



Handbook of Contract Function Checklists for Services Acquisition

May 2018

FOREWORD

In Fiscal Year (FY) 2017, the Department of Defense (DoD) obligated more than \$156 billion, or about 50 percent of the Department's contract spending, on service contracts to help achieve its mission.

This Handbook provides recommendations for contract function checklist questions that may be used in conjunction with Military Departments (MILDEPs) and 4th Estate contract services documents, training materials, data, and inventories. The checklist questions and instructions are modeled on those found in the Department of the Army's Request for Service Contract Approval form.

Per the DoD Instruction (DoDI) 5000.74 (Defense Acquisition of Services), a workforce analysis of the decision to in-source or out-source should include any past decisions and why the requirement cannot be fulfilled with military or civilian personnel. Coordination with the DoD component manpower and personnel officials should be done in accordance with DoD Directive (DoDD) 1100.4 (Guidance for Manpower Management). The analysis should also take into consideration guidance outlined in DODI 1100.22 (Policy and Procedures for Determining Workforce Mix), DoDI 7041.04 (Estimating and Comparing the Full Costs of Civilian and Active Duty Military Manpower and Contract Support), and Office of Manpower and Budget (OMB) Circular A-76/10 U.S.C.2461 (Public-Private Competition Required Before Conversion to Contractor Performance).

If utilized, contract function checklist questions should be answered by persons in the requiring activity who know how the contract will be administered and performed and who thoroughly understand the work to be performed by the contractor. Questions should be answered carefully to ensure that acquisition officials have all the relevant facts to support their decisions.

Acquisition officials are also required to document, prior to contract award, whether the proposed contract action includes activities that are closely associated with inherently governmental functions. The Product and Service Codes (PSC) categories requiring heightened management attention to check for closely associated with inherently governmental functions are the following:

- Category R7, Support – Management;
- Category R4, Support – Professional;
- Category B5, Special Studies/Analysis; and
- Category D307, IT and Telecom – IT Strategy and Architecture.

If contractors are used to perform work that is closely associated with inherently governmental functions, agencies must give special management attention to contractors' activities in order to guard against their expansion into inherently governmental functions.

MILDEPs and other DoD components may issue additional guidance and implementing instructions to meet their unique contract function needs associated with services acquisitions.

This is a living document. To suggest changes or edits, please send an email to:

osd.pentagon.ousd-atl.mbx.services-acquisition@mail.mil

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I. INHERENTLY GOVERNMENTAL FUNCTIONS

An “inherently governmental function” is one that has been determined to be—through statute or otherwise—a function that must be performed by Government personnel, either civilian or military, and that may not be performed by a contractor. All the questions in this checklist are designed to help determine whether or not a function is inherently governmental in nature.

Read each question and apply it to the function in question. Answer “Yes” or “No” to the questions that apply below, based on the work statement and the way the contract is performed. A “Yes” response to any of the below indicates that the function must be performed in-house and may not be contracted.

Does the function:

1. Involve contractors providing legal advice and interpretations of regulations and statutes to Government officials?
2. Involve the direct conduct of criminal investigations?
3. Involve the control of prosecutions and performance of adjudicatory functions, other than those relating to arbitration or other methods of alternative dispute resolution?
4. Involve the command of military forces, especially the leadership of military personnel who are members of the combat, combat support, or combat service support role?
5. Involve the conduct of foreign relations and the determination of foreign policy?
6. Involve the determination of agency policy, such as—among other things—determining the content and application of regulations?
7. Involve the determination of Federal program priorities for budget requests?
8. Involve the direction and control of Federal employees?
9. Involve the direction and control of intelligence and counter-intelligence operations?
10. Involve the selection or non-selection of individuals for Federal Government employment, including the interviewing of individuals for employment?
11. Involve the approval of position descriptions and performance standards for Federal employees?
12. Involve the determination of what Government property is to be disposed of and on what terms (although an agency may give contractors authority to dispose of property at prices within specified ranges and subject to other reasonable conditions deemed appropriate by the agency)?
13. Involve:
 - a. Determining what supplies or services are to be acquired by the Government (although an agency may give contractors authority to acquire supplies at prices within specified ranges and subject to other reasonable conditions deemed appropriate by the agency)?
 - b. Participating as a voting member on any source selection boards?
 - c. Approving any contractual document, including documents defining requirements, incentive plans, and evaluation criteria?
 - d. Awarding contracts?
 - e. Administering contracts (including ordering changes in contract performance or contract quantities, taking action based on evaluations of contract performance, and accepting or rejecting contractor products or services)?
 - f. Terminating contracts?
 - g. Determining whether contract costs are reasonable, allocable, and allowable?
 - h. Participating as a voting member on performance evaluation boards?
14. Involve the approval of agency responses to Freedom of Information Act (FOIA) requests (other than routine responses that, because of statute, regulation, or agency policy, do not require the exercise of judgment in determining whether documents are to be released or withheld), and the approval of agency responses to the administrative appeals of denials of FOIA requests?

15. Involve the conduct of administrative hearings to determine the eligibility of any person for a security clearance, or involve actions that affect matters of personal reputation or eligibility to participate in Government programs?
16. Involve the approval of Federal licensing actions and inspections?
17. Involve the determination of budget policy, guidance, and strategy?
18. Involve the collection, control, and disbursement of fees, royalties, duties, fines, taxes, and other public funds, unless authorized by statute, such as 31 U.S.C. § 952 (relating to private collection contractors) and 31 U.S.C. § 3718 (relating to private attorney collection services), but does not include:
 - a. Collection of fees, fines, penalties, costs, or other charges from visitors to or patrons of mess halls, post or base exchange concessions, national parks, and similar entities or activities, or from other persons, where the amount to be collected is easily calculated or predetermined and the funds collected can be easily controlled using standard case management techniques?
 - b. Routine voucher and invoice examination?
19. Involve the control of the treasury accounts?
20. Involve the administration of public trusts?
21. Involve the drafting of Congressional testimony, responses to Congressional correspondence, or agency responses to audit reports from the Inspector General, the Government Accountability Office, or other Federal audit entity?
22. Require the exercise of discretion in applying Federal Government authority?
23. Require the making of value judgments in making decisions for the Federal Government?
24. Require making judgments relating to monetary transactions and entitlements?
25. Involve the interpretation and execution of the laws of the United States so as to bind the US to take or not take some action by contract, policy, regulation, authorization, order, or otherwise?
26. Involve the interpretation and execution of the laws of the United States to determine, protect, and advance the US' economic, political, territorial, property, or other interests by military or diplomatic action, civil or criminal judicial proceedings, contract management, or otherwise?
27. Involve the interpretation and execution of the laws of the United States to significantly affect the life, liberty, or property of private persons?
28. Involve the interpretation and execution of the laws of the United States to commission, appoint, direct, or control officers or employees of the United States?
29. Involve the interpretation and execution of the laws of the United States to exert ultimate control over the acquisition, use, or disposition of the property—real or personal, tangible or intangible—of the US, including the collection, control, or disbursement of appropriated or other Federal funds?
30. Involve security operations performed in direct support of combat as part of a larger integrated combat force, or performed in environments where there is significant potential for the security operations to evolve into combat? (Where the US military is present, the judgment of the military commander should be sought regarding the potential for the operations to evolve into combat.)
31. Involve representation of the Government before administrative and judicial tribunals, unless a statute expressly authorizes the use of attorneys whose services are procured through contract?
32. Involve combat?
33. Involve the interrogation of detainees? (However, some functions in support of interrogation may be performed by contractors; see Question #20 in the checklist for closely associated with inherently governmental functions.)
34. Involve the contractor performing as the effective or *de facto* decision-maker?

