



LiUNA!

March 28, 2025

BRENT BOOKER
General President

MICHAEL F. SABITONI
General Secretary-Treasurer

Vice Presidents:

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Special Assistant to the
General President

JOSEPH S. MANCINELLI
Canadian Director

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OSCAR DE LA TORRE

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STEPHEN E. FARNER

PAUL V. HOGROGIAN

To: General Executive Board
All Regional Managers and International Representatives
All Business Managers with Federal-Sector Bargaining Units

From: Brent Booker, General President
Michael F. Sabitoni, General Secretary-Treasurer

Re: Trump Executive Order on Federal Bargaining Units

Late yesterday, hundreds of thousands of federal workers lost their collective bargaining rights through an Executive Order meant to eliminate any unions that represent employees in federal jobs remotely related to defense and national security. Many of these workers are veterans who served this country in the military and have continued that service as federal civil servants, but now will be deprived of their rights to union representation.

This latest Executive Order issued by the Trump Administration – entitled “Exclusions from Federal Labor-Management Relations Programs” – has declared that many civilian employees and their union representatives must be excluded from collective bargaining because he has unilaterally determined that they “have as a primary function intelligence, counterintelligence, investigative, or national security work” and that, in his view, the federal statute governing labor-management relations cannot be applied “in a manner consistent with national security requirements and considerations.”

To support these conclusions, the President relied on an exclusion provision found in Section 7101(b)(1) the Federal Service Labor-Management Relations Statute, which states as follows:

Section 7101(b)(1). The President may issue an order excluding any agency or subdivision thereof from coverage under this chapter if the President determines that—

(A) the agency or subdivision has as a primary function intelligence, counterintelligence, investigative, or national security work, and

(B) the provisions of this chapter cannot be applied to that agency or subdivision in a manner consistent with national security requirements and considerations.

HEADQUARTERS:
905 16th Street, NW
Washington, DC
20006-1765
202-737-8320
Fax: 202-737-2754
www.liuna.org

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Trump Executive Order on Federal Bargaining Units
March 28, 2025
Page Two

This exclusion has been part of the statute governing labor relations for more than five decades, but has rarely been invoked by prior Presidents. Indeed, in this Executive Order, the Trump Administration takes an extremely broad view of his power to override labor rights, applying the statute to thousands of federal employees who have enjoyed collective bargaining for decades without causing any harm to America's defense or national security. Notwithstanding this long history, President Trump has concluded, without any proof, that most bargaining units in the Departments of Defense and Veterans Affairs, and even certain units in the Transportation or Agriculture Departments, pose threats to national security.

In the coming days, LIUNA will be coordinating with its federal-sector Local Unions impacted by the Executive Order, and with our sister national unions, to discuss strategies, possible litigation, and other responses to this latest effort by the Trump Administration to destroy collective bargaining and stifle the voices of workers united in their unions.

Attached to this memorandum is a copy of the Executive Order, as well as a so-called "Fact Sheet" on the subject issued by the White House. Should you have any questions, please do not hesitate to reach out to Danielle LeClair, LIUNA's Assistant Director, Legislative and Political Department (dleclair@liuna.org or cell at 608-658-3796) or LIUNA General Counsel Bruce Lerner (blerner@liuna.org).

Your time and attention to these matters are greatly appreciated.

PRESIDENTIAL ACTIONS

EXCLUSIONS FROM FEDERAL LABOR-MANAGEMENT RELATIONS PROGRAMS

Executive Orders

March 27, 2025

By the authority vested in me as President by the Constitution and the laws of the United States of America, including sections 7103(b)(1) of title 5 and 4103(b) of title 22, United States Code, to enhance the national security of the United States, it is hereby ordered:

Section 1. Determinations. (a) The agencies and agency subdivisions set forth in section 2 of this order are hereby determined to have as a primary function intelligence, counterintelligence, investigative, or national security work. It is also hereby determined that Chapter 71 of title 5, United States Code, cannot be applied to these agencies and agency subdivisions in a manner consistent with national security requirements and considerations.

(b) The agency subdivisions set forth in section 3 of this order are hereby determined to have as a primary function intelligence, counterintelligence, investigative, or national security work. It is also hereby determined that Subchapter X of Chapter 52 of title 22, United States Code, cannot be applied to these subdivisions in a manner consistent with national security requirements and considerations.

Sec. 2. Additional National Security Exclusions. Executive Order 12171 of November 19, 1979, as amended, is further amended by:

(a) In section 1-101, adding “and Section 1-4” after “Section 1-2” in both places that term appears.

