



UNITED STATES OFFICE OF PERSONNEL MANAGEMENT  
Washington, DC 20415

The Director

CPM 2023-17  
September 12, 2023

## Memorandum for Chief Human Capital Officers

From: Kiran A. Ahuja  
Director

Subject: 2023 Annual Review of Special Rates (Data Call)

This memorandum announces the U.S. Office of Personnel Management's (OPM's) 2023 annual review of existing special rates authorized under 5 U.S.C. 5305 and 5 CFR part 530, subpart C, for certain General Schedule (GS) employees. OPM authorizes higher rates of pay for specific occupations, grades, and locations to alleviate existing or likely significant recruitment or retention difficulties. Under 5 CFR 530.307(a), OPM conducts periodic reviews of existing special rates to see if they should be terminated, reduced, or increased based on recent staffing considerations. This memorandum provides for a general review of special rates to support possible pay actions to take effect in January 2024. In conducting this review, we rely on agencies to review special rate tables covering their employees following the attached instructions.

Note: Agencies should only respond to this data call to request a January 2024 special rate adjustment different from the default January 2024 adjustment for special rates.

Historically, the default January adjustment for special rates has been equal to the January across-the-board adjustment for GS base rates (as permitted by 5 CFR 530.307). I have determined that the default January 2024 adjustment for special rates will be 4.7 percent, which is equal to the January 2024 across-the-board adjustment for GS base rates required under 5 U.S.C. 5303(a) and consistent with the increase for GS base rates in President Biden's [alternative plan](#) for January 2024 pay adjustments.

You must respond to this data call only if requesting (1) any January 2024 increase in special rates different from the default adjustment or (2) the reduction or termination of a special rate schedule to take effect in January 2024. If responding to this data call for either of those two reasons, please submit all annual review materials requested in

the attachment to this memorandum to OPM by Friday, October 13, 2023. Please note, however, that the October 13 deadline applies only for adjustments agencies would like to take effect in January 2024. Agencies can submit special rate requests at any time throughout a calendar year.

Agency headquarters staff having questions regarding special rates should contact OPM's Special Rates Team at [pay-leave-policy@opm.gov](mailto:pay-leave-policy@opm.gov).

Attachment

cc: Deputy Chief Human Capital Officers, Human Resources Directors

## Attachment

# 2023 Annual Review Instructions

## 1. General

The U.S. Office of Personnel Management (OPM) is conducting the 2023 annual review of special rates authorized under 5 U.S.C. 5305 and 5 CFR part 530, subpart C, covering certain General Schedule (GS) employees. OPM authorizes special rates for specific occupations, grades, and locations to alleviate existing or likely significant recruitment or retention difficulties. Under 5 CFR 530.307(a), at any time OPM may conduct general or targeted reviews of established special rates to determine if they should be terminated, reduced, or increased based on recent staffing considerations. We conduct an annual review of special rates to determine the amount by which special rate schedules should be adjusted at the time of the annual GS base pay adjustment, if any.

Note: In conducting this review, we rely on agencies to review special rate tables covering their employees following these instructions. Agencies should only respond to this data call to request a January 2024 special rate adjustment different from the default January 2024 adjustment for special rates.

## 2. Agency Reviews

We ask that agencies—

- Use our [list of special rate tables by agency](#) to see which table(s) apply in the agency;
- Review each special rate schedule applicable in the agency for possible termination, reduction, or increase other than the percentage increase by which the [base General Schedule](#) will be adjusted in January 2024 (4.7 percent); and
- In conducting reviews for adjusting special rates, consider the circumstances and factors consistent with OPM’s regulations at 5 CFR 530.304 and 530.306.

Note: Please include in your review the information technology schedules listed under “All Federal Government Agencies,” since these are not repeated in the list for each separate agency.

## 3. Deadline

Agencies should submit information to OPM in response to this data call only when requesting (1) a January 2024 adjustment for a special rate schedule that differs from

the January 2024 adjustment in GS base rates or (2) the reduction or termination of a special rate schedule.

Agencies must submit all annual review materials to OPM by Friday, October 13, 2023, unless we approve an extension. Please note, however, that the October 13 deadline applies only for adjustments agencies would like to take effect in January 2024. Agencies can submit special rate requests at any time throughout a calendar year for changes to take effect after January 2024.

If your agency chooses to respond to this data call, please send your materials to OPM's Special Rates Team by email at [pay-leave-policy@opm.gov](mailto:pay-leave-policy@opm.gov).

#### **4. Special Rate Adjustments, Reductions, and Terminations**

In conducting reviews for adjusting special rates, agencies must consider the circumstances and factors consistent with OPM's regulations at 5 CFR 530.304 and 530.306.

