U.S. NUCLEAR REGULATORY COMMISSION

DIRECTIVE TRANSMITTAL

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To: NRC Management Directives Custodians

Subject: Transmittal of Management Directive 10.48, "Recruitment

Bonus Program"

Purpose: Directive and Handbook 10.48 are being revised to reflect

changes resulting from recent reorganizations.

Office of Origin: Office of Human Resources

Contact: Pam Easson, 415-7082

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Volume: 10 Personnel Management

Part: 2 Position Evaluation and Management, Pay

Administration, and Leave

Directive: 10.48 Recruitment Bonus Program

Availability: Rules and Directives Branch

Office of Administration

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Recruitment Bonus Program

Directive 10.48

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U. S. Nuclear Regulatory Commission



Volume: 10 Personnel Management

Part: 2 Position Evaluation and Management, Pay

Administration, and Leave

HR

Recruitment Bonus Program Directive 10.48

Policy (10.48-01)

It is the policy of the U.S. Nuclear Regulatory Commission to use recruitment bonuses to encourage applicants to accept NRC positions if it is determined that, in the absence of such a bonus, difficulty would be encountered in filling the position with a suitable candidate.

Objectives (10.48-02)

- To adopt and implement the recruitment bonus provisions of the Federal Employees Pay Comparability Act (FEPCA) of 1990 and the applicable implementing regulations from the Office of Personnel Management. (021)
- To ensure agencywide equity in the application of criteria to NRC employees. (022)
- To encourage and promote employment of applicants within the NRC by offering recruitment bonuses when competition and other recruitment factors may serve as barriers to hiring suitable candidates. (023)

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1

Organizational Responsibilities and Delegations of Authority (10.48-03)

Chairman

(031)

2

Approves bonus recommendations and waivers of repayment for Commission staff members and employees of Commission-level offices as indicated in Exhibit 1 of Handbook 10.48.

Commission (032)

> Each Commissioner recommends payment of recruitment bonuses or waivers of repayment resulting from breaches of service agreements for his or her immediate staff members as indicated in Exhibit 1 of Handbook 10.48.

Executive Director for Operations (EDO) (033)

- Reviews bonus recommendations and requests for waivers of repayment for Commission staff members and employees in Commission-level offices, approves bonus recommendations and requests for waivers of repayment for employees in EDO staff offices as indicated in Exhibit 1 of Handbook 10.48. (a)
- In consultation with the Chairman, appoints the members and subgroups of the FEPCA Senior Management Review Panel. (b)

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Organizational Responsibilities and Delegations of Authority (10.48-03) (continued)

Chief Financial Officer (CFO) (034)

- Develops and implements payroll and accounting procedures governing payment of recruitment bonuses and recovery of debts incurred as a result of breaches of service agreements. (a)
- Reviews all requests for waivers of repayment of debts incurred. (b)

Inspector General (IG) (035)

- Appoints members of the Office of the Inspector General (OIG) FEPCA Senior Management Review Panel. (a)
- Approves bonus recommendations and waivers of repayment for employees in OIG as indicated in Exhibit 1 of Handbook 10.48. (b)
- Approves requests to establish criteria in advance and payment under the criteria in cases where timely offers of employment are necessary in the OIG. (c)

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Deputy Executive Director for Management Services (DEDM) (036)

Directs program oversight and evaluation activities.

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Organizational Responsibilities and Delegations of Authority (10.48-03) (continued)

FEPCA Senior Management Review Panel (037)

- Identifies and establishes any specialized criteria on the basis of recruitment difficulties or other considerations. These criteria are in explanation of and consistent with the criteria in Handbook 10.48. (a)
- Subgroups of the panel review each recommendation for a recruitment bonus to ensure it meets the criteria for coverage. (b)
- Reviews amounts recommended to ensure agencywide equity. (c)
- Recommends payment of the bonus and the amount of the bonus to the deciding official. (d)
- The OIG FEPCA Senior Management Review Panel, appointed by the Inspector General, identifies and establishes any specialized criteria and makes recommendations for payment and the amount of payment of recruitment bonuses for employees of OIG and coordinates activities with the agency FEPCA Senior Management Review Panel to ensure agencywide equity. (e)