(b) Adding after section 1-3 a new section 1-4 that reads:

“1-4. *Additional Exclusions.*

1-401. The Department of State.

- 1-402. The Department of Defense, except for any subdivisions excluded pursuant to section 4 of the Executive Order of March 27, 2025, entitled 'Exclusions from Federal Labor-Management Relations Programs.'
- 1-403. The Department of the Treasury, except the Bureau of Engraving and Printing.
- 1-404. The Department of Veterans Affairs.
- 1-405. The Department of Justice.
- 1-406. Agencies or subdivisions of the Department of Health and Human Services:
- (a) Office of the Secretary.
 - (b) Food and Drug Administration.
 - (c) Centers for Disease Control and Prevention.
 - (d) Administration for Strategic Preparedness and Response.
 - (e) Office of the General Counsel.
 - (f) Office of Refugee Resettlement, Administration for Children and Families.
 - (g) National Institute of Allergy and Infectious Diseases, National Institutes of Health.
- 1-407. Agencies or subdivisions of the Department of Homeland Security:
- (a) Office of the Secretary.
 - (b) Office of the General Counsel.
 - (c) Office of Strategy, Policy, and Plans.
 - (d) Management Directorate.
 - (e) Science and Technology Directorate.
 - (f) Office of Health Security.
 - (g) Office of Homeland Security Situational Awareness.
 - (h) U.S. Citizenship and Immigration Services.
 - (i) United States Immigration and Customs Enforcement.
 - (j) United States Coast Guard.
 - (k) Cybersecurity and Infrastructure Security Agency.
 - (l) Federal Emergency Management Agency.
- 1-408. Agencies or subdivisions of the Department of the Interior:
- (a) Office of the Secretary.
 - (b) Bureau of Land Management.
 - (c) Bureau of Safety and Environmental Enforcement.
 - (d) Bureau of Ocean Energy Management.
- 1-409. The Department of Energy, except for the Federal Energy Regulatory Commission.
- 1-410. The following agencies or subdivisions of the Department of Agriculture:
- (a) Food Safety and Inspection Service.

(b) Animal and Plant Health Inspection Service.

1-411. The International Trade Administration, Department of Commerce.

1-412. The Environmental Protection Agency.

1-413. The United States Agency for International Development.

1-414. The Nuclear Regulatory Commission.

1-415. The National Science Foundation.

1-416. The United States International Trade Commission.

1-417. The Federal Communications Commission.

1-418. The General Services Administration.

1-419. The following agencies or subdivisions of each Executive department listed in section 101 of title 5, United States Code, the Social Security Administration, and the Office of Personnel Management:

(a) Office of the Chief Information Officer.

(b) any other agency or subdivision that has information resources management duties as the agency or subdivision's primary duty.

1-499. Notwithstanding the forgoing, nothing in this section shall exempt from the coverage of Chapter 71 of title 5, United States Code:

(a) the immediate, local employing offices of any agency police officers, security guards, or firefighters, provided that this exclusion does not apply to the Bureau of Prisons;

(b) subdivisions of the United States Marshals Service not listed in section 1-209 of this order; or

(c) any subdivisions of the Departments of Defense or Veterans Affairs for which the applicable Secretary has issued an order suspending the application of this section pursuant to section 4 of the Executive Order of March 27, 2025, entitled 'Exclusions from Federal Labor-Management Relations Programs.'

Sec. 3. Foreign Service Exclusions. Executive Order 12171, as amended, is further amended by:

(a) In the first paragraph:

(i) adding "and Section 4103(b) of Title 22," after "Title 5"; and

(ii) adding "and Subchapter X of Chapter 52 of Title 22" after "Relations Program."

(b) Adding after section 1-102 a new section 1-103 that reads:

"1-103. The Department subdivisions set forth in section 1-5 of this order are hereby determined to have as a primary function intelligence, counterintelligence, investigative, or national security work. It is also hereby determined that Subchapter X of Chapter 52 of title 22, United States Code, cannot be applied to those subdivisions in a manner consistent with

national security requirements and considerations. The subdivisions set forth in section 1-5 of this order are hereby excluded from coverage under Subchapter X of Chapter 52 of title 22, United States Code.”

(c) Adding after the new section 1-4 added by section 2(b) of this order a new section 1-5 that reads:

“1-5. Subdivisions of Departments Employing Foreign Service Officers.

1-501. Subdivisions of the Department of State:

(a) Each subdivision reporting directly to the Secretary of State.

(b) Each subdivision reporting to the Deputy Secretary of State.

(c) Each subdivision reporting to the Deputy Secretary of State for Management and Resources.

