

Federal Prevailing Rate Advisory Committee

Annual Summary of Recommendations and Discussions

Calendar Year 2023



This report documents the recommendations the committee made to the Office of Personnel Management in 2023 on the prevailing rate system and other matters pertinent to the establishment of prevailing rates under 5 U.S.C. Chapter 53, Subchapter IV, as amended.

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Annual Report

2023

Federal Prevailing Rate Advisory Committee

Part I

Introduction

The Federal Prevailing Rate Advisory Committee (FPRAC), the national labor-management committee responsible for advising the U.S. Office of Personnel Management (OPM) on matters concerning the pay of Federal Wage System (FWS) employees, completed 51 years of operation in 2023. FPRAC is established under section 5347 of title 5, United States Code, and is composed of five representatives from agency management, five representatives from Federal employee labor organizations, and a chair appointed by the Director of OPM.

The Committee membership was changed in 2023 to conform to the practice of rotating the military department representation on the Committee among Army, Navy, and Air Force. The Department of the Air Force representative was replaced by the representative from the Department of the Navy.

FPRAC meets on a monthly basis. Advance notice of the Committee meeting schedule is published in the *Federal Register*. In addition, future Committee meeting dates are posted on OPM's website at www.opm.gov/fprac.

All Committee meetings held in calendar year 2023 were open to the public. The meetings were virtual meetings by Microsoft Teams.

All Committee meetings are recorded. FPRAC meeting transcripts starting with the January 20, 2011, meetings are available at the above website. Archived transcripts of earlier meetings can be obtained by sending an email message to pay-leave-policy@opm.gov.

Annually, the Office of the Chair compiles a report of pay issues discussed and recommendations made to OPM. Beginning with the 2008-2009 summary, FPRAC's

annual summaries are also available on OPM's website at the above link. Archived annual summaries for earlier years can be obtained by sending an email message to pay-leave-policy@opm.gov.

Federal Prevailing Rate Advisory Committee Member Roster
as of December 31, 2023

Chair	Hon. Janice R. Lachance
Metal Trades Department, AFL-CIO	
Primary Member	Mr. James Hart
Primary Alternate Member	Mr. Paul O'Connor
Alternate Members	Mr. Craig Norman Mr. Dale Troll Ms. Margaretta Rogers
American Federation of Government Employees, AFL-CIO	
Primary Members	Ms. Jacqueline Simon Mr. Richard Loeb
Primary Alternate Member	Vacant
Alternate Member	Mr. Daniel Horowitz
National Association of Government Employees/SEIU	
Primary Member	Mr. David Holway
Primary Alternate Member	Ms. Lee Blackmon
Alternate Member	Ms. Carisa Carmack
Association of Civilian Technicians	
Primary Member	Ms. Felicia Neale
Primary Alternate Member	Mr. John Sappington
Alternate Members	Mr. Jeffery Osborn Mr. Gene Fuerere Mr. Patrick Straka
Office of Personnel Management	
Primary Member	Ms. Brenda L. Roberts
Primary Alternate Member	Mr. Mark A. Allen
Department of Defense	
Primary Member	Ms. Nancy Anderson Speight
Primary Alternate Member	Mr. Christopher Lynch
Alternate Member	Ms. Rosemary Meriwether
Department of the Air Force	
Primary Member	Ms. Kimberly Eidson
Primary Alternate Member	Ms. Nancy Klinitski
Department of the Army	
Primary Member	Ms. Michelle O. Francois

Primary Alternate Member
Alternate Member

Ms. Mandy Laughlin
Ms. JeeYoung Kang

Department of the Navy

Primary Member
Primary Alternate Members

Ms. Catherine Anders
Mr. Brandon Anderson

Department of Veterans Affairs

Primary Member
Primary Alternate Member
Alternate Members

Ms. Ophelia A. Vicks
Ms. Sheila D. Willis
Ms. Cynthia Bell
Mr. Ralphele Reels

Part II

Summary of 2023 Recommendations

Issues resolved by consensus

(1) 645-MGT-1¹. Redefinition of Canyonlands National Park and review of Beaver, Emery, Garfield, Grand, Iron, Kane, Millard, Piute, San Juan, Sevier, Wayne, and Washington Counties, Utah

The American Federation of Government Employees requested that OPM redefine Canyonlands National Park portion of San Juan County, Utah, from the Utah FWS wage area to the Northeastern Arizona FWS wage area.

