

BUSINESS OPERATING PROCEDURE

BOP-05.02

Approved: 6-19-17

PERMANENT CHANGE OF STATION



NATIONAL NUCLEAR SECURITY ADMINISTRATION Office of Management and Budget

CONTROLLED DOCUMENT

OFFICE OF PRIMARY INTEREST (OPI):

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PERMANENT CHANGE OF STATION

1. **PURPOSE.** To provide Permanent Change of Station (PCS) policy for employees relocating within the Continental United States (CONUS) or from outside the Continental United States (OCONUS) to CONUS at the National Nuclear Security Administration (NNSA). This BOP establishes NNSA's limitations on discretionary allowances permitted by the Federal Travel Regulation, 41 Code of Federal Regulations (CFR) Subtitle F (FTR) and DOE Manual 552.1-1A, *U.S. Department of Energy Travel Manual*, which govern the reimbursement of PCS expenses and describe agency discretion to reimburse certain PCS allowances. This BOP also establishes NNSA's process for obtaining approval for PCS expenses of CONUS PCS moves.
2. **CANCELLATION.** None.
3. **APPLICABILITY.**
 - a. **Federal.** This applies to NNSA employees who are new appointees or transferring employees except those who accept positions with international duty stations.
 - b. **Contractors.** Does not apply to contractors.
 - c. **Equivalency.**
 - (1) In accordance with the responsibilities and authorities assigned by Executive Order 12344, codified at 50 United States Code (U.S.C.) sections 2406 and 2511, and to ensure consistency through the joint Navy/DOE Naval Nuclear Propulsion Program, the Deputy Administrator for Naval Reactors (Director) will implement and oversee requirements and practices pertaining to this Directive for activities under the Director's cognizance, as deemed appropriate.
 - (2) The Office of Secure Transportation (NA-15) follows a separate internal process.
4. **REQUIREMENTS.**
 - a. Prior to requesting approval for PCS allowances for transferring employees or new appointees, the hiring official must provide justification that considers the following factors:
 - (1) Position to be filled has a history of difficulty with recruitment or retention, based on employment trends and labor market factors;
 - (2) Higher salaries paid outside the Federal Government; special and unique competencies required for the position that will make the position difficult to fill without offering PCS;

- (3) Undesirability of duties, work, or organizational environment; recent turnover in the same or similar positions; or
 - (4) Any other supporting factors. The rationale supporting the request for PCS for a particular candidate must be documented by the Head of NNSA Element of the requesting program or field office (see example in Appendix 2).
- b. PCS allowances are permissible only if the move is in the interest of the Government. Such examples include, but are not limited to, a reduction in force (employee's existing position is eliminated and NNSA transfers the employee to an available position), transfer of function, agency career development program, or agency directed placement.
 - c. A determination must be made on whether PCS allowances will be authorized prior to advertising a vacancy. If the determination is that PCS will not be authorized, the vacancy announcement must specifically state PCS allowances will not be paid.
 - d. All vacancy announcements must include whether PCS allowances will be paid. If this statement is not included, PCS allowances will not be paid.
 - e. An employee or prospective employee may be eligible to receive either PCS allowance or relocation incentive, but must never receive both.
 - f. PCS allowances are not permissible if the move is for the personal convenience of the employee. The employee must be notified when a determination is made that the move is for the personal convenience of the employee.
 - g. PCS requests must be provided by the Head of NNSA Element to the Associate Administrator for Management and Budget (NA-MB-1) for approval using the template in Appendix 2.
 - h. Requests must include an NA-MB approved funding source within Federal Salaries and Expenses funds.
 - i. To be eligible for PCS allowances an individual must sign a service agreement. This requires a period of service of at least 12 months following the effective date of transfer.
 - j. An employee who does not fulfill the service agreement is indebted to DOE/NNSA for all relocation expenses, unless the reason for not completing the service agreement is beyond the employee's control and acceptable to NNSA.
 - k. To qualify for PCS allowances an individual must be a new appointee or transferring employee with a new duty station that is at least 50 miles away from the old duty station.