(d) Each subdivision reporting to the Under Secretary for Management.

(e) Each subdivision reporting to the Under Secretary for Arms Control and International Security.

(f) Each subdivision reporting to the Under Secretary for Civilian Security, Democracy, and Human Rights.

(g) Each subdivision reporting to the Under Secretary for Economic Growth, Energy, and Environment.

(h) Each subdivision reporting to the Under Secretary for Political Affairs.

(i) Each subdivision reporting to the Under Secretary for Public Diplomacy.

(j) Each United States embassy, consulate, diplomatic mission, or office providing consular services.

1-502. Subdivisions of the United States Agency for International Development:

(a) All Overseas Missions and Field Offices.

(b) Each subdivision reporting directly to the Administrator.

(c) Each subdivision reporting to the Deputy Administrator for Policy and Programming.

(d) Each subdivision reporting to the Deputy Administrator for Management and Resources.”.

Sec. 4. Delegation of Authority to the Secretaries of Defense and Veterans Affairs. (a)

Subject to the requirements of subsection (b) of this section, the Secretaries of Defense and Veterans Affairs are delegated authority under 5 U.S.C. 7103(b)(1) to issue orders suspending the application of section 1-402 or 1-404 of Executive Order 12171, as amended, to any subdivisions of the departments they supervise, thereby bringing such subdivisions under the coverage of the Federal Service Labor-Management Relations Statute.

(b) An order described in subsection (a) of this section shall only be effective if:

- (i) the applicable Secretary certifies to the President that the provisions of the Federal Service Labor-Management Relations Statute can be applied to such subdivision in a manner consistent with national security requirements and considerations; and
- (ii) such certification is submitted for publication in the *Federal Register* within 15 days of the date of this order.

Sec. 5. Delegation of Authority to the Secretary of Transportation. (a) The national security interests of the United States in ensuring the safety and integrity of the national transportation system require that the Secretary of Transportation have maximum flexibility to cultivate an efficient workforce at the Department of Transportation that is adaptive to new technologies and innovation. Where collective bargaining is incompatible with that mission, the Department of Transportation should not be forced to seek relief through grievances, arbitrations, or administrative proceedings.

(b) The Secretary of Transportation is therefore delegated authority under section 7103(b) of title 5, United States Code, to issue orders excluding any subdivision of the Department of Transportation, including the Federal Aviation Administration, from Federal Service Labor-Management Relations Statute coverage or suspending any provision of that law with respect to any Department of Transportation installation or activity located outside the 50 States and the District of Columbia. This authority may not be further delegated. When making the determination required by 5 U.S.C. 7103(b)(1) or 7103(b)(2), the Secretary of Transportation shall publish his determination in the *Federal Register*.

Sec. 6. Implementation. With respect to employees in agencies or subdivisions thereof that were previously part of a bargaining unit but have been excepted under this order, each applicable agency head shall, upon termination of the applicable collective bargaining agreement:

(a) reassign any such employees who performed non-agency business pursuant to section 7131 of title 5 or section 4116 of title 22, United States Code, to performing solely agency business; and

(b) terminate agency participation in any pending grievance proceedings under section 7121 of title 5, United States Code, exceptions to arbitral awards under section 7122 of title 5, United States Code, or unfair labor practice proceedings under section 7118 of title 5 or section 4116 of title 22, United States Code, that involve such employees.

Sec. 7. Additional Review. Within 30 days of the date of this order, the head of each agency with employees covered by Chapter 71 of title 5, United States Code, shall submit a report to the President that identifies any agency subdivisions not covered by Executive Order 12171, as amended:

(a) that have as a primary function intelligence, counterintelligence, investigative, or national security work, applying the definition of “national security” set forth by the Federal Labor Relations Authority in *Department of Energy, Oak Ridge Operations, and National Association of Government Employees Local R5-181*, 4 FLRA 644 (1980); and

(b) for which the agency head believes the provisions of Chapter 71 of title 5, United States Code, cannot be applied to such subdivision in a manner consistent with national security requirements and considerations, and the reasons therefore.

Sec. 8. General Provisions. (a) Nothing in this order shall be construed to impair or otherwise affect:

(i) the authority granted by law to an executive department or agency, or the head thereof; or

(ii) the functions of the Director of the Office of Management and Budget relating to budgetary, administrative, or legislative proposals.

(b) This order shall be implemented consistent with applicable law and subject to the availability of appropriations.

(c) This order is not intended to, and does not, create any right or benefit, substantive or procedural, enforceable at law or in equity by any party against the United States, its departments, agencies, or entities, its officers, employees, or agents, or any other person.

