

2018 Chief FOIA Officer Report for the U.S. Railroad Retirement Board (RRB)

The RRB submits this report for 2018 in response to the request in the United States Department of Justice Office of Information Policy, "*Guidelines for 2018 Chief FOIA Officer Reports.*" The report has been prepared by Ana M. Kocur, General Counsel/Chief FOIA Officer, RRB.

Section I: Steps Taken to Apply the Presumption of Openness

The guiding principle underlying the FOIA memoranda and Department of Justice FOIA Guidelines is the presumption of openness.

Describe the steps your agency has taken to ensure that the presumption of openness is being applied to all decisions involving the FOIA. To do so, you should answer the questions listed below and then include any additional information you would like to describe how your agency is working to apply the presumption of openness.

A. FOIA Training:

1. Did your FOIA professionals or the personnel at your agency who have FOIA responsibilities attend any FOIA training or conference during the reporting period such as that provided by the Department of Justice?

Yes.

2. If yes, please provide a brief description of the type of training attended and the topics covered.

The RRB is a small, independent agency in the Executive Branch of the Federal government. As the RRB's General Counsel/Chief FOIA Officer, I am responsible for the RRB's overall FOIA program. I have made certain that all FOIA staff are properly trained and refreshed annually as part of the agency's Privacy Awareness training. All FOIA staff are trained on FOIA policy memoranda and guidance and are responsible for carrying out those responsibilities as they respond to all FOIA requests. During this reporting period, two General Attorneys on my staff attended a two and a half-day "FOIA and Privacy Act Workshop" provided by the American Society of Access Professionals (ASAP) in Chicago, Illinois.

3. Provide an estimate of the percentage of your FOIA professionals and staff with FOIA responsibilities who attended substantive FOIA training during this reporting period.

All RRB FOIA staff were trained and refreshed on the FOIA and relevant policy guidance in FY 2017. The Office of General Counsel issued a Legal Opinion (L-2017-6) providing a legal review of Public Law 114-185, the FOIA Improvement Act of 2016.

4. OIP has directed agencies to "take steps to ensure that all of their FOIA professionals attend substantive FOIA training at least once throughout the year." If your response to the previous question is that less than 80% of your FOIA professionals attended training, please explain your agency's plan to ensure that all FOIA professionals receive or attend substantive training during the next reporting year.

We continue to monitor our FOIA training opportunities annually and provide for the necessary training as required. FOIA personnel are advised of training opportunities conducted by the Department of Justice as well as by other outside vendors.

B. Outreach:

5. Did your FOIA professionals engage in any outreach or dialogue with the requester community or open government groups regarding your administration of the FOIA?

No.

C. Other Initiatives:

6. Describe any efforts your agency has undertaken to inform non-FOIA professionals of their obligations under the FOIA?

All agency employees participate in annual mandatory Privacy Awareness training and are trained on their obligations pursuant to the FOIA.

If there are any other initiatives undertaken by your agency to ensure the presumption of openness is being applied, please describe them here.

FOIA staff review all records that are responsive to a particular FOIA request. When there is a possibility of making a release under the foreseeable harm standard, they consult with the agency's General Counsel/ Chief FOIA Officer.

7. If there are any other initiatives undertaken by your agency to ensure that the presumption of openness is being applied, please describe them here.

Not applicable.

Section II: Steps Taken to Ensure that Your Agency Has an Effective System in Place for Responding to Requests

DOJ's FOIA Guidelines emphasized that "[a]pplication of the proper disclosure standard is only one part of ensuring transparency. Open government requires not just a presumption of disclosure, but also an effective system for responding to FOIA requests." It is essential that agencies effectively manage their FOIA program.

Please answer the following questions to describe the steps your agency has taken to ensure that the management of your FOIA program is effective and efficient. You should also include any additional information that describes your agency's efforts in this area.

1. For Fiscal Year 2017, what was the average number of days your agency reported for adjudicating requests for expedited processing? Please see Section VIII.A. of your agency's Fiscal Year 2017 Annual FOIA Report.

The RRB did not adjudicate any requests for expedited processing in Fiscal Year 2017.

2. If your agency's average number of days to adjudicate requests for expedited processing was above ten calendar days, please describe the steps your agency will take to ensure that requests for expedited processing are adjudicated within ten calendar days or less.

