



CHIEF OF THE NATIONAL GUARD BUREAU INSTRUCTION

NGB-J1
DISTRIBUTION: A

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NATIONAL GUARD TECHNICIAN AND CIVILIAN PERSONNEL RECRUITMENT, RELOCATION, AND RETENTION INCENTIVES AND SUPERVISORY DIFFERENTIALS

References: See Enclosure C.

1. Purpose.

a. Instruction. This instruction is composed of several volumes, each containing its own purpose. The purpose of the overall instruction is to establish policy and assign responsibilities for National Guard Bureau (NGB) [Manpower and Personnel Directorate \(NGB-J1\)](#) Technician and Civilian Personnel Policy Division (NGB-J1-P) in accordance with (IAW) reference a through reference e.

b. Volume. This volume establishes policy and assigns responsibilities for the National Guard (NG) Technician and Civilian Personnel Recruitment, Relocation, and Retention Incentives Program and Supervisory Differentials IAW reference f through reference h. Use this volume in conjunction with reference h.

2. Cancellation. None.

3. Applicability. This instruction:

a. Applies to the NG of the States, Territories, and District of Columbia, hereafter referred to collectively as “States,” and to all NG employees. The term “NG Employees” throughout this volume is defined IAW reference a through reference d as Title 32 Military Technician (Dual Status) excepted service employees and both Title 5 NG excepted or competitive service employees within the States.

b. Does not apply to the civilian employees of the NGB Army National Guard (ARNG), Air National Guard (ANG) and Joint Staff Directorates.

4. Policy. It is NGB policy that the incentives authorized by this volume will be used IAW the requirements of reference f to reference h, and as supplemented by any additional financial management and oversight programs and plans implemented by the

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CNGB delegated authority to the Director of the ARNG (DARNG) and the Director of the ANG (DANG) IAW reference i.

a. Offering Incentives. Management officials who are authorized to offer incentives IAW the requirements of reference f through reference i will define a group of positions or employees using Table 1. Group recruitment and relocation incentives remain limited to 25 percent, and group retention incentives may not exceed 10 percent of pay earned. All group designations will be reviewed annually.

Types of Groups of Positions or Employees
<p>Recruitment Group Incentive -- The agency determines that a group of similar positions are difficult to fill if the agency is likely to have difficulty recruiting candidates with the competencies required for the positions without a recruitment incentive. A recruitment group incentive may be made as part of efforts to recruit candidates for a group of similar positions (related occupational series or grades) in the same location.</p>
<p>Relocation Group Incentive -- The agency may designate a group of employees assigned to positions impacted by a major organizational unit relocation where the new worksite positions are not in the same geographic area as the original worksite . In this case, incentives will ensure continued operations of that unit or activity essential to the agency’s mission. The agency must make the determination to pay a relocation incentive before the employees enter on duty in the relocated positions, and the incentive is not payable until the employees establish a residence in the new geographic area as required by reference f.</p>
<p>Retention Group Incentive (Likely to Leave the Federal Service) -- The agency designates a group of positions or employees who have unusually high or unique qualifications, or the agency has a special need for the employees' services that makes their retention essential, and there is a high risk that they would leave Federal service without an incentive. Factors for this group designation include occupational series, grade level, distinctive job duties, unique competencies, assignment to a special project, geographic location, and required rating of record.</p>
<p>Retention Group Incentive (Likely to Leave for a Different Federal Agency) -- The agency may designate a group of employees who would be likely to leave for a different Federal position, but only if the employees are in an organization subject to closure or relocation. The agency considers factors related to the employees' competencies and the special need for the employees' services that makes it essential to retain the group prior to the closure or relocation, along with their likelihood to leave. Employees must have a rating of at least “Fully Successful” or equivalent, and they must have received a formal notice of the reorganization or closure.</p>

Table 1. Types of Groups of Positions or Employees

b. Determining Incentive Amount. The amount of a recruitment or relocation incentive is determined at the time of approval. The total amount of the incentive may be designated as a set amount or determined by a percentage (not to exceed

25 percent) of the annual rate of basic pay of the employee at the beginning of the service period, multiplied by the number of years of the service period, not to exceed four years. This amount may be paid as a one-time payment at the beginning of the service period, in installments (bi-weekly or otherwise) as outlined in a service agreement, or as a final lump sum at the end of the full service period. To request a waiver exceeding the 25 percent limitation see reference m.