1. PCS allowances NNSA must pay for new appointees are described in FTR 302-3.2. The list below provides a short description of the mandatory allowances (see Appendixes 3 and 5 for more details):
 - (1) Transportation to new duty station and per diem during travel days to new duty station for employee and immediate family members.
 - (2) Transportation and temporary storage of household goods: payment of expenses for movement of household goods from the old official duty station to the new official duty station not to exceed 18,000 net pounds if move is within CONUS. Ninety days of temporary storage if OCONUS to CONUS.
 - (3) Transportation of a mobile home or boat used as a primary residence in lieu of the transportation of household goods.
 - (4) Unaccompanied Air Baggage (UAB) is reimbursable for OCONUS to CONUS PCS only.
- m. NNSA may pay new appointees only the following discretionary PCS allowance (see Appendixes 3 and 5 for more details): Shipment of privately owned vehicle (POV). Only one privately owned vehicle can be shipped at NNSA's expense.
- n. PCS allowances NNSA must pay for transferring employees are described in FTR 302-3.101. The list below provides a short description of the required allowances (see Appendixes 3 and 5 for more details):
 - (1) Transportation to new duty station and per diem during travel days to new duty station for employee and immediate family members.
 - (2) Miscellaneous moving expenses.
 - (3) Sell or buy residence transactions or lease termination expenses.
 - (4) Transportation and temporary storage of household goods. Sixty days of temporary storage of household goods if move is within CONUS. Ninety days of temporary storage if OCONUS to CONUS.
 - (5) Transportation of a mobile home or boat used as a primary residence in lieu of the transportation of household goods.
 - (6) Relocation income tax allowance.
 - (7) Unaccompanied Air Baggage (UAB) is reimbursable for OCONUS to CONUS PCS only.

- o. NNSA may pay transferred employees only the following discretionary PCS allowances (see Appendixes 3 and 5 for more details):
- (1) House-hunting per diem and transportation, employee and spouse only: an allowance for travel (including per diem) and transportation expenses of only the transferee or spouse or both for one round trip to the new official duty station locality to find a permanent residence to rent or purchase. The trip is not to exceed ten days. Only actual costs are reimbursed.
 - (2) Temporary quarters subsistence expenses (TQSE) not to exceed 60 days: an allowance to reimburse an employee for expenses such as lodging, meals, and incidental expenses incurred by the employee and immediate family during occupancy of temporary quarters. Only actual costs are reimbursed.
 - (3) Shipment of privately owned vehicle (POV): only one privately owned vehicle can be shipped at NNSA's expense.
 - (4) Property Management Service Allowance: an allowance paid by the agency to the employee or to a relocation company to manage the employee's residence as a rental property. The employee is taxed on the amount of expenses whether the agency paid to the employee or to the relocation service company.

5. RESPONSIBILITIES.

- a. Associate Administrator for Management and Budget (NA-MB-1):
- (1) Approves or denies PCS requests.
 - (2) Determines if the reasons an individual violates a service agreement are acceptable such that repayment is not required.
- b. Head of NNSA Element (Deputy Administrator/Associate Administrator/Field Office Manager/General Counsel): completes and forwards PCS requests to NA-MB-1 using the template in Appendix 2.
- c. Planning, Programming, Budget and Evaluation (NA-MB-50):
- (1) Validates funds availability for PCS requests.
 - (2) Provides concurrence or non-concurrence that funds are available on NNSA PCS requests (Appendix 2-2) as MB Budget Official.