N/A.

3. During the reporting period, did you agency conduct a self-assessment of its FOIA program? If so, please describe the methods used, such as reviewing Annual Report data, using active workflows and track management, reviewing and updating processing procedures, etc.

During FY 2017, the RRB reviewed its previous FOIA Annual Report data and updated its FOIA website content to remain compliant with the FOIA Improvement Act of 2016.

4. The FOIA Improvement Act of 2016 requires additional notification to requestors about the services provided by the agency's FOIA Public Liaison. Please provide an estimate of the number of times requestors sought assistance from you agency's FOIA Public Liaison during FY 2017.

The RRB received one request for assistance from the agency's FOIA Public Liaison.

5. Optional Survey Question: If possible, please provide an estimate of the average number of pages that your agency processes for each request. You may provide estimates for each track.

The RRB estimates the average number of pages that the agency processes for each request to be 15 pages.

6. If there are any other steps your agency has undertaken to ensure that your FOIA system operates efficiently and effectively, such as improving search processes, eliminating redundancy, etc., please describe them here.

We routinely review our entire FOIA processing system to identify any improvements and efficiencies which can be made.

Section III: Steps Taken to Increase Proactive Disclosures

The Department of Justice has long focused on the need for agencies to work proactively to post information online without waiting for individual requests to be received.

Please answer the following questions to describe the steps your agency has taken both to increase the amount of material that is available on your agency websites. In addition to the questions below, you should also describe any additional steps taken by your agency to make and improve proactive disclosure of information.

1. Provide examples of material that your agency has proactively disclosed during the past reporting year, including links to the posted material.

We continue to monitor FOIA webpage content to make sure it remains timely and consistent with current law. FOIA staff have the responsibility

and authority to update the RRB website as necessary. The website offers access to copies of the agency's procedure manuals, final decisions of the three-member Board which heads the agency, rulings of the Board and legal opinions. Other information is available to the public without filing a FOIA request in the Federal Register and the RRB Group Information Locator System (GILS) website. An example of additional material provided since the issuance of the new FOIA Guidelines include the Railroad Retirement Board's Office of General Counsel's online database of Legal Opinions and Board Coverage Decisions which was launched in FY 2016 located at <https://legallibrary.rrb.gov/Home.aspx>. (See also "Success Stories" below). Additionally, five data sets of statistical information have been added to the RRB's Open Government Initiative located at <http://www.rrb.gov/open/default.asp>.

High-Value Data Sets:

Active Employees and Railroad Retirement Act Beneficiaries by State, 2008	http://www.data.gov/details/1331
Longevity of Railroad Retirement Beneficiaries	http://www.data.gov/details/1332
Railroad Retirement Act Annuitants and Active Railroad Employees by Congressional District	http://www.data.gov/details/1330
Total Number of Railroad Employees by State and Last Railroad Employer, 2007	http://www.data.gov/details/455
Total Railroad Employment by State and County, 2007	http://www.data.gov/details/456
Open Government Webpage	www.rrb.gov/open
Freedom of Information Act Report Publishing	www.rrb.gov/open)
Agency Plans, Management and Reports	
	http://www.rrb.gov/general/plan_rpt_inv.asp#fair
	http://www.rrb.gov/mep/agency_mgt.asp
	http://www.rrb.gov/opa/AnnualRprt/Ann_Rpt_toc.asp

Agency Procedure Manuals

http://www.rrb.gov/general/admin_manuals_index.asp

Board Coverage Decisions http://www.rrb.gov/blaw/bcd/cov_introduction.asp

Congressional Requests ola@rrb.gov

Federal Register

<http://www.gpoaccess.gov/fr/index.html>
http://www.rrb.gov/irm/fedreg_notices.asp
http://www.rrb.gov/irm/fedreg_regs.asp

Financial, Actuarial and Statistical Data

http://www.rrb.gov/mep/fin_act_stat.asp

Forms and Publications

<http://www.rrb.gov/general/handbook/toc.asp>
http://www.rrb.gov/mep/ben_forms.asp
http://www.rrb.gov/mmo/rail_forms.asp

Freedom of Information Act (FOIA)

<http://www.rrb.gov/blaw/foia/foia.asp>

Information Dissemination

<http://www.rrb.gov/bis/section515/introduction.asp>
<http://www.rrb.gov/bis/section515/guidelines.asp>
<http://www.rrb.gov/bis/section515/correct.asp>

