



REPLY TO
ATTENTION OF

DEPARTMENT OF THE ARMY
OFFICE OF THE ASSISTANT SECRETARY
MANPOWER AND RESERVE AFFAIRS
111 ARMY PENTAGON
WASHINGTON DC 20310-0111

February 24, 2000

CHALLENGE Number 2000-0100

[REDACTED]
President
American Federation of Government Employees
Local 1815
P.O. Box 620726
Fort Rucker, Alabama 36362

Dear [REDACTED]

This responds to your challenges to the Army's 1999 FAIR Act inventory. Your challenges concern two activities. I will address each activity, in turn.

Standing. As head of a labor organization within the meaning of 5 U.S.C. 7103(a)(4), you are an "interested party" who is qualified to submit challenges of inclusion or exclusion to the Army list. Other issues raised in your challenge are not relevant to FAIR Act determinations.

Date of Receipt. I received your Challenge on January 28, 2000.

Installation Support Functions

Activity Challenged. You have challenged the inclusion on the list of numerous installation support functions at Fort Rucker performed under Function Codes GO11, H999, P100, S700, S701, S724, S740, S999, U100, U600, U800, W999, Y120, Y200, Y410, Y510, Y520, Y530, Y540, Y999, Z991, and Z999, as defined in the functional definition at the Army web site, <http://www.asamra.army.pentagon.mil/fair>, which is hyperlinked to the DOD FAIRNET website at <http://gravity.lmi.org/DODFAIR>.

Decision. I have determined that the installation support activities included under the above Function Codes pertaining to the support of Fort Rucker are, for the most part, not inherently Governmental. Therefore, they are properly included in the Army's FAIR Act list.

Rationale. The FAIR Act list includes only functions and activities that, in the judgment of the head of the agency, are not inherently Governmental. An inherently Governmental function includes those activities that require either the exercise of substantial discretion in applying Government authority or the making of value judgments in making decisions for the Government.

Your challenge contends that the installation support functions involve access to procurement-sensitive information in a manner that compromises the integrity of the competitive process. Your challenge also contends that the installation support functions involve access to private, personnel-sensitive or confidential information. Access to procurement-sensitive information, personnel-sensitive information, or criminal investigative information may in some circumstances be a consideration in deciding whether some work should continue to be performed by Government sources. However, it is not a basis for determining that a function is inherently Governmental in nature.

Your challenge contends that contractor performance of installation support functions could create conflicts of interest and undermine independent decision-making of Government officials. Conflicts of interest apply equally to Federal employees as well as contractors. Any alleged conflict of interest can be avoided through appropriate safeguards in the administration of the contracted work.

Your challenge provides various policy arguments for the importance of these installation support functions to readiness and national security. I agree that these are important functions. However, that is not relevant to the issue of whether the functions are inherently Governmental.

Your challenge contends that the installation support functions included in your challenge are inherently Governmental because they involve the interpretation and enforcement of laws and regulations. Law enforcement operations involving the direct conduct of criminal investigations are inherently Governmental. The FAIR Act list presumes that persons in positions classified to Occupational Series GS 1811 assigned to the CID Command under Function Code Y410, "Criminal Investigation," are the only activities involved in the direct conduct of criminal investigations within the Army.

The Army FAIR Act list presumes that the inherently Governmental portion of the installation support functions included in this challenge would be the responsibility of senior personnel. Accordingly, the performance of these functions by most personnel who are assigned to positions at grades GS-13 and above within management headquarters are presumed to be inherently Governmental. However, most of the work involved in performing these functions are performed by personnel at lower grades. This presumption is based in part on the degree to which the exercise of discretion within this function is substantially circumscribed by law, rule and regulation. Another consideration is that these functions are performed in the private sector and many are subject to on-going A-76 competitions.

Function Code Y600, Contracting

Activity Challenged. You have challenged the inclusion on the list of work performed under the Function Code Y600, "Contracting." This work includes work performed by occupational series GS 1102, Contracting, and other activities listed in the functional definition at the Army web site, <http://www.asamra.army.pentagon.mil/fair>, which is hyperlinked to the DOD FAIRNET website at <http://gravity.lmi.org/DODFAIR>.

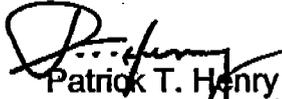
Decision. I have determined that the activities included under Function Code Y600 are, for the most part, inherently Governmental. Therefore, some activities listed under Function Code Y600 are improperly included in the Army's FAIR Act list and will be deleted from the list.

Rationale. The FAIR Act list includes only functions and activities that, in the judgment of the head of the agency, are not inherently Governmental. An inherently Governmental function includes those activities that require either the exercise of substantial discretion in applying Government authority or the making of value judgments in making decisions for the Government. The purpose of the functions and activities listed above is to contract for supplies and services for the installation and assigned customers. The corrected FAIR Act list presumes that all personnel assigned within occupational series GS 1102 within Army contracting offices directly involved in the awarding, administering, and terminating of contracts are performing inherently Governmental functions. All other work performed within Army contracting offices is presumed to be not inherently Governmental.

Significance. The significance of a non-inherently Governmental designation for an activity is discussed at the Army web site hyperlinked to the DOD FAIRNET at <http://www.asamra.army.pentagon.mil/fair>. In some cases there may be legal impediments to contracting activities designated as non-inherently Governmental, as reflected in statutes, international agreements, and restrictions on contracting for personal services. In other cases, the Army may consider it imprudent to contract activities designated as non-inherently Governmental based on risk assessment and national security considerations, or enlightened human resources management. Such a determination has been made at the present time in the case of some of the activities included within this challenge.

Scope. The Army's functions are defined by its unique roles and missions. Therefore, the Army's FAIR Act decisions may not be extended to other agencies with different missions based solely on function code titles. The Army FAIR Act Inventory included civilian positions performing functions within the Army infrastructure and within Civil Works. The FAIR Act Inventory excluded all contractor positions and all military positions, as well as all personnel performing functions in the following mission areas within the Army: Major Theater of War, Smaller Scale Contingency, Base Engagement Force, Strategic Reserve, Domestic Support, or Homeland Defense.

Appeal Rights. You have the right to appeal my decision since it is adverse to your Challenge. The specific procedures for submitting an appeal are set forth at the enclosure to this decision.



Patrick T. Henry
Assistant Secretary of the Army
(Manpower and Reserve Affairs)

Enclosure

Appeal Rights

Appeals must be in writing and transmitted by United States mail, express mail delivery or other similar service, or facsimile transmission, or may be delivered in person only if the person making the delivery is authorized access to the Pentagon. (To assist in processing, appellants may mark "FAIR Appeal" on the envelope.) Appeals must be submitted to the office listed below within 10 working days of the date on which the challenger received the decision denying or rejecting the challenge:

Department of the Army
Office of the Assistant Secretary
Manpower and Reserve Affairs
ATTN: SAMR-FMMR-FAIR
111 Army Pentagon
Washington, D.C. 20310-0111
Fax: 703-614-6833