- d. Human Resources (NA-MB-10) issues vacancy announcement with PCS only if written approval is received from NA-MB-1 prior to advertising a position.
 - e. Hiring Official:
 - (1) Requests approval of PCS authority through organizational leadership prior to completing the recruitment checklist.
 - (2) Documents that the position to be filled meets the criteria for having a history of difficulty with recruitment or retention.
 - (3) Provides copy of funding approval with recruitment request.
 - f. Transferring Employee or New Appointee:
 - (1) Completes and signs Transfer Request form.
 - (2) Reviews entitlements with DOE Financial and Accounting Operations (CF-11) (see Appendixes 3, 4, and 5 for more details).
 - (3) Sends request for any discretionary approvals to DOE PCS Counselor in DOE/CF-11.
 - (4) Sends claims for reimbursement to DOE/CF-11 within five days of completion of entitlement.
6. REFERENCES. See Appendix 7.
7. DEFINITIONS. See Appendix 6.
8. CONTACT.
- a. For questions on vacancy announcements contact Human Resources, NA-MB-10, 202-586-2167.
 - b. For questions on funding approval contact Planning, Programming, Budget and Evaluation, NA-MB-50, 301-903-0820.
 - c. For questions on travel contact Business Services, NA-MB-20, 301-903-2752.

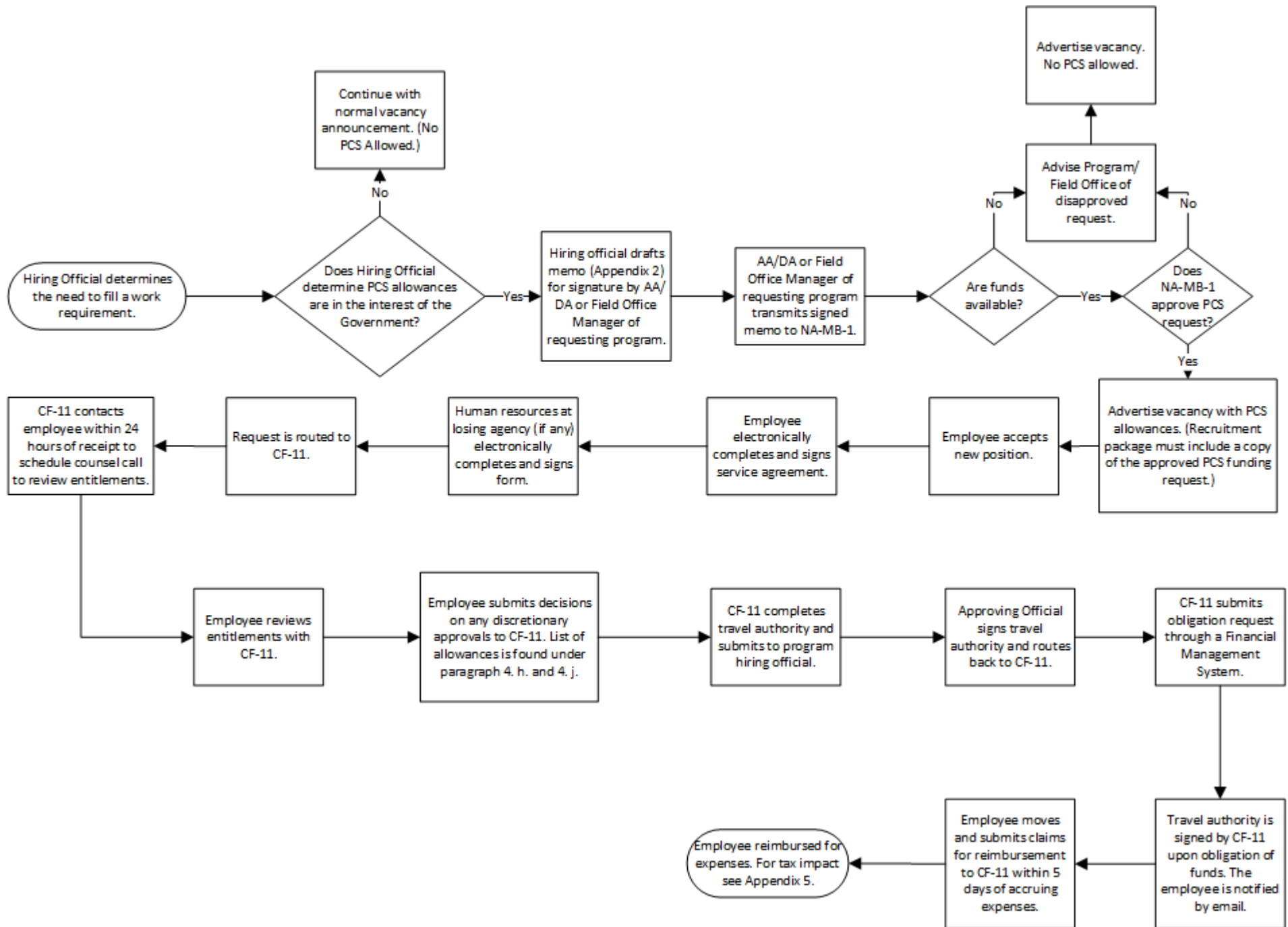
BY ORDER OF THE ADMINISTRATOR:

A handwritten signature in black ink, appearing to read 'R. M. Hendrickson', with a large, stylized initial 'R' and a long horizontal stroke extending to the right.

R. M. Hendrickson
Associate Administrator
for Management and Budget

Appendixes:

1. Permanent Change Of Station Flowchart
2. PCS request memorandum and concurrence sheet
3. Chart of Entitlements
4. Submission Checklist
5. Relocation Income Tax Allowance Table
6. Definitions
7. References



[Date of the Request]

MEMORANDUM FOR: [First and Last Name] (NA-MB)
Associate Administrator for Management and Budget
National Nuclear Security Administration (NNSA)

FROM: [First and Last Name] (NA-XX)
[Deputy/Associate Administrator or Field Office Manager Title]
National Nuclear Security Administration (NNSA)

SUBJECT: Request for Approval for Permanent Change of Station (PCS) Benefit

[The PCS request narrative should address the following considerations, as applicable: History of difficulty in filling position or retaining employees; employment trends and labor market factors; higher salaries typically paid outside the Federal Government; special and unique competencies required for the position that will make the position difficult to fill without offering PCS allowances; undesirability of duties, work, or organizational environment; recent turnover in the same or sufficiently similar positions; any other supporting factors (as applicable).

The PCS request narrative should also address funding considerations, including identification of a funding source within available program direction funds or an explanation as to why funds are not available to support this request.]

cc: Deputy Associate Administrator for Budget, NA-MB
Deputy Associate Administrator for Management, NA-MB
Requesting Organization Contacts, NA-XX

**NNSA Permanent Change of Station
Request Concurrence**

Program Office Requesting: _____

Program Official Name and Title: _____
(AA/DA for Program or Field Office)

Title/Series/Band of Position for which PCS is requested:

Signature Date

The PCS Request narrative considers the following factors as detailed in the attached memo (see page 2):

- | | | |
|------------------------------------------------------------------|-----|----|
| a. History of difficulty in filling or retaining | Yes | No |
| b. Employment trends and labor market factors | Yes | No |
| c. Higher salaries typically paid outside the Federal Government | Yes | No |
| d. Special and unique competencies required for the position | Yes | No |
| e. Undesirability of duties, work, or organizational environment | Yes | No |
| f. Recent turnover in the same or sufficiently similar positions | Yes | No |
| g. Other supporting factors (as applicable) | Yes | No |