The management members of FPRAC introduced the issue at the 645th FPRAC meeting on April 20, 2023, in FPRAC document 645-MGT-1, *Redefinition of Canyonlands National Park and review of Beaver, Emery, Garfield, Grand, Iron, Kane, Millard, Piute, San Juan, Sevier, Wayne, and Washington Counties, Utah*.

The Committee recommended by consensus to redefine Washington County, UT; and the Bryce Canyon, Capitol Reef, and Canyonlands National Parks portions of Garfield County, UT; the Arches and Canyonlands National Parks portions of Grand County, UT; the Cedar Breaks National Monument and Zion National Park portions of Iron County, UT; the Canyonlands National Park portion of San Juan County, UT; and the Capitol Reef and Canyonlands National Parks portions of Wayne County from the Utah wage area to the Northeastern Arizona wage area.

(2) 645-MGT-2 North American Industry Classification System Based Federal Wage System Wage Surveys (2022 Update)

The Committee recommended by consensus to update the 2017 North American Industry Classification System (NAICS) codes used in FWS wage survey industry regulations with the 2022 NAICS revisions published by the Office of Management and

¹ Document numbers listed in this report refer to official documents of FPRAC. The first 3-digit number is the meeting number where the document was first introduced. The alpha characters indicate which committee member(s) submitted the documents. “OPM” indicates a document submitted by the U.S. Office of Personnel Management. “MGT” indicates that the document was submitted jointly by all the management members. “DOD” indicates a document submitted by the Department of Defense. “LBR” indicates a joint labor document. The number following the alpha characters indicates the chronological order of the document(s) submitted by the organization for that meeting.

Budget. The NAICS revisions for 2022 result in minor changes in industry coverage for FWS wage surveys.

(3) 646-MGT-1. Abolishment of the Allegheny, Pennsylvania, Nonappropriated Fund Federal Wage System Wage Area

The Department of Defense (DOD) requested approval to abolish the Allegheny, Pennsylvania, NAF FWS because there had been a continuing decline of NAF FWS employment in the survey area that is now below the minimum criterion of 26 wage employees to maintain a wage area, and the local activities have indicated they no longer have the capability to do the survey.

The management members of FPRAC introduced the issue at the 646th meeting on May 18, 2023, in FPRAC document 646-MGT-1, *Abolishment of the Allegheny, Pennsylvania, Nonappropriated Fund Federal Wage System Wage Area*.

The Committee recommended by consensus to abolish the Allegheny, PA, NAF FWS wage area and redefine its constituent counties as follows:

- Redefine Cuyahoga County, OH, as an area of application to the Macomb, Michigan, NAF FWS wage area;
- Redefine Trumbull County, OH, as an area of application to the Niagara, New York, NAF FWS wage area;
- Redefine Allegheny and Butler Counties PA, as areas of application to the Cumberland, Pennsylvania, NAF FWS wage area;
- Redefine Harrison County, WV, as an area of application to the Prince William, Virginia, NAF FWS wage area; and
- Remove Westmoreland County, PA, from the wage area definition.

(4) 649-MGT-1. Redefinition of the Arapahoe-Denver, Colorado, Nonappropriated Fund Federal Wage System Wage Area

DOD requested that OPM remove Denver County, Colorado, from the wage area definition of the Arapahoe-Denver, Colorado, NAF FWS wage area. Denver County was defined to the survey area of the Arapahoe-Denver NAF wage area.

No NAF FWS employment has been reported in Denver County since the movement of

the Denver Outpatient Clinic to Arapahoe County in 2018.

With the removal of Denver County, the renamed Arapahoe wage area would consist of one survey county, Arapahoe County, CO, and one area of application county, Mesa County, CO.

At the December 21, 2023 meeting, the Committee recommended these changes by consensus.

Issues resolved by formal recommendation

(1) 648-OPM-1. Working Group Discussion Draft on Wage Area Regulatory Criteria (5 CFR 532.211)

In House Report 117-79 in 2022, which was attached to the National Defense Authorization Act, the U.S. Congress encouraged OPM to explore limiting the number of local wage areas defined within a General Schedule (GS) locality pay area to a single FWS wage area. As such, FPRAC members agreed by consensus (July 21, 2022) to establish a Federal Wage System Working Group (Working Group) to study various issues concerning the FWS, including aligning the FWS local wage area and GS locality pay areas boundaries.