Director, Office of Human Resources (HR) (038)

 Develops and implements program parameters and guidance. (a)

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Organizational Responsibilities and Delegations of Authority (10.48-03) (continued)

Director, Office of Human Resources (HR) (038) (continued)

- Advises the EDO and the FEPCA Senior Management Review Panel regarding bonus recommendations and requests for waivers. (b)
- Advises offices directors and regional administrators on the applicability, consequences and possible alternatives to program utilization. (c)
- Provides technical assistance to the review panel and technical review for individual cases to ensure that regulatory requirements are met. (d)
- Evaluates program success in achieving objectives and makes adjustments as required. (e)

Office Directors and Regional Administrators (039)

- Recommend payment of recruitment bonuses for selectees in their organizations, and as indicated in Exhibit 1 to the handbook, using criteria specified in Handbook 10.48. (a)
- For OIG, recommendations will be made by the Assistant Inspector General for Audits (AIGA) or the Assistant Inspector General for Investigation (AIGI). (b)

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Definitions (10.48-04)

Commuting Area. The geographic area that normally is considered one area for employment purposes. It includes any population center, or two or more neighboring ones, and the surrounding localities where people live and reasonably can be expected to travel back and forth daily to work.

Employee. An individual serving under appointment to the NRC who is newly appointed; or an individual not yet employed who has received a written offer to be newly appointed and signed a written service agreement in advance of payment of the recruitment bonus.

Newly Appointed Employee. Individuals appointed to their first appointment, regardless of tenure, as an employee of the Federal Government; or an appointment as an employee of the Federal Government following a break in service of at least 90 days from the candidate's last employment with the Federal Government, other than—

- Employment under the Student Educational Employment Program
- Employment as a law clerk trainee
- Employment while a student during school vacations under a short-term temporary NRC appointing authority
- Employment under a provisional appointment if the new appointment is permanent and immediately follows the provisional appointment
- Employment under a temporary appointment that is neither full-time nor the principal employment of the candidate

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Definitions

(10.48-04) (continued)

Rate of Basic Pay. The rate of pay fixed by law or administrative action for the position to which the employee is or will be newly appointed, before deductions and exclusive of additional pay of any kind, such as locality-based comparability payments under 5 U.S.C. 5304 or interim geographic adjustments under Section 302 of FEPCA, or special pay adjustments for law enforcement officers under Section 404 of FEPCA. For purposes of application within the NRC, special pay rates for resident inspectors are considered comparable to special pay adjustments for law enforcement officers and are excluded from the definition of basic pay.

Service Agreement. A written agreement between an agency and a newly appointed employee under which the employee agrees to a specified period of employment with the appointing agency (or successor agency in the event of a transfer of function) for a minimum of 12 months in return for a recruitment bonus.

Applicability (10.48-05)

The recruitment bonus provisions apply to all new NRC appointees, except members of the Commission and Administrative Law Judges who are excluded by regulation, and the Inspector General and Administrative Judges who are excluded by agency policy.

Handbook (10.48-06)

Handbook 10.48 gives the criteria and procedures for recruitment bonuses and the payment thereof.

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References (10.48-07)

Atomic Energy Act of 1954, as amended (42 U.S.C. 2011 et seq.).

Code of Federal Regulations—

5 CFR 550, Subpart K, "Collection by Offset From Indebted Government Employees."

5 CFR 575, Subpart A, "Recruitment Bonuses."

Energy Reorganization Act of 1974, as amended (42 U.S.C. 5801 et seq.).

Federal Employees Pay Comparability Act of 1990, Pub. L. 101-509, 104 Stat. 1427 (5 U.S.C. 5301 note).

"Installment Deduction for Indebtedness to the United States" (5 U.S.C. 5514).

"Recruitment and Relocation Bonuses," 1990 Supp. (5 U.S.C. 5753).

