Federal Prevailing Rate Advisory Committee

Annual Summaries of Recommendations and Discussions

Calendar Years 2008-2009

Sheldon Friedman
Chairman

April 2010
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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 36 years of operation in 2008. 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 2008 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.

All Committee meetings held in calendar year 2008 were open to the public. The meetings were held in the Director’s Executive Conference Room, U.S. Office of Personnel Management, 1900 E Street NW., Washington, DC 20415.
PART II
FEDERAL PREVAILING RATE ADVISORY COMMITTEE
SUMMARY OF 2008 RECOMMENDATIONS

Issues resolved by consensus

(1) 527-MGT-4.¹ Review of the Narragansett Bay, Rhode Island, Federal Wage System Wage Area.

The Committee agreed to defer action on the Narragansett Bay, RI, wage area until January 2009 to enable affected employees to provide additional testimony.

(2) 532-MGT-1. Review of the New Haven-Hartford, Connecticut, Federal Wage System Wage Area

The Committee recommended by consensus to retain the New Haven-Hartford, CT, Federal Wage System wage area as a separate wage area, but to define the wage area by county rather than by city and town boundaries. The Committee also recommended the New Haven-Hartford wage area include Hartford and New Haven Counties, CT, as the survey area and Fairfield, Litchfield, Middlesex, and Tolland Counties, CT, as the area of application.


The Committee recommended by consensus to retain the New London, CT, Federal Wage System wage area as a separate wage area, but to define the wage area by county rather than by city and town boundaries. The Committee also recommended the New London wage area include New London County, CT, as the survey area and Windham County, CT, as the area of application.

(4) 541-MGT-1. Change in Nonappropriated Fund Federal Wage System Survey Schedule from Fiscal Year to Calendar Year

The Committee recommended by consensus to change the annual schedule of nonappropriated fund (NAF) Federal Wage System wage surveys from a fiscal year cycle to a calendar year cycle. Changing to a calendar year cycle significantly simplifies the scheduling of NAF surveys.

¹ Document numbers listed in this report refer to official documents of FPRAC. The first 3-digit number is the meeting number where document was first introduced. The alpha characters indicate which committee member(s) submitted the documents. “OPM” indicates a document submitted by the 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.
(5) 544-OPM-2. Definition of New Orleans, Louisiana, Federal Wage System Wage Area

The Committee recommended by consensus to add St. Charles and St. John the Baptist Parishes, LA, to the New Orleans, LA, Federal Wage System survey area. This change ensures the lead agency for the New Orleans wage area is able to obtain wage data that best represents the prevailing rates paid by businesses in the area.

(6) 546-MGT-1. Definition of Elk, Forest, McKean, and Warren Counties, Pennsylvania

The Committee recommended by consensus to redefine McKean and Warren Counties, PA, from the Pittsburgh, PA, area of application to the Buffalo, NY, area of application because of their geographic proximity to the Buffalo wage area. The Committee also recommended redefining the Allegheny National Forest portion of Elk and Forest Counties, PA, to the Buffalo area of application to avoid splitting the Federal Wage System employees working at the Allegheny National Forest between two wage areas.

(7) 546-MGT-2. Abolishment of the Santa Clara, California, Nonappropriated Fund Federal Wage System Wage Area

The Committee recommended by consensus to abolish the Santa Clara, CA, nonappropriated fund (NAF) Federal Wage System wage area and redefine Santa Clara County, CA, to the Monterey, CA, NAF wage area and Alameda, Contra Costa, and San Francisco Counties, CA, to the Solano, CA, NAF wage area. The Committee also recommended that San Mateo County, CA, no longer be defined. These changes became necessary because the closure of the Moffett Federal Airfield Navy Exchange left the Santa Clara wage area without an activity having the capability to conduct a local wage survey.

(8) 548-MGT-1. Definition of Fort Smith, AR-OK Metropolitan Statistical Area

The Committee recommended by consensus to redefine Crawford and Sebastian Counties, AR, from the Little Rock, AR, area of application to the Tulsa, OK, area of application. This change places four of the five counties of the Fort Smith, AR-OK Metropolitan Statistical Area (MSA) in the same wage area. The Committee also recommended that Franklin County, AR, continue to be defined to the Little Rock area of application. OPM regulations provide it is permissible for MSAs to be split between Federal Wage System (FWS) wage areas only in very unusual circumstances (e.g., organizational relationships among closely located Federal activities). There are nine Forest Service employees working in the Ozark National Forest portion of Franklin County. Continuing to define Franklin County to the Little Rock wage area avoids splitting the FWS employees working at the Ozark National Forest between two wage areas.