At the October 19, 2023, FPRAC meeting, the OPM representative introduced a draft proposal to amend section 532.211 of Title 5, Code of Federal Regulations (CFR), used for defining appropriated fund FWS wage areas. At the same meeting, the American Federation of Government Employees and DOD representatives introduced a motion that OPM and DOD would develop within 60 days of October 19, 2023 an implementation plan for the proposed changes of the criteria to be used by FWS to define and maintain FWS wage areas. FPRAC adopted the motion by consensus.

At the December 21, 2023 meeting, FPRAC recommended by a 9 to 1 majority vote that OPM amends 5 CFR 532.211. If implemented, the recommended amendments would align the criteria for establishing local pay boundaries between the GS and FWS systems.

Additional Matters Discussed

- Prevailing Rate Advisory Committee Annual Summary, 2022, 643-OC-1
- Fiscal Year 2023 Prevailing Rate Pay Adjustments, 643-OPM-1
- Potential Wage Area Definitions Resulting from New Wage Area Definition Criteria in 648-OPM-1, 649-OC-1
- Potential Cost Impact Estimate by Wage Area and County, 649-OC-2

Part III

Summary of Discussions at 2023 Meetings

Meeting 643 – January 19, 2023

- Letter from the American Federation of Government Employees, Dated September 6, 2018, Requesting FPRAC Review a Proposal to Not Allow Federal Wage System Wage Area Boundaries to Split General Schedule Locality Pay Areas and a Proposal to Redefine Monroe County, PA, from the Scranton-Wilkes-Barre, PA, Wage Area to the New York, NY, Wage Area
 - Letter from the American Federation of Government Employees, Dated March 22, 2022, Requesting FPRAC Review a Proposal to Limit all Non-Rest of U.S. General Schedule Locality Pay Areas to no more than one Federal Wage System Wage Area and a Proposal to Redefine Monroe County, PA, from the Scranton-Wilkes-Barre, PA, Wage Area to the New York, NY, Wage Area
 - 2022 Update to Review of Monroe County, Pennsylvania
 - Estimated 5-Year Cost Projection of Application of FPRAC Document 620-AFGE-1
 - Paper Pay Disparity at Tobyhanna Army Depot by Joseph P. Lynott Sr.
 - Email Message from Steven R. Kester in Support of the Proposal to Move Monroe County, PA, to the New York, NY, Wage Area,
 - Letters from Steven R. Kester Regarding the Pay Disparity Between FWS and GS Employees at Tobyhanna Army Depot
 - Market Rates vs Schedule Rates for Electronics Mechanics (Series 2604) Tobyhanna Army Depot, and 2022 Update to Market Rates vs Schedule Rates
 - Employment Distribution at Tobyhanna Army Depot, 634-OPM-1, and 2022 Update to GS and FWS Employment Distribution at Tobyhanna Army Depot
- Letter from the American Federation of Government Employees, Dated September 3, 2019, Requesting FPRAC Recommend Redefining San Joaquin County, CA, from the Stockton, CA, Wage Area to the San Francisco, CA, Wage Area
 - Review of San Joaquin County, California
- Letter from the National Association of Government Employees, Dated September 25, 2019, Requesting FPRAC Reexamine the Placement of Wage Grade Employees

