional Directors in such cases, are reviewable by the Board.

The Executive Secretary is the chief administrative and judicial management officer of the Board. The functions and responsibilities of the Office of the Executive Secretary ("ES Office") are similar to those of a Clerk of the Court to receive and docket all formal documents filed with the Board, and issue and serve on all parties the Board's decisions, orders, rulings, and other case documents. The ES Office is the exclusive point of contact for communications by the parties to cases pending before the Board and, particularly regarding questions or guidance sought on Board procedure and case status inquiries, is the principal point of contact for employers, unions, employees, other Federal agencies, and the public. In its role of facilitating case management, the ES Office relies upon the Board's electronic case management system to ensure that documents filed and those issued are included in the case record, and to monitor case progress and overall Board case production.

The Solicitor serves as the chief legal adviser and consultant to the Board on all questions of law arising in connection with the Board's general operations and on major questions of law and policy arising in connection with enforcing, defending, and achieving compliance with Board orders in the Courts of Appeals and the U.S. Supreme Court. The Office of the Solicitor processes, reviews, researches, provides written recommendations to the Board, and drafts appropriate orders with respect to various unfair labor practice case matters that require expedited consideration, including motions for summary and default judgment, special appeals, formal settlement agreements, and petitions to revoke investigative subpoenas. The Office of the Solicitor serves as the Board's legal representative and spokesperson in liaison contacts with the General Counsel's office and other offices within the Board's

organization. The Solicitor's Office reviews and researches relevant case law, precedent, Board policy, and provides written recommendations for action to the Board with respect to requests from the General Counsel to institute various types of litigation requiring authorization by the Board, such as seeking injunctions, intervention and contempt, and petitioning for certiorari with the Supreme Court.

Mission Support⁹

+\$93.4 million / +196 FTE

Net Change +\$6.0 million / 20 FTE

Mission Support encompasses activities from the following offices: the Division of Administration, the Office of the Chief Financial Officer, the Office of the Chief Information Officer, the Office of Ethics, the Office of Congressional and Public Affairs, the Office of Equal Employment Opportunity, and the Office of Special Counsel and Labor Relations. Mission Support resources fund multiple functions that have a direct tie to agency-wide activities. For example, while compensation for field attorneys are funded in the casehandling account, the facilities (and the resulting rent and physical security) and the computer systems that they use to conduct their work are funded in Mission Support. Without commensurate funding in Mission Support, casehandling and other critical personnel would not be able to execute their mission critical work of administering and enforcing the NLRA.

Mission Support includes administrative, personnel, and financial management functions conducted mainly in the central Headquarters office. The various supportive offices, branches, and divisions develop standard operating procedures and protocols consistent with regulatory and legal guidance and promulgate necessary operating directives. Specifically, these organizational units assess and assist all business operations for the Regional Offices and Headquarters through guidance and support activities related to: administration, human resource management, personnel, government and legal ethics, training, recruitment, on/off-boarding, equal employment opportunity principles, labor and employee relations, budget, acquisition, accounting, financial management, facilities, property, security, technology infrastructure, congressional and public affairs, and privacy. The additional resources for these functions are vital to meeting the Agency's hiring goals, and promoting broader and more productive engagement with employees and internal labor organizations. This will in turn benefit the Agency with respect to employee productivity and retention.

Inspector General

+\$1.5 Million / 8 FTE

Net Change \$0.2 million / 2 FTE

The amount of \$1.5 million was submitted by the Inspector General (IG) for the FY 2022 Budget request for the Office of Inspector General (OIG) and includes funding to bring the OIG staff from six to

⁹ See footnote 3.

eight FTEs. The IG's requested amount includes payroll salaries and benefits, \$5,250 for training of OIG personnel, \$235,793 for the Agency's Financial Statement Audit contract, and \$4,633 for support of the Council of the Inspectors General on Integrity and Efficiency (CIGIE). At the request of the Inspector General, this statement is being included in the OMB Budget Request:

"The increase in funding for the OIG's personnel expenses will ensure that the OIG has an appropriate staffing level to provide adequate oversight of the NLRB's mission functions. The level of staffing was justified by the Inspector General explaining that the requirements placed upon the Office of Inspector General have increased significantly, including the following examples: annual information security review; the DATA Act audits; annual travel and purchase card reviews; and the annual audit of the financial statements."