(1) Employees are entitled to installment payments even while the employee is in a non-pay status unless specifically addressed in the service agreement, as these payments are installments of the originally determined incentive total.

(2) Retention incentives are calculated by multiplying the retention incentive percentage rate by the total basic pay earned by the employee during the full service period, for lump sum payments, or by the amount earned during the installment period (such as bi-weekly). The percentage is fixed at the time of approval, but the amount paid may vary as pay earned changes due to periods of non-pay status and annual or other pay adjustments.

c. Service Agreements.

(1) All incentives must include a signed Service Agreement IAW reference h, with the exception noted in paragraph 4.c.(4) below. The agreement must specify the period of service in months and years, including beginning and ending dates, and the total amount of the incentive, method of payment, and timing and amounts of each payment. The agreement must also address the conditions under which the management official must terminate the agreement, such as if the employee is demoted or separated for cause, receives a rating of less than “Fully Successful,” or otherwise fails to fulfill the terms of the agreement.

(2) The agreement will also list conditions that may result in termination, such as insufficient funds, reassignment to a different type of position, or reduction in force. This includes specifying whether the incentive remains in force if an employee is promoted, moves to another position outside the occupational series, or moves from a Title 32 Dual Status position to a Title 5 NG excepted position or vice versa, within the same State’s NG. The agreement will also address the extent to which periods of time on detail, in a non-pay status, or in paid leave status are creditable toward completion of the service period. Note that IAW reference j, Absent-US time (military service) is generally creditable toward completion of a service period.

(3) The agreement will also identify the consequences of both employee and management decisions to terminate a service agreement, such as conditions under which the employee must repay any unearned portion of incentives already received IAW reference f.

(4) NG Employees on a retention incentive which is paid in bi-weekly installments are not required to have a service agreement. However, the agency may use one to address specific situations as needed.

(5) The termination of a service agreement for a recruitment incentive under section 575.111, or the termination of a service agreement for a relocation agreement under section 575.211 of reference f, is not grievable or appealable. The termination of a service agreement, or the reduction or termination of a retention incentive, under section 575.311 of reference f, is not grievable or appealable. ~~Employees may not file grievance or appeal decisions to reduce or terminate a retention incentive or to terminate a retention incentive service agreement. Employees may not file grievance or appeal decisions to terminate the relocation agreement. IAW section 575.111(c) of reference letter f, termination of a service agreement is not grievable or appealable.~~

d. Appraisals. Termination or reduction of a retention incentive of an employee whose most recent performance appraisal is “Fully Satisfactory”, or above, may not be based solely on failure of the employee to receive a more recent performance appraisal. Receipt of a performance appraisal below “Fully Satisfactory” justifies termination or reduction of such an employee’s retention incentive.

e. Statutory Requirements. Statutory requirements for Office of Personnel Management (OPM)-approved, direct-hire authority for a position (or group of positions) IAW to reference h does not apply to NG Employees. Appointment to a Schedule C position, as defined in reference h, does not apply to NG Employees. Several special circumstances may affect an employee’s eligibility for a performance rating based on special situations (see reference h, reference k, and reference l).

(1) Title 5 NG Competitive Service Employee.

(a) An employee who is absent for military service (Absent-US) will be rated if they have performed work under an approved performance plan for a minimum of 90 calendar days. If an employee is performing military service and does not meet the 90-calendar-day requirement, then the employee is not eligible to receive a rating of record and the supervisor cannot assign the most recent rating of record for the current appraisal cycle (see reference h and reference k).

(b) If an employee is absent during the appraisal cycle because he or she was on leave without pay or extended paid leave (including disabled veterans seeking medical treatment), the employee is eligible to receive a rating of record if they have performed work under an approved performance plan for a minimum of 90 calendar days. However, if an employee does not meet the 90-calendar day requirement, then he or she is not eligible to receive a rating of record (see reference h and reference k).

(2) NG Employee (includes Title 32 NG Military Technician Dual Status and Title 5 Excepted Service Employees).

(a) NG Employees who are absent for military service (Absent-US – Uniform Service Status for less than five years) will be rated provided they have performed work under an approved performance plan for a minimum of 90 calendar days. If NG Employees performing military service do not meet the 90-calendar day-requirement, supervisors will assign their most recent rating of record as the new rating of record for the appraisal cycle (see reference I, enclosure c).

(b) NG Employees who are absent for military service (Absent-US – Uniform Service Status for five years or more) performing a Title 32 or Title 10 Active Guard Reserve tour, see reference I for annual performance appraisal resolution.