Working in the Salinas-Monterey, CA, Wage Area

- Review of the Salinas-Monterey, California, Federal Wage System Wage Area
- Request for the abolishment of the Monterey/Salinas wage survey area
- Letter from the Association of Civilian Technicians, Dated November 9, 2019, Requesting FPRAC Consider Moving the Puerto Rico Wage Area into the Special Appropriated Fund Schedule for U.S. Insular Areas
 - 2016 Study by NOAA Describing the Ocean Economies of the U.S. Virgin Islands and Puerto Rico
 - Review of the Puerto Rico Federal Wage System Wage Area
 - Puerto Rico Wage Grade Adjustment 2020
 - Letter from the Association of Civilian Technicians Requesting FPRAC Delay the Vote on the ACT Puerto Rico Proposal until April/May 2021
- Email from the American Federation of Government Employees, Dated May 23, 2022, Requesting FPRAC Review a Proposal to Unify the WG schedules as the Federal Correctional Complex Butner
 - Supporting Documentation submitted by Federal Correctional Complex Butner employees
 - Email from Federal Correctional Complex Butner FWS employees requesting an update on FPRAC Review of an AFGE Proposal to Unify the WG schedules at the Federal Correctional Complex Butner
 - Additional Supporting Documentation submitted by Federal Correctional Complex Butner employees
 - Review of Durham and Granville Counties, North Carolina
- Email Message from Ms. Kathleen Pagano regarding pay disparities at the Naval Facilities Engineering Systems Command Mid-Atlantic, Public Works Department
 - Letter from Sen. Elizabeth Warren (D-MA), Sen. Edward J. Markey (D-MA), Sen. Jack Reed (D-RI), and Sen. Sheldon Whitehouse (D-RI) to OPM in support of the 2010 Federal Prevailing Rate Advisory Committee (FPRAC) recommendation to consolidate Federal Wage System (FWS) wage areas that lie within General Schedule (GS) locality pay areas, Dated February 19, 2020

Meeting 644 – February 16, 2023

- Letter from the American Federation of Government Employees, Dated September 6, 2018, Requesting FPRAC Review a Proposal to Not Allow Federal Wage System Wage Area Boundaries to Split General Schedule Locality Pay Areas and a Proposal to Redefine Monroe County, PA, from the Scranton-Wilkes-Barre, PA, Wage Area to the New York, NY, Wage Area
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 - Request for the abolishment of the Monterey/Salinas wage survey area

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 - 2016 Study by NOAA Describing the Ocean Economies of the U.S. Virgin Islands and Puerto Rico
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- Email from the American Federation of Government Employees, Dated May 23, 2022, Requesting FPRAC Review a Proposal to Unify the WG schedules as the Federal Correctional Complex Butner
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Meeting 645 – April 20, 2023

- Letter from the American Federation of Government Employees, Dated September 6, 2018, Requesting FPRAC Review a Proposal to Not Allow Federal Wage System Wage Area Boundaries to Split General Schedule Locality Pay Areas and a Proposal

to Redefine Monroe County, PA, from the Scranton-Wilkes-Barre, PA, Wage Area to the New York, NY, Wage Area

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- North American Industry Classification System Based Federal Wage System Wage Surveys (2022 Update)
- Request to Release FPRAC Working Group Wage Areas Reviews to the Government Accountability Office

Meeting 646 – May 18, 2023

- Letter from the American Federation of Government Employees, Dated September 6, 2018, Requesting FPRAC Review a Proposal to Not Allow Federal Wage System Wage Area Boundaries to Split General Schedule Locality Pay Areas and a Proposal to Redefine Monroe County, PA, from the Scranton-Wilkes-Barre, PA, Wage Area to the New York, NY, Wage Area
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- North American Industry Classification System Based Federal Wage System Wage Surveys (2022 Update)
- Abolishment of the Allegheny, Pennsylvania, Nonappropriated Fund Federal Wage System Wage Area
 - Department of Veterans Affairs' Assessment of the Management Proposal to Abolish the Allegheny, Pennsylvania, Nonappropriated Fund Federal Wage System Wage Area

Meeting 647 – July 20, 2023

- Letter from the American Federation of Government Employees, Dated September 6, 2018, Requesting FPRAC Review a Proposal to Not Allow Federal Wage System Wage Area Boundaries to Split General Schedule Locality Pay Areas and a Proposal to Redefine Monroe County, PA, from the Scranton-Wilkes-Barre, PA, Wage Area to the New York, NY, Wage Area
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- Update on FPRAC Working Group Discussions