IX. Information Technology Investment Strategy

The NLRB Office of the Chief Information Officer (OCIO) is executing cloud-based enterprisetechnology solutions to deliver value and advance the Agency's mission. The current Information Technology (IT) initiatives support the Agency's broader efforts to improve productivity and provide greater transparency.

The Agency Mission Case Management System NxGen, which replaced 11 stove-piped systems architected in FY 2009, was migrated to cloud infrastructure in FY 2018. The NxGen program underwent a considerable change, as its foundation is directly linked to the Agency's efforts to migrate its technical infrastructure to a hybrid cloud environment. This resulted in reduced paperwork, increased telework and remote access to information, and the expedited issuance of decisions. The Agency also implemented tools to provide for real-time case management analytics.

The Agency was able to achieve these improvements by carefully allocating a limited pool of available funds. Looking ahead, however, the Agency anticipates that the cost of current and future maintenance and modernization efforts related to the NxGen system, including those necessary to meet heightened cybersecurity requirements, will necessitate a significantly greater financial commitment. Accordingly, the Agency's OCIO is planning to conduct a complete analysis of the NxGen case management system architecture and requirements in FY 2021 and begin a comprehensive modernization effort in FY 2022, so the Agency can:

- Improve the productivity of the Agency's case management by standardizing business processes in an easy to use, reliable, and scalable state of the art new technology.
- Optimize business processes by providing employees ready access to the tools, data, and documents they require from anywhere, at any time, enhancing their performance during telework.
- Transform the way the NLRB serves the public, including making its case processes transparent and providing more information to its constituents in a timely matter, thereby reducing the need for the public to go through the FOIA request process.
- Develop more effective ways to engage the public through electronic media and enhanced technology platforms that will assist staff in research, intake information, tracking, and management reviews.

- Increase outreach by expanding the Agency's social media presence. This approach will provide greater equity to underrepresented populations, and it will allow the Agency to support the objectives that are outlined in the Equity Assessment Report dated May 2021.
- Reduce the paperwork burden on constituents, including individuals, labor unions, businesses, government entities, and other organizations through digitizing forms and case intake.
- Develop a big data platform that will empower both internal users and the public by providing near real-time data analysis, predictive analytics, and interactive visualizations on structured and unstructured data.
- Digitize case files to meet the NARA requirements.
- Enhance and satisfy Cybersecurity requirements (FISMA).

IT Investment Portfolio	FY 2020	FY 2021	FY 2022
IT Systems by Mission Area	\$12,063	\$12,166	\$14,177
DME Agency Funding	\$4,247	\$3,989	\$5,250
OM Agency Funding	\$7,816	\$8,177	\$8,927
IT Infrastructure, IT Security, Office			
Automation, and Telecommunication	\$10,319	\$7,712	\$7,290
DME Agency Funding	\$1,807	\$800	\$100
OM Agency Funding	\$8,512	\$6,912	\$7,190
Enterprise Architecture & Planning	\$1,590	\$2,000	\$3,300
DME Agency Funding	-	\$350	\$1,550
OM Agency Funding	\$1,590	\$1,650	\$1,750
Subtotal DME	\$6,054	\$5,139	\$6,900
Subtotal O&M	\$17,918	\$16,739	\$17,867
Total DME & O&M Investments	\$23,972	\$21,878	\$24,767
Cloud Computing	\$939	\$1,154	\$1,520
Total IT Investments	\$24,911	\$23,032	\$26,287
FTE	42	42	42

The NLRB will establish an Insider Threat Program (ITP) pursuant to Executive Order 13587, Structural Reforms to Improve the Security of Classified Networks and the Responsible Sharing and Safeguarding of Classified Information and the National Insider Threat Policy and Minimum Standards for Executive

NLRB FY 2022 Congressional Budget Justification

Branch Insider Threat Programs. The ITP will have the ability to detect anomalous behavior by NLRB insiders and, as warranted, gather information from sources or existing NLRB systems of records to support an investigation of the incident.