(c) If an NG Employee is absent during the appraisal cycle because they were on leave without pay or extended paid leave (including disabled veterans seeking medical treatment), the NG Employee is eligible to receive a rating of record if he or she has performed work under an approved performance plan for a minimum of 90 calendar days. However, if an NG Employee does not meet the 90-calendar-day requirement, then he or she is not eligible to receive a rating of record (see reference I).

5. Definitions. See Glossary.

6. Responsibilities. See Enclosure A.

7. Summary of Changes. This volume is substantially revised by amending paragraph 4.c (5) clarifying the provisions that prohibit grievance of the termination of a service agreement, and adds subparagraph 4.d. clarifying that the lack of a recent appraisal is not sufficient to terminate an incentive as long as their rating of record remains “fully satisfactory.” ~~This is the initial publication of CNGB Instruction 1400.25, Volume 575.~~

8. Releasability. This instruction is approved for public release; distribution is unlimited. It is available at <<https://www.ngbpmc.ng.mil/>>.

9. Effective Date. This instruction is effective upon publication and must be reviewed annually by the Proponent/Office of Primary Responsibility for continued validity, and revised, reissued, canceled, or certified as current every ten years.



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Enclosures:

- A -- Responsibilities
- B -- Staff Functions

C -- References
GL -- Glossary

ENCLOSURE A
RESPONSIBILITIES

1. Director of ~~Manpower and Personnel~~ (NGB-J1). The Director of NGB-J1 will:
 - a. Publish Human Resources management policy for NG Employees in the States.
 - b. Maintain oversight of Human Resources management policy of NG employees in the States IAW reference f through reference h, reference k, and reference l.
 - c. Designate an appropriate subordinate office to serve as the focal point for communicating policies and statutory requirements with State Human Resources Officers. This office will:
 - (1) Provide authoritative and clarifying guidance of policy for NG employees in the States IAW reference e through reference h as well as reference k and reference l, and manage these employees IAW the rules and limitations of reference a through reference d.
 - (2) Coordinate any interpretation of policy or evaluation criteria of this Instruction, and references f through h, as well as k and l, with the appropriate offices in the ARNG Personnel Directorate (ARNG-G1) and the ANG Manpower, Personnel, Recruiting and Services Directorate (NGB/A1).
 - (3) Develop procedural guidance and process any State-submitted waiver requests through the Defense Civilian Personnel Advisory Service to OPM for recruitment, relocation, and retention incentives exceeding the limits of reference h.
2. The Adjutants General (TAGs) and the Commanding General of the District of Columbia (CG). TAGs and the CG will:
 - a. Execute all designated authorities to appoint, employ, and administer NG employees IAW reference a through reference d.
 - b. Supplement the requirements of references f through h with any additional financial management and oversight programs and plans requirements implemented by the CNGB delegated authority to the DARNG and the DANG IAW reference i.
 - c. Approve or deny requests for recruitment, relocation, and retention incentives. IAW reference h this approval authority may not be further delegated.

ENCLOSURE B

STAFF FUNCTIONS

1. Explanation of Staff Functions. Positions identified below are appointed and administered by TAG or CG. It is understood that TAG and CG maintain authority to assign work to their staff. Therefore, the personnel assigned to these functions may be determined by TAG or CG. The below indicate suggested assignments.

2. Human Resource Officers. Human Resource Officers will:

a. Advise TAG or CG on recruitment, relocation, and retention incentive and supervisory differential policy.

b. Develop and implement State-specific recruitment, relocation, and retention incentive policy and guidance for managing NG Employees IAW the rules and limitations of reference h and any additional financial or oversight guidance developed by ARNG-G1 or NGB/A1, including any compliance reviews required by the Services.

c. Establish service agreements with NG Employees approved for incentives and review for compliance.

d. Coordinate, as needed, with the appropriate offices in ARNG-G1 or the Air National Guard, Financial Management Directorate on funds availability for any agreement for recruitment, relocation, and retention incentives or determination of supervisory differentials payments for NG Employees IAW reference g.

e. Ensure all recruitment, relocation, and retention incentives or determination of supervisory differentials payments meet the statutory and regulatory requirements of reference f through reference h.

f. Follow civilian pay and waiver procedures of debts IAW reference n and reference o.

g. Maintain a copy of each written determination authorizing a recruitment, relocation, or retention incentive, as well as supervisory differential documentation.

h. In addition to reference h, apply the OPM fact sheets and waiver templates for recruitment, relocation, and retention incentive waivers, accessible through the link in reference m, with any financial management and oversight programs and plans requirements implemented by the CNGB-delegated authority to the DARNG and the DANG IAW reference i.