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Recruitment Bonus Program

Handbook 10.48

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Recruitment Bonus Program

Purpose of and Criteria for the Recruitment Bonus Program (A)

Purpose of the Pay Authority Within the U.S. Nuclear Regulatory Commission (1)

The purpose of the Recruitment Bonus Program is to authorize bonuses for new appointees to the NRC, when and to the extent necessary, to avoid difficulty in filling the position with a suitable candidate. Judicious use of the pay authority is expected to have a direct, positive effect on the agency's ability to recruit a suitable workforce. (Approval authorities are listed in Exhibit 1 to this handbook.)

Criteria for the Initial Eligibility Determination (2)

There must be a written determination that without the bonus, NRC would find it difficult to hire a suitable candidate to fill the position in question. Make this determination before the employee actually enters on duty in the position for which he or she was recruited. (a)

The NRC also may target groups of positions that have been difficult to fill in the past or that may be difficult to fill in the future and make the required written determination to offer a recruitment bonus on a group basis. (b)

To support the determination, consider the following criteria in the narrative, as applicable: (c)

 The success of recent efforts to recruit suitable candidates for similar positions, including indicators such as offer acceptance

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Purpose of and Criteria for the Recruitment Bonus Program (A) (continued)

Criteria for the Initial Eligibility Determination (2) (continued)

rates, the proportion of positions filled, and the length of time required to fill similar positions with suitable candidates (i)

- Recent turnover in the same or similar positions (ii)
- Labor market factors and long-range planning elements that affect NRC's ability to recruit for similar positions (iii)
- Any special qualifications needed (iv)

Criteria for Determining the Amount of the Bonus Payment (3)

Calculate the bonus as a percentage of the employee's annual rate of basic pay, not to exceed 25 percent; the amount is paid as a lump sum and is not considered part of an employee's basic rate of pay for any purpose. (a)

Consider the following in determining the specific amount of the bonus: (b)

- The severity of the recruiting problem (i)
- The average pay being offered candidates who decline positions in the private sector in favor of Government employment (ii)
- If being offered in conjunction with another authority, the minimum amount that will induce the candidate to accept the position yet will continue to ensure equity in payments for similar situations (iii)

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Purpose of and Criteria for the Recruitment Bonus Program (A) (continued)

Criteria for Determining the Amount of the Bonus Payment (3) (continued)

- The total amount of all continuing payments authorized without the bonus (iv)
- The average pay for the occupation or specialty described in the most recent pay surveys (v)
- The criticality of the position to be filled and the effect on the NRC mission if it is not filled or if there is further delay in filling the position (vi)

In addition to the above criteria, the agency Federal Employees Pay Comparability Act (FEPCA) Senior Management Review Panel or the Office of the Inspector General (OIG) FEPCA Senior Management Review Panel may provide additional guidance consistent with underlying policy of the Recruitment Bonus Program for office directors, regional administrators, and the Assistant Inspector for Audits (AIGA) or Assistant Inspector for Investigations (AIGI), as appropriate, to formulate their initial recommendations for appropriate bonus amounts. (See Exhibit 1 of this handbook to determine appropriate authorities.) (c)

Other Considerations (4)

Consider the practicality of using the bonus in combination with other pay provisions, such as a pay rate above the minimum entry rate, in terms of the consequent advantage to the NRC. (a)

If proposing to use a bonus in combination with special rates or a waiver of dual compensation limitations, consider why the special rates or the waiver alone is not sufficient. (b)

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Processing a Request for Payment of a Recruitment Bonus (B)

Advance Approval for Recruitment Bonuses for Certain Positions (1)

Upon recommendation by the agency FEPCA Senior Management Review Panel or the OIG FEPCA Senior Management Review Panel, the Executive Director for Operations (EDO) or the Inspector General, as appropriate, may target for recruitment bonuses those positions or groups of positions that have been difficult to fill with suitable candidates in the past or that are projected as difficult to fill with suitable candidates.