The above functions/examples are drawn from the following sources: [The Federal Activities Inventory Reform \(FAIR\) Act \(31 U.S.C. § 501\)](#); [the Federal Acquisition Regulation \(FAR\) Part 7.5](#); and the [Office of Federal Procurement Policy \(OFPP\) Policy Letter 11-01](#).

II. CLOSELY ASSOCIATED WITH INHERENTLY GOVERNMENTAL FUNCTIONS

A “closely associated with inherently governmental function” is one that approaches being inherently governmental in nature because of the nature of the function, the manner in which the contractor performs the contract, or the manner in which the Government administers contract performance. A designation of closely associated with inherently governmental does not preclude from contracting for a function, but does require additional oversight, as well as special consideration for in-sourcing. Pursuant to [10 U.S.C. § 2330a\(e\)](#), however, reliance on contractors to perform closely associated with inherently governmental functions should be reduced “to the maximum extent practicable.”

Answer “Yes” or “No” to the questions below, based on the work statement and the way the contract is performed.

Does the performance involve:

1. Services that involve or relate to budget preparation, including workload modeling, fact finding, efficiency studies, and should-cost analyses?
2. Services that involve or relate to reorganization and planning activities?
3. Services that involve or relate to analyses, feasibility studies, and strategy options to be used by agency personnel in developing policy?
4. Services that involve or relate to the development of regulations?
5. Services that involve or relate to the evaluation of another contractor’s performance?
6. Services in support of acquisition planning?
7. Contractors providing assistance in contract management (such as where the contractor might influence official evaluations of other contractors)?
8. Contractors providing technical evaluation of contract proposals?
9. Contractors providing assistance in the development of statements of work?
10. Contractors providing support in preparing responses to FOIA requests?
11. Contractors working in any situation that permits or might permit them to gain access to confidential business information and/or any other sensitive information (other than situations covered by the National Industry Security Program described in 4.402(b))?
12. Contractors providing information regarding agency policies or regulations, such as attending conferences on behalf of an agency, conducting community relations campaigns, or conducting agency training courses?
13. Contractors participating in any situation where it might be assumed that they are agency employees or representatives?
14. Contractors participating as technical advisors to a source selection board or participating as voting or non-voting members of a source evaluation board?
15. Contractors serving as arbitrators or providing alternative methods of dispute resolution?
16. Contractors constructing building or structures intended to be secure from electronic eavesdropping or other penetration by foreign governments?
17. Contractors providing inspection services?
18. Contractors providing special non-law-enforcement, security activities that do not directly involve criminal investigations, such as prisoner detention or transport, and non-military national security details? (The direction and control of confinement facilities in areas of operations, however, is inherently governmental.)
19. Private security contractors in operational environments overseas?
20. Supporting the interrogation of detainees? (Pursuant to Section 1038 of the National Defense Authorization Act (NDAA) for FY 2010, contractor personnel may not interrogate detainees.)

- a. Contractor personnel may be used as linguists, interpreters, report writers, information technology technicians, and may fill other ancillary positions, including trainers of and advisors to interrogators.
 - b. Such personnel are subject to the same rules, procedures, and laws pertaining to detainee operations and interrogations as apply to government personnel, and must be properly overseen by DoD military/civilian personnel.
21. Contractors providing combat and security training?
 22. Contract logistics support required for weapon systems that deploy with operational units?
 23. Work that is at risk of becoming inherently governmental?

Contracting for closely associated with inherently governmental functions is permissible, but levels of oversight must be employed to maintain the appropriateness of the contract. If the answer to any of the prior questions, 1-23, is “Yes” and the answer to any of the following questions, 24-26, is “No,” then the function may not be contracted.

OVERSIGHT OF CONTRACTED FUNCTIONS

24. Is there sufficient organic Government expertise to oversee contractor performance of the contract?
25. Are there sufficient control mechanisms and sufficient numbers of military and civilian employees to ensure that contractors are not performing inherently governmental functions?
26. Is there sufficient Contracting Officer’s representative (COR) capability to ensure adequate oversight of contract performance?

