



• 5 C.F.R. § 2424.2(c).



• 45 FLRA 603, 606-07.





Exceptions: 5 U.S.C. § 7103(a)(14)(A)-(C).

- Hatch Act: 5 U.S.C. §§ 7321-7326.
- Classification matters: 5 C.F.R. § 511.101.
- Matters "specifically provided for by [f]ederal statute": next slide.





- Discretion: *e.g.*, 55 FLRA 1, 4-5.
- Sole and Exclusive discretion: *e.g.*, 59 FLRA 331, 346, 351.
- Authority examines plain wording: 58 FLRA 246, 248-50; 47 FLRA 884, 895.
- If a government-wide regulation is at issue, the Authority may also consider the interpretation of the agency that promulgated the regulation. *E.g.*, 59 FLRA 331, 341-45.





• Two-part test: Antilles, 22 FLRA 235, 236-37.





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Four groups of non-unit personnel:

- 1. employees in other bargaining units;
- 2. supervisors;
- non-supervisory employees not in any bargaining unit; and
- 4. non-employees

Negotiability In Depth: Management Rights & Beyond 8/17/2017

• 952 F.2d 1434, 1442 (D.C. Cir. 1992)



• 65 FLRA 1052, 1054



 The Statute does not expressly prohibit bargaining over matters that directly implicate the working conditions of managers and supervisors. Thus, there is no clear statutory basis for concluding that bargaining over such matters is prohibited. 52 FLRA 677, 681; *e.g.*, 61 FLRA 336, 339; 52 FLRA 677, 682.



- 952 F.2d at 1442-43.
- *E.g.*, 64 FLRA 723, 727; 58 FLRA 344, 348.



Summary

- Duty to bargain over BU employees' conditions of employment
- Bargaining over supervisors' conditions of employment = permissive
- Bargaining over conditions of employment of employees in other units = prohibited
- Bargaining over conditions of employment of non-employees or employees not in a unit = outside duty to bargain
  - Unless the proposal vitally affects BU employees = mandatory
- Statute leaves an Agency with discretion = must bargain, but with sole and exclusive discretion = can't bargain.



- *E.g.*, 53 FLRA 403, 416.
- CBA preceded: *e.g.*, 65 FLRA 817, 819.
- 60 FLRA 398, 399 n.6 (Government-wide regulations, other than regulations implementing 5 U.S.C. § 2302, do not control over conflicting provisions in an agreement if the agreement was in effect before the date the regulation was prescribed).



• 5 U.S.C. § 7117(a)(3); see 68 FLRA 407, 408-09.



- Claim must be resolved in negotiability proceeding: *e.g.*, 49 FLRA 534, 542.
- An agency must demonstrate that its regulation is essential, as distinguished from helpful or desirable, to the accomplishment of its mission or execution of its functions in a manner that is consistent with the requirements of an effective and efficient Government. *Id.*



• Prior agreement doesn't = negotiable: 61 FLRA 554, 557.

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Summary

- Proposal that is inconsistent with government-wide rule or reg. = outside duty to bargain
- Proposal that is inconsistent with internal agency rule = within duty to bargain
  - unless agency establishes compelling need for that rule (rare exception)





- *E.g.*, 58 FLRA 341, 342; 59 FLRA 159, 163.
- Examples: 49 FLRA 333, 349; 22 FLRA 868, 869.



- 61 FLRA 113, 116.
- 66 FLRA 124, 125.
- Second part of test considers only "compensating benefits" of a tangible, monetary nature – not intangible, non-monetary benefits like improved employee morale, 47 FLRA 980, 998, and looks at the proposal or provision relative to organizational level to which it applies, 44 FLRA 18, 30.

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# Management Rights: § 7106(a)(1), Organization

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 Determine Ag's administrative and functional structure, including relationship of personnel through lines of authority and distribution of responsibilities for delegated and assigned duties

## Includes rights to determine

 how organization will be divided up into sections and

• where, geographically, agency will operate

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- 63 FLRA 530, 532.
- 58 FLRA 175, 178.
- 56 FLRA 444, 449.



• *E.g.*, 46 FLRA 298, 316-17.



• *E.g.*, 66 FLRA 929, 931.



• 62 FLRA 93, 94-95.



- Assign to positions: 62 FLRA 508, 510.
- Initial hiring and post-hiring: 65 FLRA 911, 913.
- Duration of assignments: 61 FLRA 209, 218.
- Determination qualifications: 62 FLRA 508, 510.



- Supervise & guide: 65 FLRA 509, 511.
- Perf. Standards: 63 FLRA 450, 453.
- Methods of supervision: 62 FLRA 15, 17.
- Not rewards: 63 FLRA 505, 508.