Initiating a Request To Use a Recruitment Bonus (2)

At the time the position is vacant, the appropriate office director, regional administrator, or AIGA/AIGI for OIG, in concert with the division director or the supervising official, determines how to fill the position. (a)

- If it is decided to open the position to competition, the vacancy announcement must so indicate when there is a possibility that a recruitment bonus might be paid. (i)
- If the position is announced with this provision, the requester, in concert with the division director or the selecting official, decides whether to recommend offering a bonus and the amount of the bonus. (ii)

Once the selectee is identified, the office director, regional administrator, or AIGA/AIGI for OIG, initiates the request for approval and prepares a justification for the request, using the format shown in Exhibit 2. This justification must address both the criteria to be met in making an initial determination of eligibility and

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Processing a Request for Payment of a Recruitment Bonus (B) (continued)

> Initiating a Request To Use a Recruitment Bonus (2) (continued)

> the criteria for determining the amount of the payment. (Recommending, reviewing, and deciding authorities are described in Exhibit 1.) (b)

> Submit requests on a case-by-case basis for technical review to the Director, Office of Human Resources (HR) or the Director, Resource Management and Operational Support Staff (RMOSS) for OIG. (c)

> In determining whether to request a recruitment bonus for an employee, consider the following, in addition to assessing the individual situation against the criteria in Part I of this handbook and the agency FEPCA or OIG FEPCA Senior Management Review Panel guidance: (d)

- A recruitment bonus may be used in combination with special salary rates, above-minimum entry rates, a waiver of dual compensation limitations, or critical pay authority. (i)
- A recruitment bonus and a relocation bonus cannot be paid to the same employee concurrently. (ii)

Because there are so many options that could be applied to a specific situation, it is essential that the office director, regional administrator, or AIGA/AIGI for OIG, carefully review the criteria and panel guidelines described in Part I of this handbook to determine the most cost-effective bonus. Candidates should not be led to believe that a recruitment bonus is an entitlement associated with recruitment. (e)

Processing a Request for Payment of a Recruitment Bonus (B) (continued)

Initiating a Request To Use a Recruitment Bonus (2) (continued)

When necessary to make a timely offer of employment, the agency FEPCA or OIG FEPCA Senior Management Review Panel may recommend and the deciding official approve the establishment of approval criteria in advance for case-by-case situations for recruitment bonuses. Providing the criteria were met for the individual situation, this would authorize payment of the bonus in any amount within a preestablished range to any candidate without further review or approval. (f)

Technical Review (3)

The Director, HR, or Director, RMOSS, for OIG, reviews each request to determine whether it meets all regulatory and personnel management requirements and indicates concurrence or non-concurrence with the request. (a)

The Director, HR, or Director, RMOSS, for OIG, arranges for a meeting of a subgroup of the agency FEPCA Senior Management Review Panel and forwards the request to the panel for review. (b)

The Director, HR, or Director, RMOSS, for OIG, provides any additional technical assistance requested by the panel. (c)

The Director, HR, advises office directors and regional administrators of any categories of positions for which the EDO has granted advance approval for recruitment bonuses. (d)

The Director, RMOSS, advises the AIGA/AIGI of any categories of positions for which the EDO has granted advance approval for recruitment bonuses. (e)

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Processing a Request for Payment of a Recruitment Bonus (B) (continued)

FEPCA Senior Management Review Panel (4)

The EDO designates a subgroup of the FEPCA Senior Management Review Panel to review the request. (a)

A subgroup of the panel reviews the request, determines whether it meets the initial criteria, and reviews the amount requested after considering the criteria and the principles of equity. (b)

The panel then forwards the recommendation to the deciding official for a final decision. (c)

The panel also recommends to the EDO those positions or groups of positions that should be given advance approval for recruitment bonuses. This recommendation also includes the payment range for these bonuses. Once advance approval for bonuses for a position or a group of positions has been made, individual requests will follow routine procedures for requesting recruitment bonuses. (d)

The OIG FEPCA Senior Management Review Panel performs all the above functions relating to relocation bonus requests for OIG. (e)

Approval or Disapproval (5)

The deciding official reviews the recommendations of the agency FEPCA or OIG FEPCA Senior Management Review Panel and all other relevant documentation and makes a final decision. (a)

The deciding official forwards the decision to the Director, HR, for implementation. (b)

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Processing a Request for Payment of a Recruitment Bonus (B) (continued)

Implementing the Decision (6)

The Director, HR, or Director, RMOSS, for OIG, notifies the requesting official of the decision. (a)

For approved requests, the Director, HR, or Director, RMOSS, for OIG, informs the employee and obtains a signed service agreement as shown in Exhibit 3. The Director, HR, or Director, RMOSS, for OIG, also advises the employee of any applicable provisions for repayment. (b)