(9) 548-MGT-2. Definition of Fayetteville-Springdale-Rogers, AR-MO Metropolitan Statistical Area

The Committee recommended by consensus to redefine Madison County, AR, from the Little Rock, AR, area of application and McDonald County, MO, from the Southern Missouri area of application to the Tulsa, OK, area of application. Redefining these counties to the Tulsa area of
application places the entire Fayetteville-Springdale-Rogers, AR-MO Metropolitan Statistical Area in the Tulsa wage area.

(10) 549-MGT-1. Definitions of Metropolitan Statistical Areas

The Committee recommended by consensus to make the changes described below to avoid splitting Metropolitan Statistical Areas:

- Redefine Chilton County, AL, from the Columbus, GA, area of application to the Birmingham, AL, area of application;
- Redefine Clark and Warren Counties, VA, and Jefferson County, WV, from the Hagerstown-Martinsburg-Chambersburg, MD, area of application to the Washington, DC, area of application and Spotsylvania County, VA, and Fredericksburg City, VA, from the Richmond, VA, area of application to the Washington, DC, area of application;
- Redefine Jasper and Lamar Counties, GA, from the Macon, GA, area of application to the Atlanta, GA, area of application and Meriwether County, GA, from the Columbus, GA, area of application to the Atlanta, GA, area of application;
- Redefine Kenosha County, WI, from the Milwaukee, WI, area of application to the Chicago, IL, area of application;
- Redefine Brown County, IN, from the Bloomington-Bedford-Washington, IN, area of application to the Indianapolis, IN, area of application;
- Redefine Union County, SD, from the Eastern South Dakota area of application to the Omaha, NE, area of application;
- Redefine Washington County, IN, from the Bloomington-Bedford-Washington, IN, area of application to the Louisville, KY, area of application;
- Redefine Queen Anne’s County, MD, from the Wilmington, DE, area of application to the Baltimore, MD, area of application;
- Redefine Moniteau County, MO, from the Southern Missouri area of application to the St. Louis, MO, area of application;
- Redefine Hunterdon County, NJ, from the Philadelphia, PA, area of application to the New York, NY, area of application and Pike County, PA, from the Scranton-Wilkes-Barre, PA area of application to the New York, NY, area of application; and
- Redefine Carbon County, PA, from the Scranton-Wilkes-Barre, PA, area of application to the Philadelphia, PA, area of application.

In addition, the Committee recommended by consensus to redefine Broomfield County, CO, to the Denver, CO, survey area. Broomfield County was previously undefined.

(11) 549-OC-1. Rules of the Federal Prevailing Rate Advisory Committee

The Committee approved and adopted by consensus several revisions to the rules of the Federal Prevailing Rate Advisory Committee. With the adopted revisions, a quorum exists for voting purposes if at least 8 of 10 voting members are in attendance, either in person or by teleconference. At least four labor members and at least four management members must be present.
(12) 550-MGT-1. Review of the Fresno, California, Federal Wage System Wage Area

The Committee recommended by consensus to redefine Mariposa and Merced Counties, CA, from the Fresno, CA, area of application to the Stockton, CA, area of application due to their geographic proximity to the Stockton wage area. The Committee also recommended redefining the Yosemite National Park portion of Madera and Tuolumne Counties, CA, to the Stockton area of application. This change places the entire Yosemite National Park in the Stockton wage area. The remaining portion of Madera County continues to be part of the Fresno wage area.

Issues resolved by formal recommendation

545-OC-1. Review of Criteria for Defining Appropriated Fund Wage Areas

On October 11, 2007, the Committee reestablished a Wage Area Methodology Work Group (Work Group) to examine the regulatory criteria the U.S. Office of Personnel Management (OPM) applies when defining Federal Wage System (FWS) wage area boundaries. A key question reviewed by the Work Group was whether the boundaries of General Schedule (GS) locality pay areas should be used to define the boundaries of FWS wage areas.