MB Budget Official: Funds Are available Are not available

Signature Date

MB-1 Approving Official: Approve Disapprove

Signature Date

APPENDIX 3: CHART OF ENTITLEMENTS

PCS Transferee Entitlements			
Entitlement	Mandatory	Discretionary allowed by NNSA*	Discretionary under FTR but not permitted by NNSA
House-hunting trip		X	
Travel & per diem for employee and immediate family	X		
Transportation & temporary storage of Household Goods (HHG) (up to 60 days)(up to 90 days for OCONUS)	X		
Unaccompanied Air Baggage (UAB) (OCONUS only)	X		
Extended storage of HHG			X
Temporary quarters (up to 60 days only)		X	
Temporary Quarters over 60 days			X
Sell or buy residence transactions or lease termination expenses	X		
Misc. expense allowance	X		
Transportation of a mobile home or boat used as a primary residence in lieu of the transportation of HHG	X		
Relocation service			X
Relocation income tax allowance	X		
Property management service allowance		X	
POV shipment (One vehicle only)		X	
New Appointee Entitlements			
Entitlement	Mandatory	Discretionary	Discretionary under FTR but not permitted by NNSA
Transportation	X		
Per diem (employee only)	X		
Transportation & Storage of Household goods (up to 60 days)(up to 90 days for OCONUS)	X		
UAB (OCONUS only)	X		
Extended storage of HHG			X
Mobile home (in lieu of HHG)	X		
POV shipment (one vehicle only)		X	
*Discretionary items must be specifically approved by your Approving Official at the gaining program/field/site. Do not incur expenses prior to approval of your Travel Authority (MB-1).			

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APPENDIX 4: SUBMISSION CHECKLIST

PCS Transferee Expense Submission Checklist		
Reimbursable Items (if approved)	Submitted Expense	Returned Signed Form
House-hunting trip (if approved)		
En route travel & miscellaneous expense allowance		
En route travel & miscellaneous expense allowance for dependents if approved separate travel		
Temporary quarters 1 st 30 days or lump sum (if approved)		
Temporary quarters 2 nd 30 days (if approved)		
Real estate expenses (lease break/direct reimbursement of sale)		
Property management service		
POV shipment		
Relocation income tax allowance		
New Appointee Expense Submission Checklist		
Reimbursable Items (if approved)	Submitted Expense	Returned Signed Form
En route travel		
En route mileage for family (if travel separately)		
POV shipment		
Please refer to 41 CFR chapter 302 for more information on allowances.		

Table to § 302-17.8. FTR Allowances and Federal Income Tax Treatments

(5)	Entitlement	(6) Summary of FTR Allowance	(7) FTR Portion	(8) Tax Treatments
	Meals while en route to the new duty station.	The standard Continental United States (CONUS) per diem for meals and incidental expenses.	§302-4.200	Taxable.
	Lodging while en route to the new duty station.	The standard CONUS per diem for lodging expenses for the employee only.	§302-4.200	Nontaxable provided the cost is reasonable according to the IRC.
	Transportation using your POV to your new duty station.	Actual cost or the rate established by the IRS for using a POV for relocation.	Part 302-4	Nontaxable
	Transportation to your new duty station using a common carrier (an airline, for example)	Actual cost.	Part 302-4	Nontaxable.
	Per diem and transportation for house-hunting trip	Actual Expense Method: 10 days of per diem plus transportation expenses - must be itemized; or Lump Sum Method: locality rate times 5 (one person) or times 6.25 (employee and spouse) for up to 10 days - no itemization required.	Part 302-5 Part 302-5	Taxable. Taxable
	Temporary quarters subsistence expenses (TQSE).	Actual Expense Method: Maximum of 120 days; full per diem for only the first 30 days - itemization required; or Lump Sum Method: multiply number of days allowed by .75 times the locality rate (30 days maximum) - no itemization required. Note: <i>Additional TQSE allowances for family members are less than the benefit for the employee occupying TQ alone.</i>	§302-6.100 §302-6.200	Taxable. Taxable.
	Shipment of household goods (HHG) to include unaccompanied air baggage (UAB) and professional books, papers, and equipment (PBP&E).	Transportation of up to 18,000 pounds.	Part 302-7	Transportation of goods from your former residence to your new residence is nontaxable.
	Temporary storage of HHG in transit, as long as the expenses are incurred within any 30 calendar day period after the day your items are removed from your old residence and before they are delivered to the new residence.	Temporary storage of up to 30 days (However, see the section immediately below).	§302-7.9	Nontaxable.
	Temporary storage of household goods beyond 30 days.	Temporary storage of 60 plus 90 days, NTE 150 days for CONUS relocations, and 90 days plus another 90 days, NTE 180 for OCONUS relocations.	§302-7.9	Taxable.
	Extended storage of HHG.	CONUS - TCS (per agency policy) or isolated duty station only. Outside Continental United States (OCONUS) - Agency policy.	§302-3.414 ; Part 302-8, Subpart B Part 302-8, Subpart C and D	Taxable. Nontaxable.