X. Attachments

Attachment 1 - Amounts Available for Obligation

Amounts Available for Obligation (Dollars in Thousands)						
	FY2020 Enacted	FY 2021 Enacted	FY 2022 Request			
Annual Appropriation	\$ 274,224	\$ 274,224	\$ 301,925			

Budget Authority by Object Class (Dollars in Millions)							
Object Class Categories:	FY 2020 Enacted	FY 2021 Enacted	FY 2022 Request				
Personnel Compensation	\$162.8	\$163.9	\$179.4				
Personnel Benefits	\$51.7	\$54.4	\$63.5				
Sub Total Personnel Compensation	\$214.5	\$218.3	\$242.9				
Travel and Transportation of Persons	\$2.5	\$0.6	\$1.3				
Rental Payments to GSA	\$23.5	\$24.3	\$24.3				
Printing and Publications	\$0.1	\$0.2	\$0.2				
Communication, Utilities, and Miscellaneous Charges	\$2.6	\$2.6	\$2.6				
Other Services	\$29.2	\$27.4	\$29.8				
Supplies and Materials	\$0.5	\$0.4	\$0.4				
Equipment and Furniture	\$1.3	\$0.4	\$0.4				
Sub-total Direct Budget Authority	\$59.7	\$55.9	\$59.0				
Total	\$274.2	\$274.2	\$301.9				

Attachment 2 - Budget Authority by Object Class

Major Activities	FY 2020 Actual	FY 2021 Estimate ¹¹	FY 2022 Estimate ¹²
1. Regional Offices			
Unfair Labor Practices (ULP) Cases	15,869	14,510	17,439
Representation Cases	1,764	1,496	1,969
Regional Director Decisions	259	259	259
2. Administrative Law Judges			
Hearings Closed	62	140	180
Decisions Issued	102	120	160
3. Board Adjudication			
Contested Board ULP Decisions Issued	374	300	300
4. Board Decisions Requirement			
Court Enforcement	57	56	56

Attachment 3 - Major Workload and Output Data¹⁰

¹⁰ See footnote 3.

¹¹ Case intake for the second six months for FY 2021 is projected to be the same as the first six months. ¹² Case intake is based on actual case intake in FY 2019 with a projected 6 percent decrease (2 percent reduction each year for FY 2020, FY2021 and FY 2022). No projected impact due to COVID-19 pandemic.

Attachment 4 – Status of Open Audit Recommendations

Audit No.	Audit Title	Report	Agreement	Rec	Recommendation	Status
		Date	Date	#		
FY 2015						
OIG-F-19-15-01	Audit of the NLRB Fiscal Year 2014 Financial Statements	12/12/2014	12/12/2014	2	Establish, document, and implement policies to ensure accruals are recorded when goods and/or services are received throughout the fiscal year, at least on a quarterly basis, rather than at only year- end. Accruals recorded should be clearly documented with detailed methodologies to support the amounts recorded. The accrual methodologies should be reviewed and approved by appropriate program office personnel, with quality control review procedures and approvals performed and documented by Finance personnel.	In the FY 2020 audit, there were no material findings related to accounts payable accruals process. NLRB continues to monitor and improve the process. Recommendation will remain open pending audit work performed during the FY 2021 Financial Statement audit.
OIG-F-19-15-01	Audit of the NLRB Fiscal Year 2014 Financial Statements	12/12/2014	12/12/2014	17	Establish and implement procedures for periodic review of all active cardholders to determine whether each cardholder has a need for the purchase/travel card, and whether all applicable documentation, including completion of initial and refresher trainings, is maintained.	Submission date will be in 3rd Quarter of FY 2021 to accommodate the COR Guide submission.
Total FY 2015	2					
FY 2016						
OIG-AMR-77-16-02	Training and Conferences	9/27/2016	9/27/2016	5	We recommend that OED require continuing service agreements for all employees taking training.	OED is continuing to work with the Office of Special Counsel regarding the Continuing Service Agreement (CSA) for union members. The CSA language has been included

Audit No.	Audit Title	Report Date	Agreement Date	Rec #	Recommendation	Status
		Date	Date	<u> </u>		in the management proposal for the new collective bargaining agreements for the NLRBU and the NLRBPA. Implementation of CSAs is on hold during the bargaining process.
OIG-AMR-77-16-02	Training and Conferences	9/27/2016	9/27/2016	7	We recommend that the Division of Administration develop and implement a Management Succession Plan.	Draft currently underway.
OIG-AMR-77-16-02	Training and Conferences	9/27/2016	9/27/2016	11	We recommend that the OCFO develop and implement policies and procedures for the travel of employees in a local commuting area.	Comments received from Special Counsel. OCFO is currently reviewing comments and making edits where applicable. Recommendation can be closed once the draft is approved as a final policy.
Total FY 2016	3					
FY 2017 OIG-F-21-17-01	Audit of NLRB Fiscal Year 2016 Financial Statements	11/3/2016	11/3/2016	3	Develop a process for in-depth and detailed management quality control reviews of the financial statements and notes, journal vouchers, and accounting transactions to ensure they are properly and timely reported and recorded.	85% Complete The financial statement preparation SOP update estimated completion - June 1, 2021.