Over the course of several Work Group meetings, it became apparent that the issue could not be resolved by consensus. Labor felt strongly that FWS wage area boundaries should not split GS locality pay areas. Management felt just as strongly that GS locality pay areas should not be considered when defining FWS wage area boundaries.

Management brought the matter to a conclusion by offering the following motion:

The Federal Prevailing Rate Advisory Committee adopt the principles described in Option 3 of the attachment to FPRAC document 545-OC-1 as the principles FPRAC will follow when making recommendations to OPM on Federal Wage System.

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2 The principles described in option 3 of the attachment to FPRAC document 545-OC-1 are—

- Use Counties, or county equivalents such as parishes in Louisiana, as the basis for defining wage area boundaries
- Revise Regulations to delete requirement that survey areas cover entire MSAs, but instead survey areas will include:
  - The location of the host installation
  - The major FWS employment locations
  - The major private sector employment locations that coincide with FWS employment locations
- Consider adding to the survey area any counties with 300 or more FWS employees
- Do not allow wage area boundaries to split MSA except in very unusual circumstances (e.g., organizational relationships among closely located Federal activities)
- When defining counties to areas of application, Continue to do so based on a balance of factors including distance, transportation facilities, and geographic features; commuting patterns; overall population, employment, and kinds and sized of private industrial establishments; and organizational relationships among closely located Federal activities
- Consider abolishing a wage area with fewer than 300 FWS employees
- Combine wage areas with too few employees with other wage areas based on distance, commuting patterns, and/or organizational criteria (in that order)
- For wage areas that are combined, determine the composition of the new survey area based on the survey area criteria listed above
appropriated fund wage area boundaries, and that FPRAC recommend that OPM place these principles in regulatory language to update and clarify the existing regulations in part 532 of title 5, Code of Federal Regulations.

Labor offered the following amendment to management’s motion:

Do not allow wage area boundaries to split GS locality pay areas.

The Committee rejected the amendment by a 6 - 5 vote, with all management members voting against, all labor members voting for, and the Chairman voting against the amendment.

Labor offered the following second amendment:

In areas where FWS wage area are abolished, do not allow wage area boundaries to split GS locality pay areas.

The Committee also rejected this amendment by a 6 - 5 vote, with all management members voting against, all labor members voting for, and the Chairman voting against the amendment.

The Committee then voted on management’s motion. The motion carried by a 6 - 5 vote, with all management members voting for, all labor members voting against, and the Chairman voting for the proposal.

**Additional Matters Discussed**

A. 542-OPM-1. Fiscal Year 2008 Prevailing Rate Pay Adjustments.


C. 549-NAGE-1. EDP for Employees at the Fort Drum Residue Yard.
PART III

FEDERAL PREVAILING RATE ADVISORY COMMITTEE
SUMMARY OF DISCUSSIONS AT 2008 MEETINGS

Meeting 542 – January 17, 2008

- Working Group
- Review of the Narragansett Bay, Rhode Island, Federal Wage System Wage Area
- Review of the New Haven-Hartford, Connecticut, Federal Wage System Wage Area
- Change in Nonappropriated Fund Federal Wage System Survey Schedule from Fiscal Year to Calendar Year
- Fiscal Year 2008 Prevailing Rate Pay Adjustments

Meeting 543 – March 20, 2008

- Working Group
- Review of the Narragansett Bay, Rhode Island, Federal Wage System Wage Area
- Review of the New Haven-Hartford, Connecticut, Federal Wage System Wage Area
- Joint Proposal for Redefinition of the New Orleans Wage Area
  - Guest Speaker, Mr. Bienvenido Banchs, President, LIUNA Local 1707
- Draft, Federal Prevailing Rate Advisory Committee Annual Summaries, 2005-2007

Meeting 544 – May 29, 2008

- Working Group
- Review of the Narragansett Bay, Rhode Island, Federal Wage System Wage Area
- Review of the New Haven-Hartford, Connecticut, Federal Wage System Wage Area
- Definition of McKeans County, Pennsylvania
- Definition of New Orleans, Louisiana, Federal Wage System Wage Area
- Wage Grade Area of Applicability at Tobyhanna Army Depot
  - Guest Speakers, Mr. Keith Hill, President, AFGE Local 1647 and Ms. Kathleen Powell, Second Vice President, AFGE Local 1647
Meeting 545 – July 24, 2008