ENCLOSURE C

REFERENCES

- a. Chief of the National Guard Bureau (CNGB) Instruction 1400.25A, 11 May 2020, "National Guard Technician and Civilian Personnel"
- b. Title 32 United States Code (U.S.C.), "National Guard," Chapter 7, "Service, Supply, and Procurement," Section 709, "Technicians: Employment, Use, Status"
- c. ~~Title~~ 10 U.S.C. § 10508, "National Guard Bureau: General Provisions"
- d. CNGB Memorandum, 16 February 2017, "Designation of The Adjutant General to Appoint, Employ, and Administer National Guard Employees"
- e. Department of Defense (DoD) Directive 5105.77, 30 October 2015, "National Guard Bureau (NGB)," Incorporating Change 1, 10 October 2017
- f. 5 Code of Federal Regulations (CFR), Part 575, Subparts A, B, C, and D, "Recruitment, Relocation, and Retention Incentives; Supervisory Differentials; and Extended Assignment Incentives," Amended 21 January 2022
- g. ~~Title~~ 5 U.S.C., Part III, Subpart D, Chapter 57, Subchapter IV, "Miscellaneous Provisions," §§ 5753 through 5755, "Bonuses" and "Supervisory Differentials"
- h. DoD Instruction 1400.25, Volume 575, 02 February 2018, "DoD Civilian Personnel Management System: Recruitment, Relocation, and Retention Incentives and Supervisory Differentials"
- i. CNGB Memorandum, 12 August 2016, "Delegation of Authority for National Guard Technician Recruitment, Relocation, and Retention Incentives"
- j. 5 CFR, Part 353.107, "Service Credit Upon Reemployment"
- k. DoD Instruction 1400.25, Volume 431, 04 February 2016, "DoD Civilian Personnel Management System: Performance Management and Appraisal Program," [Incorporating Change 4, 18 August 2025](#) ~~Incorporating Change 3, 01 January 2022~~
- l. CNGB Instruction 1400.25, Vol. 431, 20 January 2022, "National Guard Technician and Civilian Personnel Performance Management and Appraisal Program"
- m. Office of Personnel Management, OPM.GOV, Policy, Data, Oversight Fact Sheets: Pay & Leave, "Recruitment, Relocation & Retention Incentives," <https://www.opm.gov/policy-data-oversight/pay-leave/recruitment-relocation-retention-incentives/?page=1#url=Fact-Sheets>, accessed 31 July 2024
- n. DoD Financial Management Regulation 7000.14-R, Volumes 5 and 8, July 2023, "Disbursing Policy," and October 2023, "Civilian Pay Policy"

- o. DoD Instruction 1340.23, 14 February 2006, "Waiver Procedures for Debts Resulting from Erroneous Pay and Allowances"

GLOSSARY

PART I. ACRONYMS

Absent-US	Absent-Uniformed Service
ANG	Air National Guard
ARNG	Army National Guard
ARNG-G1	Army National Guard Personnel Directorate
CG	Commanding General of the District of Columbia
CNGB	Chief of the National Guard Bureau
CNGBI	Chief of the National Guard Bureau Instruction
DANG	Director of the Air National Guard
DARNG	Director of the Army National Guard
DoD	Department of Defense
IAW	In accordance with
NG	National Guard
NGB	National Guard Bureau
NGB/A1	Air National Guard, Manpower, Personnel, Recruiting and Services Directorate
NGB-J1	Manpower and Personnel Directorate
NGB-J1-P	Technician and Civilian Personnel Policy Division
OPM	U.S. Office of Personnel Management
TAG	The Adjutant General

PART II. DEFINITIONS

Group -- A group of positions or employees designated by the agency in accordance with reference f and reference h.

NG Employees -- Title 32 Military Technician (Dual Status) excepted service employees and Title 5 National Guard excepted or competitive service employees within the States, Territories, and the District of Columbia in accordance with reference a through reference c.

State -- Any of the 50 States, as well as the District of Columbia, Guam, the Commonwealth of Puerto Rico, and the United States Virgin Islands.

Supervisor -- In accordance with reference k and reference l, an individual employed full-time by an agency and having authority to hire, direct, assign, promote, reward, transfer, furlough, lay off, recall, suspend, discipline, or remove employees; adjust their grievances; or effectively recommend such action.