Meeting 648 – October 19, 2023

- Letter from the American Federation of Government Employees, Dated September 6, 2018, Requesting FPRAC Review a Proposal to Not Allow Federal Wage System Wage Area Boundaries to Split General Schedule Locality Pay Areas and a Proposal to Redefine Monroe County, PA, from the Scranton-Wilkes-Barre, PA, Wage Area to the New York, NY, Wage Area
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- Letter from the National Association of Government Employees, Dated September 25, 2019, Requesting FPRAC Reexamine the Placement of Wage Grade Employees Working in the Salinas-Monterey, CA, Wage Area
 - Review of the Salinas-Monterey, California, Federal Wage System Wage Area
 - Request for the abolishment of the Monterey/Salinas wage survey area
- Letter from the Association of Civilian Technicians, Dated November 9, 2019, Requesting FPRAC Consider Moving the Puerto Rico Wage Area into the Special Appropriated Fund Schedule for U.S. Insular Areas
 - 2016 Study by NOAA Describing the Ocean Economies of the U.S. Virgin Islands and Puerto Rico
 - Review of the Puerto Rico Federal Wage System Wage Area
 - Puerto Rico Wage Grade Adjustment 2020
 - Letter from the Association of Civilian Technicians Requesting FPRAC Delay the Vote on the ACT Puerto Rico Proposal until April/May 2021
- Email from the American Federation of Government Employees, Dated May 23, 2022, Requesting FPRAC Review a Proposal to Unify the WG schedules as the Federal Correctional Complex Butner
 - Supporting Documentation submitted by Federal Correctional Complex Butner employees

- Email from Federal Correctional Complex Butner FWS employees requesting an update on FPRAC Review of an AFGE Proposal to Unify the WG schedules at the Federal Correctional Complex Butner
- Additional Supporting Documentation submitted by Federal Correctional Complex Butner employees
- Review of Durham and Granville Counties, North Carolina
- Email Message from Ms. Kathleen Pagano regarding pay disparities at the Naval Facilities Engineering Systems Command Mid-Atlantic, Public Works Department
 - Letter from Sen. Elizabeth Warren (D-MA), Sen. Edward J. Markey (D-MA), Sen. Jack Reed (D-RI), and Sen. Sheldon Whitehouse (D-RI) to OPM in support of the 2010 Federal Prevailing Rate Advisory Committee (FPRAC) recommendation to consolidate Federal Wage System (FWS) wage areas that lie within General Schedule (GS) locality pay areas, Dated February 19, 2020
- Working Group Discussion Draft on Wage Area Regulatory Criteria (5 CFR 532.211)
- Letter from Sen. John Fetterman in Support of the Proposal to Move Monroe County, PA, to the New York, NY, Wage Area

Meeting 649 – December 21, 2023

- Letter from the American Federation of Government Employees, Dated September 6, 2018, Requesting FPRAC Review a Proposal to Not Allow Federal Wage System Wage Area Boundaries to Split General Schedule Locality Pay Areas and a Proposal to Redefine Monroe County, PA, from the Scranton-Wilkes-Barre, PA, Wage Area to the New York, NY, Wage Area
 - Letter from the American Federation of Government Employees, Dated March 22, 2022, Requesting FPRAC Review a Proposal to Limit all Non-Rest of U.S. General Schedule Locality Pay Areas to no more than one Federal Wage System Wage Area and a Proposal to Redefine Monroe County, PA, from the Scranton-Wilkes-Barre, PA, Wage Area to the New York, NY, Wage Area
 - 2022 Update to Review of Monroe County, Pennsylvania
 - Estimated 5-Year Cost Projection of Application of FPRAC Document 620-AFGE-1
 - Paper Pay Disparity at Tobyhanna Army Depot by Joseph P. Lynott Sr.

- Email Message from Steven R. Kester in Support of the Proposal to Move Monroe County, PA, to the New York, NY, Wage Area,
- Letters from Steven R. Kester Regarding the Pay Disparity Between FWS and GS Employees at Tobyhanna Army Depot
- Employment Distribution at Tobyhanna Army Depot, and 2022 Update to GS and FWS Employment Distribution at Tobyhanna Army Depot
- Market Rates vs Schedule Rates for Electronics Mechanics (Series 2604) Tobyhanna Army Depot, and 2022 Update to Market Rates vs Schedule Rates
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 - Working Group Discussion Draft on Wage Area Regulatory Criteria (5 CFR 532.211)
 - Potential Wage Area Definitions Resulting from New Wage Area Definition Criteria in 648-OPM-1
 - Potential Cost Impact Estimate by Wage Area and County