The Director, RMOSS, for OIG forwards the action to the Director, HR, for implementation. (c)

The Director, HR, forwards a copy of the documentation, including the service agreement, to the Chief Financial Officer (CFO) for processing. (d)

The Director, HR, notifies the CFO of any personnel action relating to the employee that would prevent the employee from fulfilling the terms of the service agreement. (e)

Payments and Repayments (C)

Limits on Pay (1)

Bonus payments are subject to the aggregate limit on pay in a calendar year that is set at Executive Level I.

Type of Payment (2)

The bonus is a lump-sum payment. (a)

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Payments and Repayments (C) (continued)

Type of Payment (2) (continued)

The bonus is not part of the employee's rate of basic pay for any purpose. (b)

The decision to pay the bonus must be made before the employee's entry on duty. (c)

Payment and Repayment Procedures (3)

The Controller determines the procedures for the actual payment of the bonus. (a)

The service agreement must be signed before the recruitment bonus is paid. Payment of a recruitment bonus before an individual actually enters on duty should be made only in rare instances in which unusual circumstances warrant accepting the risk that the NRC may have difficulty recouping the bonus. (b)

An employee who fails to complete the period of employment established under a service agreement is indebted to the Federal Government and must repay the recruitment bonus on a pro rata basis. The repayment is determined after the employee is credited for each full month of employment completed under the service agreement. CFO determines specific procedures. (c)

The employee fails to complete the period of employment when the employee's service with the NRC terminates before the date specified in the service agreement. This stipulation does not apply if the employee is involuntarily separated or if NRC, in writing, directs the separation of the employee (if this separation is not for reasons other than misconduct or delinquency). (d)

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Payments and Repayments (C) (continued)

Payment and Repayment Procedures (3) (continued)

Bonuses will be recovered under NRC's regulations for collection by offset from an indebted Government employee by installment deduction under 5 U.S.C. 5514 and 5 CFR 550, Subpart K. (e)

Waiver of Right of Recovery (4)

The Chairman, IG, or the EDO waive a right of recovery in whole or in part if one determines that recovery would be against equity and good conscience or against the public interest. (a)

If an office director, regional administrator, or the AIGA/AIGI for OIG, recommends a waiver, he or she must submit substantial justification in support of the request. Any request for a waiver must be evaluated by the Director, HR, for OIG, or Director, Resource Management and Operational Support Staff, in consultation with the Director, HR, for sound personnel practices and by the CFO for sound fiscal management. (b)

Obligations and Oversight (D)

Service Agreement (1)

The length of the service agreement depends on the amount of the bonus, as described below: (a)

Up to 8 percent — 12 months continued service (i)

From 9 to 16 percent — 18 months continued service (ii)

• From 17 to 25 percent — 24 months continued service (iii)

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Obligations and Oversight (D) (continued)

Service Agreement (1) (continued)

The service agreement applies to service anywhere in the NRC or successor agency in the event of a transfer of function. (b)

Records and Reporting (2)

Documentation justifying payment of recruitment bonuses will be maintained in the selection files or other appropriate files. (a)

A report of each determination is submitted to the Office of Personnel Management (OPM) as part of NRC's regular submission to OPM's Central Personnel Data File, as appropriate. (b)

The Director, HR, will oversee and evaluate NRC recruitment activities to ensure that the use of this pay authority conforms to applicable laws and appropriate regulations. (c)

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Exhibit 1 Approval Authorities for Recruitment Bonuses