- Separate rights: see 58 FLRA 344, 345.
- Layoff: e.g., 27 FLRA 467, 477-79; see also 65 FLRA 911, 913.
- Retain: voluntary-separation-incentive pay, *e.g.*, 67 FLRA 85, 87, or substitutes for special rates, *e.g.*, 60 FLRA 839, 841-42.



- Suspend: *e.g.*, 19 FLRA 647, 650.
- Which positions to vacate: 11 FLRA 475, 482; Sequence of vacating positions: 3 FLRA 3, 5-6.
- Right to take actions against employee for particular offense: 53 FLRA 539, 579.



- Perf. & non-perf.: 65 FLRA 142, 145.
- Investigate & techniques: 60 FLRA 124, 127.
- Which evidence: 61 FLRA 341, 346.
- Penalty: 53 FLRA 625, 679.



- Particular duties, when, to whom: 66 FLRA 819, 823.
- Qualifications: 61 FLRA 97, 99.
- Not rewards: 63 FLRA 505, 508.
- Not affected because requires some action: 64 FLRA 443, 447.





- Contracting out delay: 60 FLRA 595, 597.
- Contracting out cost study: 48 FLRA 168, 204.
- Determine personnel: 61 FLRA 371, 373.



- Decide qualifications, determine whether applicants have: 61 FLRA 618, 622.
- Affected by limitations on sources: 56 FLRA 1046, 1048.
- Expanding sources don't affect: 61 FLRA 226, 229.



- Independently assess & decide what actions needed: 58 FLRA 549, 551.
- Requiring particular individual to declare: 31 FLRA 131, 132.
# § 7106(a)(2) Limitation: "Applicable Laws"

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 When agency claims proposal or provision affects § 7106(a)(2) rights, Authority asks whether proposal/provision enforces an "applicable law"

# APPLICABLE LAWS

Lawfully enacted statutes (but not *The* Statute), the U.S. Constitution, controlling judicial decisions, executive orders issued pursuant to express statutory authorization, and regulations having the force and effect of law

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- 61 FLRA 201, 206.
- See Dep't of the Treasury, IRS v. FLRA, 494 U.S. 922 (1990) (discussing the meaning of "applicable laws").









- 61 FLRA 336, 338, 339 (after parties reach agreement on § 7106(b)(1) matter, provision may not be disapproved during Ag-head review under § 7114(c) unless otherwise unlawful).
- 62 FLRA 90, 92 (once Ag elected to bargain over § 7106(b)(1) matter, bargaining permitted notwithstanding effect on exercise of § 7106(a) rights).



• 57 FLRA 424, 426.



- Types: 52 FLRA 1024, 1032, 1034.
- Grades: *id.* at 1032 n.11.



- Centralization: 54 FLRA 1302, 1306.
- Staffing: 52 FLRA 794, 802; 55 FLRA 925, 928.



- Work project: 55 FLRA 848, 853.
- Tour of duty: 57 FLRA 424, 426.



• *E.g.*, 58 FLRA 273, 275.



- 66 FLRA 112, 115.
- Examples: 66 FLRA 499, 502; 56 FLRA 69, 87-91.
- But see 64 FLRA 723, 725.



• 61 FLRA 48.



• 66 FLRA 639, 646.



- 59 FLRA 447.
- 64 FLRA 723.



• *Compare* 61 FLRA 209, 220, *and* 45 FLRA 270, 280 (procedure), *with* 70 FLRA 100, 104, *and* 68 FLRA 676, 679 (no procedure).



- Advance Notice: 61 FLRA 209, 220.
- Delay Exercise: 61 FLRA 327, 331-33.
- Assignment of Duties: 47 FLRA 512, 520.
- Performance Standards: 56 FLRA 1115, 1116 n.2.



- 45 FLRA 270, 277-80.
- 58 FLRA 128, 133-34.



• 66 FLRA 929, 940-41; 56 FLRA 69, 86-87.



- Mitigate: 68 FLRA 676, 679-680.
- Reasonably foreseeable: 21 FLRA 24, 31.
- Can't be speculative or hypothetical: 67 FLRA 85, 87.



- "Tailored": *compare* 66 FLRA 929, 940-41 (tailored), *with* 51 FLRA 1308, 1318-19 (not tailored).
- "Prophylactic": 64 FLRA 953, 959-60.



- Excessive interference: 21 FLRA 24, 31-32; *see also* 67 FLRA 316, 317-18.
- Abrogation: 65 FLRA 509, 513, 515. But see 739 F.3d 13, 20-21 (D.C. Cir. 2014).





• 54 FLRA 642.



• 54 FLRA 642.



• 53 FLRA 625, 677-81.