- Working Group
  - Review of Criteria for Defining Appropriated Fund Wage Areas
    - Conclusion of the Work Group and Committee vote on which option to adopt as FPRAC’s recommendation
- Review of the Narragansett Bay, Rhode Island, Federal Wage System Wage Area
- Review of the New Haven-Hartford, Connecticut, Federal Wage System Wage Area
- Definition of McKean County, Pennsylvania

Meeting 546 – August 28, 2008

- Review of the Narragansett Bay, Rhode Island, Federal Wage System Wage Area
- Review of the New Haven-Hartford, Connecticut, Federal Wage System Wage Area
- Definition of Elk, Forest, McKean, and Warren Counties, Pennsylvania
- Abolishment of the Santa Clara, California, Nonappropriated Fund Federal Wage System Wage Area
- Proposed Flat Rate Pay Plan for Nonappropriated Fund Automotive Mechanics
- Rules of the Federal Prevailing Rate Advisory Committee

Meeting 547 – September 25, 2008

- Review of the Narragansett Bay, Rhode Island, Federal Wage System Wage Area
- Review of the New Haven-Hartford, Connecticut, Federal Wage System Wage Area
- Abolishment of the Santa Clara, California, Nonappropriated Fund Federal Wage System Wage Area
- Proposed Flat Rate Pay Plan for Nonappropriated Fund Automotive Mechanics
- Rules of the Federal Prevailing Rate Advisory Committee

Meeting 548 – October 16, 2008

- Review of the Narragansett Bay, Rhode Island, Federal Wage System Wage Area
- Review of the New Haven-Hartford, Connecticut, Federal Wage System Wage Area
- Proposed Flat Rate Pay Plan for Nonappropriated Fund Automotive Mechanics
  - Presentation: Proposed Flat Rate Pay Plan for DoD Nonappropriated Fund (NAF) Automotive Mechanics
    - Guest Speaker, Ms. Donna Tranum, Chief, NAF Personnel Policy Division, CPMS
- Rules of the Federal Prevailing Rate Advisory Committee
- Definition of Fort Smith, AR-OK Metropolitan Statistical Area
- Definition of Fayetteville-Springdale-Rogers, AR-MO Metropolitan Statistical Area
Meeting 549 – November 13, 2008

- Review of the Narragansett Bay, Rhode Island, Federal Wage System Wage Area
- Review of the New Haven-Hartford, Connecticut, Federal Wage System Wage Area
- Proposed Flat Rate Pay Plan for Nonappropriated Fund Automotive Mechanics
- Definitions of Metropolitan Statistical Areas
- EDP for Employees at the Fort Drum Residue Yard

Meeting 550 – December 11, 2008

- Review of the Narragansett Bay, Rhode Island, Federal Wage System Wage Area
- Proposed Flat Rate Pay Plan for Nonappropriated Fund Automotive Mechanics
  - Presentation: Update – Proposed Flat Rate Pay Plan for Nonappropriated Fund (NAF) Automotive Technicians
    - Guest Speakers, Ms. Donna Tranum, Chief, NAF Personnel Policy Division, CPMS and Ms. Alicia Marable, HR Specialist, NAF Personnel Policy Division, CPMS
  - Point Paper: Proposed Flat Rate Plan for Department of Defense Nonappropriated Fund Automotive Technicians
  - Survey Specifications for the Proposed Flat Rate Pay Plan for Nonappropriated Fund Automotive Mechanics
- EDP for Employees at the Fort Drum Residue Yard
- Review of the Fresno, California, Federal Wage System Wage Area
  - Presentation: Yosemite National Park Federal Prevailing Rate Employees’ Petition 2008
    - Guest Speaker, Mr. Dennis Mattiuzzi, Yosemite National Park’s Chief of Maintenance
- Review of the Central and Western Massachusetts Federal Wage System Wage Area
- Review of the Lafayette, LA Metropolitan Statistical Area
- Review of the Logan, UT-ID Metropolitan Statistical Area
- Review of the Columbia, MO Metropolitan Statistical Area
- Draft, Fiscal Year 2009 Prevailing Rate Pay Adjustments
A. **Official Designation.** The Federal Prevailing Rate Advisory Committee.