“Closely associated with inherently governmental” is defined in [10 U.S.C. § 2383\(b\)](#) and [FAR 7.503](#).

Additionally, pursuant to [10 U.S.C. § 2463](#), special consideration must be given to in-sourcing closely associated with inherently governmental functions.

III. PERSONAL SERVICES

A “personal services” contract is characterized by “the employer-employee relationship it creates between the Government and the contractor’s personnel.” This occurs when contractor personnel are being treated in a manner akin to that of a Government employee. A contract may involve unauthorized personal services either by its written terms or in the way it is actually performed. Care should be taken to avoid situations that may lend themselves to the performance of personal services (for example, having contractors on-site can lend to a “blended workforce” where contractors work side-by-side with Government personnel and are treated in the same way).

Answering “Yes” to statements 2-9 may indicate a personal service, and special scrutiny should be given to contracted functions for which any/all such items have been selected in order to avoid a personal services contract.

A “Yes” answer to statement 1, however, indicates a personal service and precludes contracting for that function.

1. The contractor personnel are subject to the relatively continuous supervision and control of a Government officer.
2. The contractor personnel are performing on a Government site.
3. The principal tools and equipment are furnished by the Government.
4. The services are applied directly to the integral effort of agencies or an organizational subpart in furtherance of an assigned function or mission.
5. The need for the service provided can reasonably be expected to last beyond one year.
6. The inherent nature of the service, or the manner in which it is provided, reasonably requires (directly or indirectly) Government direction or supervision of contractor employees in order to: adequately protect the Government’s interest; retain control of the function involved; or retain full personal responsibility for the function supposed in a duly authorized Federal officer or employee.
7. Comparable services meeting comparable needs are performed in this agency or similar agencies using civilian personnel.
8. The contractor personnel are providing administrative support to Government personnel.
9. Government personnel are giving contractor personnel tasks on an ad hoc basis.

The questions below detail the situations in which a personal services contract is permissible (pursuant to [10 USC § 129b](#)). Answering “Yes” to any of questions 10-14 indicates the statutory exception that allows a personal services contract. Select “N/A” either if you do not have a personal services contract and/or if none of the exceptions apply.

EXCEPTION: AUTHORIZED PERSONAL SERVICES

10. Experts or consultants where the services cannot be adequately provided by the Department.
11. Direct support of a defense intelligence component or counter-intelligence organization of the DoD where the services are urgent or unique and cannot be practically obtained within the DoD.
12. Direct support of special operations command where the services are urgent or unique and cannot be practically obtained within the DoD.
13. Services provided by individuals outside the United States regardless of their nationality.

14. Carrying out healthcare responsibilities in DoD medical treatment facilities per 10 U.S.C. § 1091.

Personal services are defined in [FAR Part 37.104](#). A contract involving personal services, either by its written terms or in the way it is actually performed, must be modified, in-sourced, or divested, or the functions must be performed in such a way as to avoid creating an employer-employee relationship.

IV. SPECIAL CONSIDERATIONS

Pursuant to [10 U.S.C. § 2463](#), special consideration should be given to in-sourcing closely associated with inherently governmental and critical functions. The following items may also be relevant when an agency/organization is considering in-sourcing a function to governmental performance. An answer of either “Yes” or “No” to question 1 does not preclude contracting.

1. Has in-sourcing been considered? Special consideration should be given to civilians in the following situations:
 - a. This function has been performed by DoD civilian employees at any time during the previous 10-year period.
 - b. The function is closely associated with the performance of an inherently governmental function
 - c. The function is performed pursuant to a contract awarded on a non-competitive basis.
 - d. The contracting officer has determined that the contract has been performed poorly because of excessive costs or inferior quality.
 - e. The function is an acquisition workforce function.
 - f. The function is a critical function.