Audit No.	Audit Title	Report Date	Agreement Date	Rec #	Recommendation	Status
OIG-F-21-17-01	Audit of NLRB Fiscal Year 2016 Financial Statements	11/3/2016	11/3/2016	5	Ensure that all assets are properly recorded in the subsidiary ledger and related accounting records and depreciated in a manner that properly reflects asset, contra-asset, and expense balances.	95% Complete Estimated completion for PP&E guide -May 1, 2021.
OIG-F-21-17-01	Audit of NLRB Fiscal Year 2016 Financial Statements	11/3/2016	11/3/2016	6	Develop and implement a process to enter and track all property equipment in the Oracle Fixed Asset Module.	95% Complete Estimated completion for PP&E guide - May 1, 2021.
OIG-F-21-17-01	Audit of NLRB Fiscal Year 2016 Financial Statements	11/3/2016	11/3/2016	7	Develop and implement standardized policies and procedures to ensure accountability, monitoring, and oversight of the PP&E disposals and lost capitalized equipment, including notification to the Office of Inspector General for lost equipment.	95% Complete Estimated completion for PP&E guide - May 1, 2021.
OIG-F-21-17-01	Audit of NLRB Fiscal Year 2016 Financial Statements	11/3/2016	11/3/2016	8	Define authorities and responsible parties for managing all capitalized assets to maintain physical control in securing and safeguarding NLRB assets.	95% Complete Estimated completion for PP&E guide -May 1, 2021.
Total FY 2017	5					
FY 2018	· · · ·	1				
OIG-AMR-80-18-02	Purchase Cards	8/16/2018	8/16/2018	1	Revise the Management Plan to address the noted deficiencies.	Submission date will be in 3rd Quarter of FY 2021 to accommodate the COR Guide submission.

Audit No.	Audit Title	Report Date	Agreement Date	Rec #	Recommendation	Status
OIG-AMR-80-18-02	Purchase Cards	8/16/2018	8/16/2018	2	Establish procedures to ensure that the master files meet all of the legal and regulatory requirements.	Submission date will be in 3rd Quarter of FY 2021 to accommodate the COR Guide submission.
OIG-AMR-80-18-02	Purchase Cards	8/16/2018	8/16/2018	3	Coordinate with OED to ensure that the Agency's purchase card training meets all of OMB's requirements.	Submission date will be in 3rd Quarter of FY 2021 to accommodate the COR Guide submission.
OIG-AMR-80-18-02	Purchase Cards	8/16/2018	8/16/2018	4	Develop and implement controls to ensure that all participants in the purchase card program meet the training requirements.	Submission date will be in 3rd Quarter of FY 2021 to accommodate the COR Guide submission.
OIG-AMR-80-18-02	Purchase Cards	8/16/2018	8/16/2018	5	Develop and implement processes and procedures to ensure that reconciled statements are accurate and complete.	Submission date will be in 3rd Quarter of FY 2021 to accommodate the COR Guide submission.
OIG-AMR-80-18-02	Purchase Cards	8/16/2018	8/16/2018	6	Develop and implement processes and procedures regarding the content of pre- approvals.	Submission date will be in 3rd Quarter of FY 2021 to accommodate the COR Guide submission.
OIG-AMR-80-18-02	Purchase Cards	8/16/2018	8/16/2018	7	Develop and implement processes and procedures to ensure that purchase cards are cancelled when cardholders separate from the Agency.	Submission date will be in 3rd Quarter of FY 2021 to accommodate the COR Guide submission.