Note that under 5 CFR 530.304(c), a special rate generally is computed by adding a special rate supplement (i.e., a fixed-dollar amount or fixed-percentage amount) to the underlying GS base rate. At the time of a GS base pay adjustment, special rate employees will receive the same adjustment in their underlying GS base rate (or Law Enforcement Officer (LEO) special base rate) as other GS employees. However, OPM must determine whether to adjust or terminate a special rate supplement, taking into account the circumstances and factors that led to establishing the special rate. Based on the adjustment of a special rate supplement, the corresponding special rate (i.e., underlying GS rate plus supplement) may be terminated, reduced, or increased.

##### **Adjustments Equal to the GS Adjustment**

Agencies do not need to submit any response to OPM to request percentage adjustments in special rate schedules equal to the percentage adjustment in GS base rates in January 2024. As permitted by 5 CFR 530.307, special rate schedules will be adjusted automatically, without any agency action, in January 2024 by the same percentage used to adjust GS base rates unless OPM specifically approves an alternative adjustment. This means that, in years when there is a January adjustment in base GS rates, fixed-dollar special rate supplements will be adjusted by approximately the same percentage as the January GS base pay adjustment, while fixed-percentage supplements will remain at the same percentage amount. If the GS base pay

adjustment is 4.7 percent, then the default adjustment for special rate schedules will also be 4.7 percent.

### **Adjustments Greater Than the GS Adjustment**

Agencies requesting special rate adjustments greater than the January 2024 GS base pay adjustment must submit additional data in accordance with OPM regulations and the instructions on [OPM Form 1397](#). (See 5 CFR 530.304 and 530.306.) Staffing data should cover the period from May 8, 2022, through May 6, 2023, if possible.

All requests for special rate adjustments greater than the January 2024 GS base pay adjustment must address the existing or likely significant recruitment or retention difficulties justifying the proposed increase. Requests for special rate increases to keep up with GS locality pay increases or to maintain an advantage over GS locality rates without evidence of an existing or likely significant recruitment or retention difficulty will not be considered.

When determining whether to request a special rate adjustment greater than the January 2024 GS base pay adjustment, agencies should also consider that Federal agencies have considerable discretionary authority to provide other pay and leave flexibilities to address significant recruitment and retention problems. These flexibilities include recruitment, relocation, and retention incentives, as well as student loan repayments and leave flexibilities. [Information on these flexibilities](#) is posted on the OPM website. The cost of using these flexibilities should be weighed against the benefits to be gained in supporting agency mission and program needs.

### **Adjustments Less Than the GS Adjustment**

Agencies requesting special rate adjustments less than the January 2024 GS base pay adjustment must submit a written justification and any applicable supporting data in accordance with OPM regulations and the instructions on [OPM Form 1397](#). Such a request may be appropriate if an agency has determined special rates do not need to be increased by the same amount as the across-the-board increases in GS base rates to prevent a serious staffing problem. Over time, adjusting special rates by less than the GS adjustment may eventually result in elimination of a special rate, since the regular GS rate (including any applicable locality payment) can eventually “catch up” with the corresponding special rate. (See *Reduction or Termination of Special Rate Schedules*, below.)

Since special rate employees have the same GS base rates as other GS employees, making a special rate adjustment that is less than the GS across-the-board adjustment requires an adjustment of the special rate supplement.

A special rate supplement may be reduced without triggering pay retention as long as the employee's underlying base rate is increased simultaneously by a sufficient amount to prevent the employee's special rate from being reduced. In other words, if the increase in the underlying base rate exceeds the reduction in the special rate supplement, the employee will still have a net increase in their special rate.

Agencies needing help in calculating pay rates to request an increase of less than the amount for the base GS increase should contact the Special Rates Team, using the contact information in the *For More Information* section below.

### **Reduction or Termination of Special Rate Schedules**

Agencies may request to reduce or terminate special rate schedules or grades of a schedule as part of the annual review process. These types of requests trigger the pay retention provisions of 5 U.S.C. 5363 for eligible employees. Therefore, OPM advises agencies to consider phasing out special rates they no longer need by reducing special rate supplements over time without reducing the corresponding special rate. (See *Adjustments Less Than the GS Adjustment*, above.)