Pursuant to [10 U.S.C. § 2383](#), the contracting officer for the contract must ensure that there are no organizational conflicts of interest for the function at issue. In the event of an organizational conflict of interest, the requiring activity must take steps to remedy the situation; this may mean in-sourcing or divestiture of the function. However, a conflict of interest may be mitigated by utilizing a different contractor (i.e., a conflict of interest does not necessarily preclude contracting entirely; it may only preclude contracting with a specific contractor).

ORGANIZATIONAL CONFLICT OF INTEREST

A “No” answer to question 2 precludes contracting until such time as the requiring activity has taken steps to mitigate the conflict of interest.

2. Has the agency addressed any potential organizational conflict of interest of the contractor in the performance of this function, consistent with FAR Part 9, Subpart 9.5 and the best interests of the DoD?

V. OUT-SOURCING AND CONVERSION OF FUNCTIONS

When contracting for services, care must be taken to ensure that no illegal out-sourcing or improper conversion is taking place. Illegal out-sourcing and improper conversion involve shifting work from civilian positions to contract personnel (this can happen even if the civilian position is not encumbered). In environments that involve fiscal uncertainty, declining budgets, or hiring freezes, special vigilance is required to ensure that these things do not occur.

A “Yes” response to questions 1-4 below may make contracting this function prohibited, and agencies are recommended to discuss the issue with their employment and personnel law advisor and their contract law advisor. A “Yes” answer to either or both of questions 5 and 6 below indicates that contracting is not allowed.

1. Will any non-temporary or non-term appropriated fund employee currently performing any functions described in the contract statement of work be displaced, reassigned, subjected to a reduction in force, or otherwise adversely affected as a result of the proposed contract action?
2. Is the function proposed for contract performance meeting a requirement previously performed by a particular DoD civilian position (or positions) when a program or budget decision eliminated the civilian position (whether that function was formerly documented with an authorization or was undocumented and performed by an overhire)?
3. Is the function proposed for contract performance meeting a requirement previously approved for in-sourcing but that was never encumbered?
4. Will the proposed contract action fundamentally change the nature of the work performed by appropriated fund employees?
5. Is this new contract (or this increase in level of effort on a pre-existing contract) the result of the establishment of numerical goals or budgetary savings targets regarding the civilian workforce?
6. Is this contract the result of the imposition of a civilian hiring freeze?

[10 U.S.C. § 2461](#) prohibits converting a function performed by at least one appropriated fund government employee to contract performance unless there has been a public-private competition under OMB Circular A-76. There is currently a Congressional moratorium on public-private competitions pursuant to the FY10 NDAA, Section 325. However, “conversion” of functions does not include the augmenting of civilian staff with contractors unless government employees are displaced, reassigned, subjected to a reduction in force, or otherwise adversely affected.

(For additional information, please see the [Government Accountability Office case John P. Santry B-402827](#). Agencies are recommended to discuss the issue with their employment and personnel law advisor and their contract law advisor.)

If there is an applicable bargaining unit agreement concerning out-sourcing, the provisions of the agreement will prevail and must be adhered to for bargaining unit employees (though such an agreement does not take precedence over 10 U.S.C.).

Further prohibitions on contracting under certain conditions can be found in [10 U.S.C. § 129a\(f\)](#).

VI. CRITICAL FUNCTIONS

A “critical function” is one that involves a function central to an agency’s mission or operation. It is permissible to contract for critical functions, but agencies should ensure that they have an adequate number of Federal employees that understand the agencies’ requirements and can monitor contractors supporting the Federal workforce.

Answering “Yes” to questions 1-3, or “No” to questions 4 or 5, may indicate a critical function.

1. Is the function necessary to the agency being able to effectively perform and maintain control of its missions and operations and/or to maintain sufficient Government expertise/technical capabilities?
2. Is the function recurring and long-term?
3. Does the performance of the function by a contractor entail operational risk (for example, if the contractor were to quit or otherwise suddenly be unable to perform his or her duties)?
4. Does the agency have an adequate number of positions filled with Federal employees with the appropriate training, experience, and expertise to continue critical operations with in-house resources, another contractor, or a combination of the two in the event of contractor default?
5. Does the agency have the capability and internal expertise to oversee and manage any contractors being used to support the Federal workforce?