Audit No.	Audit Title	Report Date	Agreement Date	Rec #	Recommendation	Status
OIG-AMR-80-18-02	Purchase Cards	8/16/2018	8/16/2018	8	Develop procedures to ensure that purchase cardholders and approving officials follow existing Agency policies and procedures regarding the type of supporting documentation that is acceptable for statement reconciliations.	Submission date will be in 3rd Quarter of FY 2021 to accommodate the COR Guide submission.
Total FY 2018	8					
FY 2019		L				
OIG-F-23-19-01	Audit of NLRB Fiscal Year 2018 Financial Statements	11/13/2018	11/13/2018	1	Perform detailed management quality control reviews over the processing of JVs, year-to-year account balance variances, and accrual estimates to ensure discrepancies are minimized and errors are timely corrected.	FY 2020 audit, there were no material findings related to accounts payable accruals process. NLRB continues monitor and improve the process. Recommendation will remain open pending audit work performed during the FY 2021 Financial Statement audit.
OIG-F-23-19-01	Audit of NLRB Fiscal Year 2018 Financial Statements	11/13/2018	11/13/2018	2	Refine and strengthen policies, procedures, and processes over JVs and PP&E to ensure transactions are adequately supported and recorded accurately.	95% Complete Estimated completion for PP&E guide - May 1, 2021.

Audit No.	Audit Title	Report Date	Agreement Date	Rec #	Recommendation	Status
OIG-F-23-19-01 (ML)	Audit of NLRB Fiscal Year 2018 Financial Statements - Management Letter	1/8/2019	1/8/2019	8	Schedule future maintenance and perform them according to the schedule.	Handbook for OCIO Information Technology Maintenance Scheduling Guidelines completed. Recommendation will remain open pending audit work performed during the FY 2021 FISMA audit.
Total FY 2019	3					
FY 2020		· · · · · · · · · · · · · · · · · · ·				
OIG-F-24-20-01	Audit of NLRB Fiscal Year 2019 Financial Statements	11/15/2019	11/15/2019	1	Develop an accounts payable accrual worksheet for open contracts that is updated by the CORs to track period of performance, contract type, services / goods received, invoices received and paid, and accrual methodology used that is submitted, along with adequate supporting documentation, to Finance for discussion as part of the accrual review process.	FY 2020 audit, there were no material findings related to accounts payable accruals process. NLRB continues monitor and improve the process. Recommendation will remain open pending audit work performed during the FY 2021 Financial Statement audit.
OIG-F-24-20-01 (ML)	Audit of NLRB Fiscal Year 2019 Financial Statements- Management Letter	11/15/2019	11/15/2019	1	Ensure approved reconciliation statements including request forms, invoices and receipts are maintained on file.	NLRB training will be held late 3rd Quarter early 4th Quarter of FY 2021. All other training requirements have been completed. Retroactive reviews are ongoing.

Audit No.	Audit Title	Report Date	Agreement Date	Rec #	Recommendation	Status
OIG-F-24-20-01 (ML)	Audit of NLRB Fiscal Year 2019 Financial Statements- Management Letter	11/15/2019	11/15/2019	2	Refine and strengthen policies, procedures, and processes to ensure that reconciling differences identified are corrected in a timely manner.	95% Complete Estimated completion for PP&E guide - May 1, 2021.
OIG-F-24-20-01 (ML)	Audit of NLRB Fiscal Year 2019 Financial Statements- Management Letter	11/15/2019	11/15/2019	3	Refine and strengthen policies, procedures, and processes over the timely removal of separated and transferred users' access. Industry best practices are to remove separated users within five (5) business days and updated transferred users within five (5) business days.	Pending documentation of successful implementation.
OIG-F-24-20-01 (ML)	Audit of NLRB Fiscal Year 2019 Financial Statements- Management Letter	11/15/2019	11/15/2019	4	Ensure that the timely removal of separated and transferred users' access is documented.	Pending documentation of successful implementation.
OIG-AMR-88-20-03	Backpay Accounting	12/10/2019	12/10/2019	2	We recommend that the OCFO review all the backpay cases with funds in the deposit account and disburse any funds that are being held as either being unclaimed or a fine should be remitted to the U.S. Treasury as appropriate.	Testing is underway in BMS for enhancements to track unclaimed funds that will be transferred to Treasury instead of the owner. Target date 5/31/2021.

