



UNITED STATES OFFICE OF PERSONNEL MANAGEMENT  
Washington, DC 20415

The Director

## MEMORANDUM

**TO:** Heads and Acting Heads of Departments and Agencies  
**FROM:** Charles Ezell, Acting Director, U.S. Office of Personnel Management  
**DATE:** March 17, 2025  
**RE:** Further Agency Reporting to OPM on Taxpayer-Funded Collective Bargaining Expenses

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President Trump has vowed to deliver the most transparent administration in American history. To date, his administration has uncovered the shocking misuse of taxpayer monies on radical and wasteful government programs.

The U.S. Office of Personnel Management (OPM) is similarly committed to accountability and transparency for the American taxpayer. One area where agencies have not examined or attempted to contain costs is federal-sector collective bargaining. During the Biden Administration, federal agencies spent millions bargaining sweetheart collective-bargaining agreements (CBAs) that imposed significant costs on the American taxpayer while impeding effective and efficient agency operations. Agencies paid for both the costs of their and their unions' bargaining teams.

To date the Federal government has not attempted to systematically track the cost to Federal collective bargaining negotiations. Existing evidence suggests these costs may be substantial. The Social Security Administration, for example, reported that it cost the agency over \$1.8 million to negotiate CBAs with two of its bargaining units.<sup>1</sup> This figure does not include the cost of midterm bargaining that arose during these CBAs.

Starting with its February 27, 2025 memorandum [Agency Reporting to OPM for Fiscal Year 2024 Taxpayer-Funded Union Time Use](#), OPM has begun examining the cost of federal-sector collective bargaining. In support of this effort, OPM is requiring agencies subject to the Federal Service Labor-Management Relations Statute (the Statute)<sup>2</sup> to provide certain additional information about the costs of collective bargaining to the American taxpayer.

By **April 18, 2025**, agencies are required to submit the below information for Fiscal Year

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<sup>1</sup> See *Social Security Administration and American Federation of Government Employees*, 2019 FSIP 019 (2019) and *Social Security Administration Office of Administrative Hearing Operations and Administrative Law Judges International Federation of Professional and Technical Engineers, AFL-CIO*, 2020 FSIP 001 (2020).

<sup>2</sup> 5 U.S.C. Chapter 71.

2024 (i.e., October 1, 2023, through September 30, 2024):<sup>3</sup>

Collective Bargaining Expenses (*see Tab A in attached template*):

1. The total compensation paid to agency employees (including employees on official time) to:
  - a. negotiate CBAs;
  - b. negotiate midterm agreements;
  - c. process grievances pursuant to grievance-arbitration provisions in CBAs; and
  - d. engage in mediation, arbitration, and impasse resolution in connection with collective bargaining disputes;
2. Total arbitral fees paid to arbitrators hearing grievances pursuant to grievance-arbitration provisions in CBAs;
3. Travel and lodging expenses for agency staff and union staff paid or reimbursed with tax dollars to negotiate collective bargaining agreements;
4. Expenses paid for retaining experts to assist in CBA negotiations;
5. Expenses paid for factfinders, mediators, and arbitrators to settle collective bargaining disputes;
6. Costs of administrative support and purchasing supplies for bargaining, monitoring, and administering CBAs;
7. Costs of acquiring and using technology for bargaining, monitoring, and administering collectively bargained agreements;
8. The fair market value of agency office space provided to labor unions;
9. Penalties levied related to collective bargaining with labor unions, including but not limited to arbitration awards or monetary settlements provided to workers or unions related to collective bargaining;

Current Collective Bargaining Agreements (*see Tab B in attached template*):

10. All CBAs currently in force at the agency; and
11. With respect to each CBA currently in force:
  - a. The date the CBA was executed and its scheduled expiration date;

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<sup>3</sup> OPM is requiring submission of this information in accordance with OPM's authority under 5 U.S.C. § 1103.

- b. How long was spent negotiating each CBA, broken out by each stage of the negotiation (i.e., ground rules bargaining, substantive bargaining, impasse proceedings).
12. With respect to any midterm negotiations that occurred in FY 2024, the date such negotiations were commenced and the date such negotiations concluded (including any applicable impasse proceedings), or the fact that such negotiations remain ongoing.

The standardized form for the agency submission of the report is attached to this memorandum. The fiscal year 2024 standardized form must be submitted electronically to [awr@opm.gov](mailto:awr@opm.gov).

Agency headquarters-level human resources offices may contact OPM's Accountability and Workforce Relations office at [awr@opm.gov](mailto:awr@opm.gov) or (202) 606-2930. Other agency employees should contact their agency human resources offices for assistance.

cc: Chief Human Capital Officers (CHCOs), Deputy CHCOs, Human Resources Directors, and Chiefs of Staff.

Attachment 1: Data Collection Template

**Taxpayer-Funded Collective Bargaining Expenses  
Data Collection Template**

**Purpose:** OPM is requiring agencies subject to the Federal Service Labor-Management Relations Statute to provide certain additional information about the costs of collective bargaining to the American taxpayer. Each agency subject to chapter 71 of title 5, United States Code, must submit to the Acting OPM Director a report on the requirements set forth in the March 17, 2025 OPM memorandum.

**Please insert your agency and union's information for each data field below. All data should reflect the amount as of September 30, 2024.**

*Note : A single consolidated report is required for each agency by **April 18, 2025** .*

<b>Data Requested</b>	<b>Agency</b>	<b>Union</b>
1a. Total compensation paid (including salary and benefits) to negotiate CBAs		
1b. Total compensation paid (including salary and benefits) to negotiate midterm agreements		
1c. Total compensation paid (including salary and benefits) to process grievances pursuant to grievance-arbitration provisions in CBAs		
1d. Total compensation paid (including salary and benefits) to engage in mediation, arbitration, and impasse resolution in connection with collective bargaining disputes		
2. Total arbitral fees paid to arbitrators hearing grievances pursuant to grievance-arbitration provisions in CBAs		
3. Travel and lodging expenses for agency staff and union staff paid or reimbursed with tax dollars to negotiate collective bargaining agreements		
4. Expenses paid for retaining experts to assist in CBA negotiations		
5. Expenses paid for factfinders, mediators, and arbitrators to settle collective bargaining disputes		
6. Costs of administrative support and purchasing supplies for bargaining, monitoring, and administering CBAs		
7. Costs of acquiring and using technology for bargaining, monitoring, and administering collectively bargained agreements		
8. The fair market value of agency office space provided to labor unions		
9. Penalties levied related to collective bargaining with labor unions, including but not limited to arbitration awards or monetary settlements provided to workers or unions related to collective bargaining		

TAB B

Submit all CBAs currently in force at your agency to the CBA Database: <https://www.opm.gov/policy-data-oversight/labor-relations/collective-bargaining-agreements/>

List each CBA currently in force at your agency and the corresponding timelines below:

CBA parties (Agency/Union)	Term or Midterm Negotiations?	Date CBA executed	CBA expiration date	How long did ground rules bargaining take?	How long did substantive bargaining take?	How long were impasse proceedings?	If midterm negotiations, when did the negotiations begin?	When date did the negotiations conclude?	Are the negotiations still ongoing?
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