Pursuant to [10 U.S.C. § 2463\(b\)](#) and [OFPP Policy Letter 11-01](#), special consideration should be given to in-sourcing “critical functions” in order to ensure that agencies have sufficient internal capability to maintain control over functions that are central to the agency’s missions and operations.

In the event that a function is determined to be critical in nature, the preparer should ensure that adequate Government oversight will be available, pursuant to OFPP Policy Letter 11-01.

VII. SECURITY, FIREFIGHTING, AND PUBLICITY FUNCTIONS

SECURITY AND/OR FIREFIGHTING FUNCTIONS

Security and/or firefighting functions may not be contracted unless they qualify for certain statutory exceptions. If the answer to question 1 is “Yes,” then answer the subsequent questions to determine if one of the exceptions is applicable. If there are no applicable exceptions, then the function may not be contracted.

[10 U.S.C. § 2465\(a\)](#) prohibits the use of contracts for the performance of security guard or firefighting functions except under certain circumstances (reflected in the exceptions questions below). The prohibition was waived by Section 332 of the FY03 NDAA and then extended through FY12 by Section 343 of the FY08 NDAA. The waiver has expired and is no longer in effect.

1. Is this contract for the performance of security guard or firefighting functions?

If the answer to the above question is “Yes,” do any of the following exceptions apply?

- a. The contract is to be carried out at a location outside the United States, its commonwealths, territories, possessions, and military installations, at which members of the armed forces would have to be used at the expense of unit readiness.
- b. The contract is to be carried out on a Government-owned but privately operated installation.
- c. The contract (or renewal of the contract) is for the performance of a function under contract on September 24, 1983.
- d. The contract is for a firefighting function for a period of one year or less and covers only the performance of firefighting functions that, in the absence of the contract, would have to be performed by members of the armed forces who are not readily available to perform such functions by reason of a deployment.

[5 U.S.C. § 3107](#) prohibits the use of appropriated funds to pay for publicity experts unless such funds have been specifically appropriated for that purpose. If the answer to question 2 is “Yes” and the answer to question 2a is “No,” then contracting is not allowed.

PUBLICITY EXPERTS

2. Is this a contract for a publicity expert?
 - a. If so, were the funds for this contract specifically appropriated for this purpose?

Publicity and propaganda clauses in appropriations law restrict the use of funds for puffery of an agency, purely partisan communications, and covert propaganda. (These restrictions do not apply to Outside Continental United States (OCONUS) activities.) If the answer to questions 3a, 3b, 3c, or 4 is “Yes,” then contracting is not allowed.

PUBLICITY AND PROPOGANDA

3. Does this contract involve advertising and marketing or public relations functions?

If the answer to the above question is “Yes,” does it involve any of the following:

- a. Self-aggrandizement or puffery of the agency, its personnel, or activities?

- b. Any activity that is purely partisan in nature (i.e. an activity that is designed to aid a political party or candidate)?
 - c. Covert propaganda (i.e. communication that does not reveal that Government appropriations were expended to produce it)?
4. Is the statement of work so broadly written that it could be interpreted to condone or encourage any of the activities described in 3a, 3b, or 3c?

VIII. ACRONYMS

COR	Contracting Officer's Representative
DoD	Department of Defense
DoDD	Department of Defense Directive
DoDI	Department of Defense Instruction
FAIR	Federal Activities Inventory Reform
FAR	Federal Acquisition Regulation
FOIA	Freedom of Information Act
FY	Fiscal Year
MILDEP	Military Department
NDAA	National Defense Authorization Act
OCONUS	Outside Continental United States
OFPP	Office of Federal Procurement Policy
OMB	Office of Manpower and Budget
PSC	Product and Service Codes
U.S.C.	United States Code