Audit No.	Audit Title	Report Date	Agreement Date	Rec #	Recommendation	Status
OIG-AMR-88-20-03	Backpay Accounting	12/10/2019	12/10/2019	3	We recommend that the Finance Branch reconcile the backpay cases with recurring journal voucher entries and take appropriate action to correct the accounting errors.	Awaiting final action – OCFO target date 5/31/2021.
OIG-AMR-88-20-03	Backpay Accounting	12/10/2019	12/10/2019	5	We recommend that the Finance Branch reconstruct the three backpay files with appropriate documentation of the receipt and disbursements of backpay funds and then reconcile the cases.	Waiting on documentation of the reconciliation of the reconstructed files.
OIG-AMR-88-20-03	Backpay Accounting	12/10/2019	12/10/2019	6	We recommend that the Finance Branch officials consult with the Internal Revenue Service and then develop and implement internal controls to address the tax payments and refunds.	Awaiting final action – OCFO target date March 2022.
OIG-AMR-88-20-03	Backpay Accounting	12/10/2019	12/10/2019	7	We recommend that the Finance Branch provide training to its accountants and approving officials on the requirements of its journal voucher documentation requirements and process.	Finance final as of 3/9/2021. Waiting on documentation of training.
OIG-AMR-91-21-04	FY 2019 Budget Execution	9/16/2020	9/16/2020	1	Decide whether to utilize the budget process established in APPM BUD-1(A) or establish alternative documented process: a. If the determination is to use the process in APPM BUD-1(A), update the chapter to reflect the current OCFO	No updates for the March 15, 2021 reporting period.

Audit No.	Audit Title	Report Date	Agreement Date	Rec #	Recommendation	Status
OIG-AMR-91-21-04	FY 2019 Budget	9/16/2020	9/16/2020	2	organizational structure and augment the process with appropriate internal controls, in accordance with the guidance's provided by GAO's Standards for Internal Control in the Federal Government to ensure that the process is followed; or b. If the determination is to use procedures other than those established in APPM BUD-1(A), create a system of internal controls that support the identification of necessary expenses through a planning approval process that meets both OMB guidelines in Circular A-11 and the guidance provided by GAO's Standards for Internal Control in the Federal Government. Establish and implement an IPT internal	No updates for the
	Execution				control process for capital projects that meets the criteria established by OMB Circular A-11.	March 15, 2021 reporting period.
OIG-AMR-91-21-04	FY 2019 Budget Execution	9/16/2020	12/10/2020	3	Create a system of internal controls, in accordance with the guidance provided by GAO's Standards for Internal Control in the Federal Government, to ensure that the expenditures of the Agency's appropriated funds are made as approved by the Agency's leadership and tracked in a manner that can be	No updates for the March 15, 2021 reporting period.

Audit No.	Audit Title	Report Date	Agreement Date	Rec #	Recommendation	Status
					reviewed and reconciled by OCFO supervisors and managers.	
OIG-AMR-91-21-04	FY 2019 Budget Execution	9/16/2020	9/16/2020	4	Develop a filing system to ensure that documentation of the budget process is maintained and readily available for inspection.	No updates for the March 15, 2021 reporting period.
OIG-AMR-91-21-04	FY 2019 Budget Execution	9/16/2020	9/16/2020	5	Provide training to Budget personnel on the internal controls develop in response to the recommendation.	No updates for the March 15, 2021 reporting period.
OIG-AMR-91-21-04	FY 2019 Budget Execution	9/16/2020	9/16/2020	6	Review Budget Branch staff qualifications and engage in a process to ensure appropriate succession planning.	No updates for the March 15, 2021 reporting period.
Total FY 2020	16					
FY 2021						
OIG-F-25-21-01 (ML)	Audit of NLRB Fiscal Year 2020 Financial Statements - Management Letter	12/14/2020	12/14/2020	1	Ensure purchase card statements and related receipts are properly reconciled by the cardholder, reviewed by Approving Official and submitted timely in CitiManager.	Action Plan was provided to the OIG on May 5, 2021
OIG-F-25-21-01 (ML)	Audit of NLRB Fiscal Year 2020 Financial Statements - Management Letter	12/14/2020	12/14/2020	2	Ensure contact closeout procedures for expired vendor contracts are initiated and open balances are de-obligated in a timely manner.	Action Plan was provided to the OIG on May 5, 2021

Audit No.	Audit Title	Report Date	Agreement Date	Rec #	Recommendation	Status
Total FY 2021	2					
Total Open Recommendations	39					