IMPAC Credit Card Holders List

<http://www.rrb.gov/general/impac.asp>

News Releases

http://www.rrb.gov/mep/news_releases.asp

Privacy Act - Privacy Act Systems of Records

http://www.rrb.gov/bis/privacy_act/introduction.asp
http://www.rrb.gov/bis/privacy_act/SORNList.asp

Records Management http://www.rrb.gov/rrbvision/video_library.asp

2. Did your agency use any means to publicize or highlight important proactive disclosures for public awareness? If yes, please describe those efforts.

Yes. The RRB utilized Really Simple Syndication (RSS) and E-mail Subscriptions to allow users to easily stay up-to-date with areas of the RRB's web site that are of interest and provide resultant feedback. RSS is a technology that allows organizations to deliver content to a desktop computer or other Internet device. By subscribing to RSS feeds, users can easily stay up-to-date with areas of the RRB's web site that are of interest. The RRB offers several RSS feeds for use in an RSS reader or RSS-enabled web browser. RRB feeds consist of headline, brief summary, and a link that leads back to the agency's web site for more information. We also offer the ability to receive email when certain pages are updated. The RRB did not utilize social media to publicize proactive disclosures.

3. Beyond posting new material, is your agency taking steps to make the posted information more useful to the public, especially to the community of individuals who regularly access your agency's website?

Yes.

4. If yes, please provide examples of such improvements.

See answer to question 2 above.

5. If there are any other steps that your agency has taken to improve proactive disclosures, please describe them here. For example, has your agency engaged requesters in determining how and what to post? Has your agency used web analysis to inform your proactive disclosures?

See answer to question 2 above.

Section IV: Steps Taken to Greater Utilize Technology

A key component of FOIA administration is using technology to make information more accessible. In addition to using the internet to make proactive disclosures, agencies should also be exploring ways to utilize technology in responding to requests.

Please answer the following questions to describe how your agency is utilizing technology to improve its FOIA administration and the public's access to

information. You should also include any additional information that describes your agency's efforts in this area.

1. Has your agency identified any best practices to leverage technology to facilitate overall FOIA efficiency, such as improving record search capabilities, utilizing document sharing platforms for consultations and referrals, or employing software that can sort and de-duplicate documents? If yes, please describe the best practices, the types of technology used and the impact on your agency's processing.

No.

2. Did your agency successfully post all quarterly reports for Fiscal Year 2017?

No.

3. If your agency did not successfully post all quarterly reports, with information appearing on FOIA.gov, please explain why and provide your agency's plan for ensuring that such reporting is successful in Fiscal Year 2018.

Due to unexpected delays caused by other agency priorities, specifically pending appeal and litigation cases, we were unable to comply with the quarterly reporting and raw statistical data reporting requirements. We plan to provide appropriate staffing and resources to achieve the quarterly reporting and raw statistical data reporting requirements in Fiscal Year 2018.

4. The FOIA Improvement Act of 2016 requires all agencies to post the raw statistical data used to compile their Annual FOIA Reports. Please provide the link to this posting for your agency's Fiscal Year 2016 Annual FOIA Report and, if available, for your agency's Fiscal Year 2017 Annual FOIA Report.

See # 3 above. Not yet available.

5. If there are any other steps your agency has taken to improve use of technology in FOIA, please describe them here.

N/A.

Section V: Steps Taken to Improve Timeliness in Responding to Requests and Reduce Backlogs

The Department of Justice has emphasized the importance of improving timeliness in responding to requests. This section of your Chief FOIA Officer Report addresses both time limits and backlog reduction. Backlog reduction is measured both in terms of numbers of backlogged requests or appeals and by looking at whether agencies closed their ten oldest requests, appeals and consultations.

A. Simple Track:

Section VII.A of your agency's Annual FOIA Report, entitled "FOIA Requests – Response Time to All Processed Requests," includes figures that show your agency's response time for processed requests. For agencies utilizing a multi-track system to process requests, there is a category for "simple requests, which are those requests that are placed in the agency's fastest (non-expedited) track, based on the low volume and/or simplicity of the records requested.

1. Does your agency utilize a separate track for simple requests?

No.