Pay Authority	Recommending Official	Reviewing Official	Deciding Official
Recruitment Bonuses			_
For all eligible employees as indicated—			
Immediate staff of the Chairman or the Commission	Chairman or Commissioner	Director, HR ¹ EDO ² FEPCA Panel ³	Chairman
Commission-level offices	Office Director	Director, HR EDO FEPCA Panel	Chairman
OIG ⁴ staff	AIGA ⁵ or AIGI ⁶	Director, RMOSS ⁷ OIG FEPCA Panel	IG ⁸
EDO staff offices	Office Director or Regional Administrator	Director, HR FEPCA Panel	EDO
For approval of waiver (including amount to be waived) for recovery of employee's debt incurred with recruitment bonus—			
Immediate staff of the Chairman or the Commission	Chairman or Commissioner	Director, HR CFO ⁹ EDO	Chairman
Commission-level offices	Office Director	Director, HR CFO EDO	Chairman
OIG staff	AIGA or AIGI	Director, RMOSS in consultation with Director, HR and CFO, OIG FEPCA Panel	IG
EDO staff offices	Office Director or Regional Administrator	Director, HR CFO	EDO
¹ Office of Human Resources ² Executive Director for Operations ³ The Federal Employees Pay Comparability Act Senior Management Review Panel ⁴ Office of the Inspector General	 ⁵Assistant Inspector for Audits ⁶Assistant Inspector for Investig ⁷Resource Management and Operational Support Staff 	⁸ Inspector G ations ⁹ Chief Finand	

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Exhibit 2

Request To Use Recruitment/Relocation Bonus, Retention Allowance, or Advance in Pay Authority

TO:		Chairman or the Executive Director for Operations
THRU:		Director, Office of Human Resources (HR) or the Director, Resource Management and Operational Support Staff (RMOSS), for the Office of the Inspector General (OIG)
FROM:		Office Director, Regional Administrator, or Assistant Inspector for Audits (AIGA) or Assistant Inspector General for Investigations (AIGI) for OIG
SUBJ	IECT:	REQUEST TO USE PAY AUTHORITY
I.A.	This po	sition is being filled through reassignmentcompetition.
	•	I through competition, the vacancy announcement must have stated that vas a possibility that a relocation or recruitment bonus might be paid.)
B.	I reque	st approval for the use of the following pay authority for (name).
	Re	cruitment Bonus Relocation Bonus Retention Allowance
		nmend that the amount of the bonus/allowance be percent of basic pay.
C.	justifica determ	reviewed the criteria outlined in the handbook and have attached a narrative ation that addresses both the criteria to be met in making an initial ination to use the pay authority and the criteria for determining the amount payment.
Date		Signature (Office Director, Regional Administrator, AIGA/AIGI for OIG)

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Exhibit 2 (continued)

II.	I have reviewed the request for the use of the above-indicated pay authority, and have determined that it does does not meet the criteria specified in the handbook. I do do not concur with this recommendation. As explanation is attached for any nonconcurrence.		
 Date	Signature (Director, HR, or Director, RMOSS, in consultation with Director, HR, for OIG)		
III.	We have reviewed the request for use of the above pay authority. We do not agree that it fully meets the criteria for payment. We do not agree with the amount recommended. We recommend an altern payment amount of based on the attached evaluation. We recommend this request be approved disapproved with any change not Justification for this recommendation is attached.		
 Date	Signature (Chairman, Federal Employees Pay Comparability Act [FEPCA] Senior Management Review Panel Subgroup or OIG FEPCA Panel, as appropriate)		
IV.	I have reviewed the request for the use of the above authority and approve disapprove the request for the amount initially requested, or for the amount of		
 Date	Signature (deciding official)		
V.	Forward to the Director, HR, for implementation.		

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	Exhibit 2 (continued)		
above by the deciding	e are not sufficient funds to pay for the request as approved g official. (For advances in pay, this memorandum constitutes a notification information.)		
Date	Chief Financial Officer (CFO)		
(Return copy of form with CFO funds determination to HR.)			

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Exhibit 3 A Service Obligation Agreement Between the U. S. Nuclear Regulatory Commission and

 Date	Signature
U.S. Nuclear Regulator for a period of nor transferred to a conscious acceptable to the NF employment with the NF will be indebted to the basis. The amount to	as provided in connection with my appointment with the Commission (NRC), I hereby agree to remain in NRC service on the effective date of appointment, unless separated ferent Federal agency for reasons beyond my control and C. In the event I voluntarily fail to complete the period of RC (or successor agency in the event of a transfer of function), a Federal Government and will repay the bonus on a pro rata the repaid will be determined after crediting me for each full month ete under the service agreement.
	ayment by the Government of the United States of a recruitment
	(Name)

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