Under 5 U.S.C. 5305(h) and 5 CFR 530.303(d), an employee's entitlement to a special rate ends if the employee is entitled to a higher rate of basic pay, such as a locality rate under 5 U.S.C. 5304. In years when locality pay percentages are increased, OPM may terminate some special rate schedules because higher locality rates apply at all steps of each covered grade, or certain grades or steps of a special rate schedule may be discontinued because higher locality rates apply. OPM may also terminate some special rates because the applicable locality rate is equal to the special rate. The termination of special rates in these circumstances will not result in a loss in pay for any covered employees because all affected employees will receive an equal or higher locality rate to which they are otherwise entitled. OPM will notify agencies of any terminated special rates when we announce the results of the 2023 annual review of special rates. (Note: If locality pay percentages were to remain the same in January 2024 as in 2023, no special rate would be terminated due to a higher locality rate unless a special rate were reduced.)

If a special rate schedule (or grade of a schedule) applicable to a position is discontinued or decreased by OPM, and the employee holding the position is placed in a non-special rate position or a lower-paid special rate position, the employee may be entitled to pay retention under 5 CFR 536.301(a)(6). Agencies must follow the rules in 5 CFR 536.304 to determine the employee's pay retention entitlement. (See also our [Grade and Pay Retention Examples](#).)

### **Certification**

The head of each agency must document and certify their recommendation for any special rate adjustment not equal to the January 2024 GS base pay adjustment and submit such certification to OPM on [OPM Form 1397](#). Likewise, the head of an agency recommending the termination of a special rate schedule must document and certify the recommendation on OPM Form 1397. A headquarters official designated to act on behalf of the head of the agency may sign the certification.

If, for tables covering multiple agencies, the agencies' recommendations differ substantially, OPM will designate a lead agency (usually the agency with the largest number of covered employees). The lead agency will be responsible for obtaining a consensus from the major agencies involved and submitting a final recommendation for that schedule. We expect each agency covered by a schedule to cooperate with the lead agency in such efforts.

### **5. New Special Rate Requests Not Part of the Annual Review**

Agencies may request new special rate schedules at any time by submitting the information and data specified in OPM regulations and the instructions on [OPM Form 1397](#). (See 5 CFR 530.304 and 530.306.) Agencies should indicate how requests to establish a new special rate schedule submitted between now and the end of 2023 relate to the anticipated January 2024 GS base pay adjustment.

### **6. Effective Date**

Adjustments and/or terminations of special rate schedules resulting from this year's annual review will take effect on the first day of the first applicable pay period beginning on or after January 1, 2024. If there is a 4.7 percent GS across-the-board base pay adjustment in 2024, the amount of the special rate adjustment will be 4.7 percent, unless (1) an increase greater than the GS base pay adjustment is approved, (2) an increase less than the GS base pay adjustment is approved, or (3) a special rate is reduced or terminated. Any such adjustment will take effect on the first day of the first

applicable pay period beginning on or after January 1, 2024. However, OPM may authorize new schedules and changes in existing special rate schedules at any time during the year if all the required criteria for establishing or adjusting special rates are met. (Note: Incomplete requests for special rate supplement increases greater than the January 2024 GS base pay adjustment may delay OPM review and approval beyond the first day of the applicable first pay period beginning on or after January 1, 2024.)

## **7. Note Regarding Special Rate Schedules in Nonforeign Areas**

During the 2012 annual review of special rates, we analyzed data from the special data call for nonforeign areas detailed in [CPM-2011-22](#). Based on that analysis, we subsequently announced in [CPM 2012-14](#) that in 2013 we would not reduce the special rate additional adjustments in effect at the end of the 3-year phase in period (January 2010 - January 2012) established under the Non-Foreign Area Retirement Equity Assurance Act of 2009 (NAREAA).

During the 2013-2022 annual reviews, we reminded agencies of the results of our analysis of special rates in nonforeign areas during the 2012 annual review, and that special rates in nonforeign areas should be reexamined yearly as part of our overall annual review of special rates. With respect to nonforeign areas, during the 2013-2022 annual reviews, no agencies requested termination of special rates or a pay adjustment different from the base GS increase authorized for the following January. Accordingly, most recently, in 2023, special rates in nonforeign areas received a 4.1 percent increase and included the NAREAA additional adjustments shown in Attachment 1 of [CPM 2022-23](#).

As noted in CPM 2012-14, special rates in nonforeign areas, like all other special rates, will be reexamined yearly as part of the overall annual review of special rates.

## **8. For More Information**

For more information on the annual review of special rates, contact the Special Rates Team by email at [pay-leave-policy@opm.gov](mailto:pay-leave-policy@opm.gov). Agencies contemplating a request for an adjustment greater than or less than the January 2024 GS base pay adjustment or a reduction or termination of a special rate schedule should contact OPM's Special Rates Team.