2. If so, for your agency overall in Fiscal Year 2017, was the average number of days to process simple requests twenty working days or fewer?

N/A.

3. Please provide the percentage of requests processed by your agency in Fiscal year 2017 that were placed in your simple track.

Zero (0).

4. If your If your agency does not track simple requests separately, was the average number of days to process non-expedited requests twenty working days or fewer?

Yes. The average number of days to process non-expedited requests was 337.75 days.

B. BACKLOGS:

Section XII.A of your agency's Annual FOIA Report, entitled "Backlogs of FOIA Requests and Administrative Appeals" shows the numbers of any backlogged requests or appeals from the fiscal year. You should refer to these numbers from your Annual FOIA Reports for both Fiscal Year 2016 and Fiscal Year 2017 when completing this section of your Chief FOIA Officer Report.

5. If your agency had a backlog of requests at the close of Fiscal Year 2017, did that backlog decrease as compared with the backlog reported at the end of Fiscal Year 2016?

Yes.

6. If not, explain why and describe the causes that contributed to your agency not being able to reduce its backlog. When doing so, please also indicate if any of the following were contributing factors:
- An increase in the number of incoming requests
 - A loss of staff
 - An increase in the complexity of the requests received. If possible please provide examples or briefly describe the types of complex requests contributing to your backlog increase.
 - Any other reasons – please briefly describe or provide examples when possible

The number of backlogged requests reported by the RRB's Office of Inspector General (OIG) decreased from 11 reported in FY 2016 to 8 in FY 2017.

The agency's Office of Inspector General states that an increase in the complexity of the requests, voluminous document requests, and staffing issues have contributed to its request backlog.

7. If you had a request backlog, please report the percentage of requests that make up the backlog out of the total number of requests received by your agency in Fiscal Year 2017.

The percentage of requests that make up the backlog out of the total number of requests received by the RRB in FY 2017 is 8 percent.

BACKLOGGED APPEALS:

8. If your agency had a backlog of appeals at the close of Fiscal Year 2017, did that backlog decrease as compared with the backlog reported at the end of Fiscal Year 2016?

No backlog of appeals was reported by the RRB in FY 2015 or FY 2016.

9. If not, explain why and describe the causes that contributed to your agency not being able to reduce the backlog. When doing so, please also indicate if any of the following were contributing factors:

- An increase in the number of incoming requests
- A loss of staff
- An increase in the complexity of the requests received. If possible please provide examples or briefly describe the types of complex requests contributing to your backlog increase.
- Any other reasons – please briefly describe or provide examples when possible

N/A.

10. If you had an appeal backlog, please report the percentage of appeals that make up the backlog out of the total number of appeals received by your agency in Fiscal Year 2017. If your agency did not receive any appeals in Fiscal Year 201 and/or has no appeal backlog, please answer "N/A."

N/A.

C. Backlog Reduction Plans

11. In the 2017 guidelines for Chief FOIA Officer Reports, any agency with a backlog of over 1000 requests in Fiscal Year 2016 was asked to provide a plan for achieving backlog reduction in the year ahead. Did your agency implement a backlog reduction plan last year? If so, describe your agency's efforts in implementing this plan and note if your agency was able to achieve backlog reduction in Fiscal Year 2017?

N/A.

12. If your agency had a backlog of more than 1,000 requests in Fiscal Year 2017, what is your agency's plan to reduce this backlog during Fiscal Year 2018?

N/A.

D. Status of Ten Oldest Requests, Appeals, and Consultations:

Section VII.E, entitled "Pending Requests – Ten Oldest Pending Requests," Section VI.C (5), entitled "Ten Oldest Pending Administrative Appeals," and Section XII.C, entitled "Consultations on FOIA Requests – Ten Oldest Consultations Received from Other Agencies and Pending at Your Agency," show the ten oldest pending requests, appeals, and consultations. You should refer to these numbers from your Annual FOIA Reports for both Fiscal Year 2016 and Fiscal Year 2017 when completing this section of your Chief FOIA Officer Report.

TEN OLDEST REQUESTS

13. In Fiscal Year 2017, did your agency close the ten oldest requests that were reported pending in your Fiscal Year 2016 Annual FOIA Report?

No.