DONALD J. TRUMP

THE WHITE HOUSE,

March 27, 2025.

NEWS

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Fact Sheet: President Donald J. Trump Exempts Agencies with National Security Missions from Federal Collective Bargaining Requirements

The White House

March 27, 2025

PROTECTING OUR NATIONAL SECURITY: Today, President Donald J. Trump signed an Executive Order using authority granted by the Civil Service Reform Act of 1978 (CSRA) to end collective bargaining with Federal unions in the following agencies with national security missions:

- **National Defense.** Department of Defense, Department of Veterans Affairs (VA), the National Science Foundation (NSF), and Coast Guard.
 - VA serves as the backstop healthcare provider for wounded troops in wartime.
 - NSF-funded research supports military and cybersecurity breakthroughs.
- **Border Security.** Department of Homeland Security (DHS) leadership components, U.S. Citizenship and Immigration Services, U.S. Immigration and Customs Enforcement, the Department of Justice's (DOJ) Executive Office of Immigration Review, and the Office of Refugee Resettlement within the Department of Health and Human Services (HHS).
- **Foreign Relations.** Department of State, U.S. Agency for International Development, Department of Commerce's International Trade Administration, and U.S. International Trade Commission.
 - President Trump has demonstrated how trade policy is a national security tool.
- **Energy Security.** Department of Energy, Nuclear Regulatory Commission, Environmental Protection Agency, and Department of Interior units that govern domestic energy production.
 - The same Congress that passed the CSRA declared that energy insecurity threatens national security.

- ***Pandemic Preparedness, Prevention, and Response.*** Within HHS, the Secretary's Office, Office of General Counsel, Centers for Disease Control and Prevention, Administration for Strategic Preparedness and Response, Food and Drug Administration, and National Institute of Allergy and Infectious Diseases. In the Department of Agriculture, the Office of General Counsel, Food Safety and Inspection Service, and Animal and Plant Health Inspection Service.
 - COVID-19 and the recent bird flu have demonstrated how foreign pandemics affect national security.
 - VA is also a backstop healthcare provider during national emergencies, and served this role during COVID-19.
- ***Cybersecurity.*** The Office of the Chief Information Officer in each cabinet-level department, as well as DHS's Cybersecurity and Infrastructure Security Agency, the Federal Communications Commission (FCC), and the General Services Administration (GSA).
 - The FCC protects the reliability and security of America's telecommunications networks.
 - GSA provides cybersecurity related services to agencies and ensures they do not use compromised telecommunications products.
- ***Economic Defense.*** Department of Treasury.
 - The Federal Labor Relations Authority (FLRA) defines national security to include protecting America's economic and productive strength. The Treasury Department collects the taxes that fund the government and ensures the stable operations of the financial system.
- ***Public Safety.*** Most components of the Department of Justice as well as the Federal Emergency Management Agency.
- ***Law Enforcement Unaffected.*** Police and firefighters will continue to collectively bargain.

ENSURING THAT AGENCIES OPERATE EFFECTIVELY: The CSRA enables hostile Federal unions to obstruct agency management. This is dangerous in agencies with national security responsibilities:

- Agencies cannot modify policies in collective bargaining agreements (CBAs) until they expire.

- The outgoing Biden Administration renegotiated many agencies' CBAs to last through President Trump's second term.
- Agencies cannot make most contractually permissible changes until after finishing "midterm" union bargaining.
 - For example, the FLRA ruled that ICE could not modify cybersecurity policies without giving its union an opportunity to negotiate, and then completing midterm bargaining.
- Unions used these powers to block the implementation of the VA Accountability Act; the Biden Administration had to offer reinstatement and backpay to over 4,000 unionized employees that the VA had removed for poor performance or misconduct.

SAFEGUARDING AMERICAN INTERESTS: President Trump is taking action to ensure that agencies vital to national security can execute their missions without delay and protect the American people. The President needs a responsive and accountable civil service to protect our national security.

- Certain Federal unions have declared war on President Trump's agenda.
 - The largest Federal union describes itself as "fighting back" against Trump. It is widely filing grievances to block Trump policies.
 - For example, VA's unions have filed 70 national and local grievances over President Trump's policies since the inauguration—an average of over one a day.
- Protecting America's national security is a core constitutional duty, and President Trump refuses to let union obstruction interfere with his efforts to protect Americans and our national interests.
- President Trump supports constructive partnerships with unions who work with him; he will not tolerate mass obstruction that jeopardizes his ability to manage agencies with vital national security missions.

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