Appendix 5
AP5-2

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Transportation of privately owned vehicle (POV).	CONUS - Agency discretion. OCONUS - Agency discretion.	Part 302-9, Subpart D Part 302-9, Subpart B and C	Nontaxable. Nontaxable.
Shipment of mobile home in lieu of HHG.	Limited to maximum allowance for HHG.	§302-10.3	Nontaxable.
Residence transactions	Closing costs up to 10% of actual sales price.	§302-11.300(a)	Taxable.
• Sale of home	Closing costs up to 5% of actual purchase price.	§302-11.300(b)	Taxable.
• Purchase of home	Itemization required.	§§302-11.430 and §302-11.431	Taxable.
• Lease-breaking			
Payments to Relocation Service Contractors.	According to agency policy and contracts.	Part 302-12	Taxability determined on a case-by-case basis.
Home marketing incentive payment.	See internal agency policies and regulations.	Part 302-14	Taxable, but not eligible for WTA or RITA.
Property management services.	See internal agency policies and regulations.	Part 302-15	Taxable.
Miscellaneous expenses.	\$650 or \$1,300; or Maximum of 1 or 2 weeks' basic pay.	§302-16.102 §302-16.103	Taxable. Taxable.
Withholding tax allowance.	25% of reimbursements, allowances, and direct payments to vendors.	Part 302-17, Subpart B	Taxable.
Relocation income tax allowance.	Based on income and tax filing status.	Part 302-17, Subpart C	Taxable.

APPENDIX 6: DEFINITIONS

1. Federal Salaries and Expenses (FSE). The funding used for federal salaries and related expenses or for support services contracts that provide advice and assistance to a federal employee.
2. New Appointee (FTR part 302-3.1).
 - a. An individual employed with the Federal Government for the first time (including an individual who has performed transition activities under Section 3 of the *Presidential Transition Act* of 1963 [3 U.S.C. 102 note], and is appointed in the same fiscal year as the Presidential inauguration);
 - b. An employee returning to the Government after a break in service (except an employee separated as a result of reduction in force or transfer of functions and is re-employed within one year after such action); or
 - c. A student trainee assigned to the Government upon completion of college work.
3. Permanent Change of Station (PCS). An assignment of a new appointee or transferring employee from one official station to another on a permanent basis.
4. Transferring Employee (FTR part 302-3.100). An employee transferring from one official station to another. This may also include employees separated as a result of a reduction in force or transfer of functions who are re-employed within one year after such separation. A Transferring Employee also includes, per FTR part 301-1.1, an employee transferring in the interest of the Government from a one agency to another for permanent duty, when the new duty station is at least 50 miles from the old duty station.
5. Unaccompanied Air Baggage (UAB) (FTR part 302-7.300). Includes personal items and equipment (e.g., pots, pans, light housekeeping items, collapsible items such as cribs, playpens, and baby carriages, and other articles required for the care of the family) that may be shipped by air. Household items (i.e., refrigerators, washing machines, and other major appliances or furniture) are not eligible as UAB.

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APPENDIX 7: REFERENCES

1. 41 Code of Federal Regulations (CFR) chapter 302, *Federal Travel Regulations*.
<http://www.gsa.gov/portal/ext/public/site/FTR/file/FTR302TOC.html/category/21869/hostUri/portal>
2. DOE M 552.1-1A, *U.S. Department of Energy Travel Manual*, Dated 2-17-06.
<https://www.directives.doe.gov/directives-documents/500-series/0552.1-DManual-1a>