Part IV

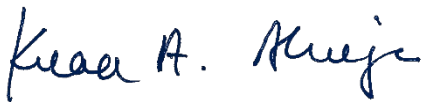
Compliance With Statutory Provisions

CHARTER FOR THE FEDERAL PREVAILING RATE ADVISORY COMMITTEE

1. OFFICIAL DESIGNATION: Federal Prevailing Rate Advisory Committee.
2. AUTHORITY: The Federal Prevailing Rate Advisory Committee is established under section 5347 of title 5, United States Code, in accordance with the provisions of the Federal Advisory Committee Act (FACA), as amended, 5 U.S.C., App. 2.
3. OBJECTIVES AND SCOPE OF ACTIVITIES: The Committee studies the prevailing rate system and other matters pertinent to the establishment of prevailing rates under 5 U.S.C. Chapter 53, Subchapter IV, as amended.
4. DESCRIPTION OF DUTIES: The Committee makes recommendations to the Director of the U.S. Office of Personnel Management on the prevailing rate system for Federal blue-collar workers, including:
 - (1) Definitions of local wage areas;
 - (2) Coverage of local wage surveys, including the occupations, establishment sizes, and industries to be surveyed and how surveys are conducted; and
 - (3) Policies on basic and premium pay administration.
5. AGENCY OR OFFICIAL TO WHOM THE COMMITTEE REPORTS: The Chairman of the Committee reports to the Director of the U.S. Office of Personnel Management.
6. SUPPORT: As provided by 5 U.S.C. 5347, the U.S. Office of Personnel Management provides such clerical and professional personnel as the Chairman of the Committee considers appropriate and necessary to carry out the functions of the Committee.
7. ESTIMATED ANNUAL OPERATING COSTS IN DOLLARS AND STAFF YEARS: The estimated annual operating expenses of the Committee are \$269,063. Its estimated staff years are 1.7 full-time equivalents (FTEs).
8. DESIGNATED FEDERAL OFFICER: The Deputy Associate Director, Pay and Leave, Employee Services, U.S. Office of Personnel Management, serves as the Designated Federal Officer (DFO) to the Committee. The Committee will meet at the call of the Chairman, Federal Prevailing Rate Advisory Committee, in consultation with the DFO or his/her designee. The Chairman, in consultation with the DFO or his/her designee, will prepare and approve all meeting agendas. The DFO or his/her designee will attend all meetings and adjourn any meeting when he/she determines adjournment to be in the public interest.

9. ESTIMATED NUMBER AND FREQUENCY OF MEETINGS: The meeting schedule contemplated for the Committee is one meeting per month throughout a calendar year; more frequent meetings will be scheduled when deemed necessary.
10. DURATION: There is no statutory termination date. The mandate of the Committee is one of a continuing nature until amended or revoked by act of Congress.
11. TERMINATION: The Federal Prevailing Rate Advisory Committee is permanently established by Public Law 92-392, and its charter is renewed every 2 years under the Federal Advisory Committee Act (Public Law 92-463).
12. MEMBERSHIP AND DESIGNATION: The Federal Prevailing Rate Advisory Committee has five Regular Government Employee (management) members, five Representative (labor) members, and one Chairman appointed by the Director of the U.S. Office of Personnel Management. The Chairman of the Committee serves for a 4-year term, as set forth in 5 U.S.C. 5347(a)(1). Labor members of the Committee serve at the pleasure of the Director of the U.S. Office of Personnel Management. Labor membership is reviewed every 2 years to assure entitlement under the criteria set forth in 5 U.S.C. 5347(b).
13. SUBCOMMITTEES: The Chairman of the Committee may, with U.S. Office of Personnel Management approval, form Working Groups to study specific technical issues and report back to the full Committee. Working Groups do not provide advice or work products directly to the Director of the U.S. Office of Personnel Management.
14. RECORDKEEPING: The records of the Committee, formally and informally established subcommittees, or other subgroups of the Committee, will be handled in accordance with General Records Schedule 6.2 and policies and procedures of the U.S. Office of Personnel Management. The Committee's records are available for public inspection and copying at the U.S. Office of Personnel Management, subject to the Freedom of Information Act of 1966, (5 U.S.C. § 552, as amended).
15. FILING DATE:

APPROVED:



Kiran A. Ahuja
Director
U.S. Office of Personnel Management

1/12/2022

Date

2023 Annual Report to the General Services Administration

As required by section 7(a) of Public Law 92-463, the Federal Advisory Committee Act, an Internet report was submitted to the designated Advisory Committee Management Officer of the U.S. Office of Personnel Management for transmission to the General Services Administration.



U.S. Office of Personnel Management

Federal Prevailing Rate Advisory Committee
1900 E Street NW, Washington DC 20415

[OPM.gov](https://www.opm.gov)