14. If no, please provide the number of these requests your agency was able to close by the end of the fiscal year, as listed in Section VII.E of your Fiscal Year 2016 Annual FOIA Report. If you had less than the ten total oldest requests to close, please indicate that.

Three of the ten total oldest requests reported in FY 2016 were closed in FY 2017.

15. Of the requests your agency was able to close from your ten oldest, please indicate how many of these were closed because the request was withdrawn by the requester. If any were closed because the request was withdrawn, did you provide any interim responses prior to the withdrawal?

None of the ten total oldest requests were withdrawn in FY 2017.

TEN OLDEST APPEALS

16. In Fiscal Year 2017, did your agency close the ten oldest appeals that were pending in your Fiscal Year 2016 Annual FOIA Report?

No. No appeals were pending at the end of FY 2016 or FY 2017.

17. If no, please provide the number of these appeals your agency was able to close by the end of the fiscal year, as listed in Section VII.C(5) of your Fiscal Year 2018 Annual FOIA Report. If you had less than ten total oldest appeals to close, please indicate that.

N/A.

TEN OLDEST CONSULTATIONS

18. In Fiscal Year 2017, did your agency close the ten oldest consultations that were reported pending in your Fiscal Year 2017 Annual FOIA Report?

No consultations were reported pending in our FY 2017 Annual Report.

19. If no, please provide the number of these consultations your agency was able to close by the end of the fiscal year, as listed in Section XII.C. of your Fiscal Year 2016 Annual FOIA Report. If you had less than ten oldest consultations to close, please indicate that.

N/A.

E. Additional Information on Ten Oldest Request, Appeals, and Consultations & Plans:

20. Briefly explain any obstacles your agency faced in closing its ten oldest requests, appeals, and consultations from Fiscal Year 2017.

The RRB's OIG reports that a lack of resources, as well as the complexity of the individual requests, contributed to its inability to close its ten oldest requests.

21. If you agency was unable to close any of its ten oldest requests because you were waiting to hear back from other agencies on consultations you sent, please provide the date the request was initially received by your agency, the date when your agency sent the consultation, and the date when you last contacted the agency where the consultation was pending.

N/A.

22. If your agency did not close its ten oldest pending requests, appeals, or consultations, please provide a plan describing how your agency intends to close those "ten oldest" requests, appeals, and consultations during Fiscal year 2017.

In FY 2018, the RRB/OIG plans to ensure that proper resources and priority are given to the handling of the eight pending requests reported at the end of FY 2017.

F. Success Stories:

RRB Legal Opinion/Board Coverage Decision Digitization Project

Beginning in FY 2014 and continuing through FY 2017, the Railroad Retirement Board's Office of General Counsel's began a major research and preservation project, partnering with a private document preservation firm (National Business Systems, Inc.) to create an online, text-searchable, database of Legal Opinions and Board Coverage Decisions. The Library contains over 80 years of Legal Opinions issued by the Office of General Counsel and its predecessor Bureau of Law since the Railroad Retirement Board's (Board) founding in 1935. In addition, the Library contains all Board Coverage Decisions issued by the Board.

The project was divided into six phases, broken down as follows:

1. Phase 1 legal opinions : (1935 – '37; '75 – '76; '94 – 2013)
2. Phase 2 legal opinions : (1938 – 1943)
3. Phase 3 legal opinions : (1973 – '74; 1977 – 1993)
4. Phase 4 legal opinions : (1944 – 1954)
5. Phase 5 legal opinions : (1955 – 1972)
6. Phase 6 Board Coverage Decisions (1993 – present)*

*Board Coverage Decisions in this phase are pending review and will be loaded in the near future.

Currently, Board Coverage Decisions from 1993 to 2016 (i.e., 23 bound binders, each containing approximately 50-75 decisions) are now being scanned and posted to the online searchable database.

The General Counsel has issued legal opinions on topics covering all aspects of

the Railroad Retirement Act (RRA - 45 U.S.C. § 231 et. seq.) and the Railroad Unemployment Insurance Act (RUIA - 45 U.S.C. § 351 et. seq.) and the attendant

Federal Regulations promulgated by the Board (20 CFR Parts 200 – 375). We are pleased to report that all legal opinions through calendar year 2014 have been posted to the searchable database in FY 2017. We plan to post legal opinions for calendar years 2015 through 2017 when the agency receives its FY 2018 appropriation.