B. **Objectives and Scope.** The Committee shall study 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.

C. **Duration.** There is no time limit set forth in 5 U.S.C. chapter 53, subchapter IV. The mandate of the Committee is one of a continuing nature until amended or revoked by act of Congress.

D. **Responsible Agency Official.** The Committee makes recommendations to the Director of the U.S. Office of Personnel Management. The Chair of the Committee reports to the Director of the U.S. Office of Personnel Management.


F. **Committee Responsibilities.** The Committee is advisory; its primary responsibility is to study the prevailing rate system and from time to time advise the U.S. Office of Personnel Management thereon.

G. **Estimated Annual Operating Costs in Dollars and Staff-Years.** Using current salary schedules, $216,430 and 1.15 staff-years.
H. **Estimated Number and Frequency of Meetings.** The meeting schedule contemplated for the Committee is one meetings per quarter throughout a calendar year; more frequent meetings shall be scheduled when deemed necessary.

I. **The Committee’s Termination Date.** There is no statutory termination date. 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). The Chair of the Committee serves for a 4-year term, as set forth in 5 U.S.C. 5347(a)(1). Management 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).

J. **Date Filed.**

Approved:

(signed)

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Linda M. Springer
Director, U.S. Office of Personnel Management

Date: 04/18/2008
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.
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 37 years of operation in 2009. 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 2009 to conform to the practice of rotating the military department representation on the Committee among Army, Navy, and Air Force. The Department of the Army representative was replaced by the representative from the Department of the Air Force.

Only one Committee meeting was held in calendar year 2009 due to the vacancy of the Chairman position. This meeting was open to the public. The meeting was held in the Director’s Executive Conference Room, U.S. Office of Personnel Management, 1900 E Street NW, Washington, DC 20415.
PART II

FEDERAL PREVAILING RATE ADVISORY COMMITTEE
SUMMARY OF 2009 RECOMMENDATIONS

Issues resolved by consensus


The Committee recommended by consensus to redefine Iberia and St. Martin Parishes, LA, to the Lake-Charles-Alexandria, LA, area of application. This change places the entire Lafayette, LA Metropolitan Statistical Area (MSA) in the Lake Charles-Alexandria wage area.


The Committee recommended by consensus to redefine Franklin County, ID, to the Utah area of application. This change places the entire Logan, UT-ID MSA in the Utah wage area.

Additional Matters Discussed

A. 551-OPM-1. Fiscal Year 2009 Prevailing Rate Pay Adjustments.

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PART III

FEDERAL PREVAILING RATE ADVISORY COMMITTEE
SUMMARY OF DISCUSSIONS AT 2009 MEETINGS

Meeting 551 – January 8, 2009

• Review of the Narragansett Bay, Rhode Island, Federal Wage System Wage Area
• Proposed Flat Rate Pay Plan for Nonappropriated Fund Automotive Mechanics
  ▪ Point Paper: Proposed Flat Rate Plan for Department of Defense Nonappropriated Fund
    Automotive Technicians
  ▪ Survey Specifications for the Proposed Flat Rate Pay Plan for Nonappropriated Fund
    Automotive Mechanics
• Review of the Central and Western Massachusetts Federal Wage System Wage Area
• Review of the Lafayette, LA Metropolitan Statistical Area
• Review of the Logan, UT-ID Metropolitan Statistical Area
• Review of the Columbia, MO Metropolitan Statistical Area
• Draft, Federal Prevailing Rate Advisory Committee Annual Summary, 2008
FEDERAL PREVAILING RATE ADVISORY COMMITTEE

CHARTER

A. **Official Designation.** The Federal Prevailing Rate Advisory Committee.

B. **Objectives and Scope.** The Committee shall study 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.

C. **Duration.** There is no time limit set forth in 5 U.S.C. chapter 53, subchapter IV. The mandate of the Committee is one of a continuing nature until amended or revoked by act of Congress.

D. **Responsible Agency Official.** The Committee makes recommendations to the Director of the U.S. Office of Personnel Management. The Chair of the Committee reports to the Director of the U.S. Office of Personnel Management.


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J. **Date Filed.**

Approved:

(signed)

____________________________________
Linda M. Springer  
Director, U.S. Office of Personnel Management

Date: 04/18/2008
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