

GENERAL SERVICES ADMINISTRATION  
Washington, DC 20405

HRM 9334.2

July 8, 2016

GSA ORDER

SUBJECT: Detail of Employees

1. Purpose. This policy provides guidance concerning the requirements and procedures applicable to details of employees within, to, and from the General Services Administration (GSA), including detailing GSA employees to the Legislative Branch.

2. Background.

a. Previous policy guidance authorized employee details in accordance with 5 United States Code (USC) 3341 and 5 Code of Federal Regulation (CFR) Part 300, Subpart C. This Order updates guidance relative to details that exceed the 120 day extensions authorized in 5 USC 3341. Additionally within GSA, an employee may be detailed to a position classified to a higher, lower or the same grade level as the position to which the employee is permanently assigned, or to a set of unclassified duties under a competitive process when it has been determined there is a need to extend the initial detail.

b. Authority to allow the detail of employees of Federal agencies to the White House is provided to heads of Federal agencies in 3 USC 112. Authority to allow details of employees of Federal agencies to staff offices or committees of Congress or Senate is provided in 2 USC 43 and Senate Rule 41.

c. Authority to allow the detail of GSA employees to other Federal agencies upon approval from heads of the agencies is provided in accordance with 31 USC 1535-1536 under The Economy Act. A negotiated Memorandum of Understanding must outline the parameters of the detail, to include duty location, duration of detail, supervisory responsibilities, salary and benefits costs, travel and per diem, if applicable, training, office space and equipment, time and attendance and performance management provisions.

3. Scope and applicability.

a. The provisions of this policy apply to organizations and employees of GSA in both the competitive and excepted services. In limited circumstances where employees are under an memorandum of agreement (MOA), memorandum of understanding (MOU), or Inter-Agency agreement (IAA) the length of detail is determined by the dates within the prescribed agreement.

b. With respect to details to the Legislative Branch, this policy applies to organizations and employees in the Washington, DC metropolitan area. Only full-time GSA employees at the GS-14 level or above are eligible for nomination as a detailee to the Legislative Branch.

c. The provisions of paragraphs 3.b. may be waived in special circumstances determined by Office of Congressional and Intergovernmental Affairs (OCIA) to meet the needs of the congressional office.

d. The Office of Inspector General (OIG) has independent personnel authority. See Section 6 of the Inspector General Act of 1978, (5 USC App. 3), as amended (Inspector General is authorized “to select, appoint, and employ, such officers and employees as may be necessary for carrying out the functions, powers, and duties of Office of Inspector General”) and GSA Order ADM P 5450.39D GSA Delegations of Authority Manual (Delegations Manual), Chapter 2, Part 1 (The Inspector General has independent authority to formulate policies and make determinations concerning human capital issues within the [OIG] and GSA determinations/delegations do not limit that authority). Similarly, GSA specifically recognizes that the Inspector General has independent authority to formulate policies and make determinations concerning training, employee development, and career management.

4. Cancellation. HRM P 9334.1 Detail of Employees, March 13, 2014.

5. Nature of revision. The provisions of this policy update the length of details outside and within the agency. It also provides guidance on processing extensions of details past 120 days.

6. Implementation under this issuance must be carried out in accordance with applicable laws, regulations, and bargaining agreements.

7. Signature.

/S/  
ANTONIA T. HARRIS  
Chief Human Capital Officer  
Office of Human Resources Management

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1. Introduction. This policy provides guidance for GSA employee details within the agency, to and from other Federal agencies, and to the Legislative Branch of the Federal Government. Details are an effective method of dealing with short-term staffing requirements and improving employee utilization. Details within GSA can be used when workforce needs cannot be otherwise met, but should be limited to the shortest possible duration. Detail assignments can also be used as a vehicle for internal and external employee developmental programs and rotations.

2. References.

- a. Title 2, United States Code (USC), Chapter 4301
- b. Title 3, USC, Chapter 2, Paragraph 112
- c. Title 5, USC, Chapter 33, Section 3341
- d. Title 31, USC, Chapter 15, Section 1535-1536
- e. Senate Office of Public Records, Rule 41
- f. Title 5, Code of Federal Regulations (CFR), Part 300, Subpart C
- g. ADM P 9732.1D, Suitability and Personnel Security

3. Definitions.

a. Congressional Committee. A permanent (i.e., standing) or special committee or subcommittee of the U.S. House of Representatives or of the U.S. Senate. Conference and joint committees of both Houses are included in this definition.

b. Detail.

(1) The temporary assignment of an employee to another position, within or outside GSA, for a specified time period. The expectation is that the employee will return to their official position of record upon expiration of the detail. For purposes of pay and benefits, the employee continues to encumber the position from which detailed. Employees do not have to meet the qualification requirements for the position to which detailed, except for any minimum educational, licensure and certification requirements, and must be reasonably expected to be able to perform the duties of the position. Employees must meet applicable security clearance requirements; refer to ADM P 9732.1D, Suitability and Personnel Security, Chapter 4, Paragraph 5, - Temporary assignments.

(2) As pertains to details to the Legislative Branch, a detail is the temporary assignment of a GSA employee to a congressional committee or Staff Office with the written authorization of the full Committee Chairman or Congressional Official and the Administrator, GSA.

c. Detail supervisor. The designated official at the gaining organization who will be directly responsible for the day-to-day supervision of an employee while that

employee is on detail. For employees detailed to the Legislative Branch, the detail supervisor may be referred to as Committee Supervisor or Congressional Supervisor.

d. Memorandum of Understanding (MOU). Written agreement that provides a record of the roles, responsibilities and obligations assumed by all parties to the agreement - the losing and gaining organizations. A MOU is required for the detail of a GSA employee to another Federal department or agency, and for the detail of an employee of another Federal department or agency to GSA.

e. Non-reimbursable detail. A detail of an employee in which the GSA employee's pay and allowances, and the costs of benefits are paid from GSA appropriations, without reimbursement by the agency, organization or congressional committee to which the GSA employee is detailed.

f. Reimbursable detail. A detail arrangement whereby salary, allowances, travel and transportation expenses, or the costs of benefits are paid by on a reimbursable basis from the appropriation of the gaining department or agency to which the employee is detailed.

g. Supervisor of record. The official who plans, assigns, directs, oversees and reviews the work of subordinate employees in the organizational unit to which they are officially assigned; and who continues to be responsible for all personnel actions affecting employee detailed from that organization, including the annual performance rating should be at least the same grade level or higher.

h. Unclassified duties. A set of duties and responsibilities that have not been officially classified, i.e., assigned a title, series, and grade level. A short statement of duties and responsibilities must accompany the request for detail of an employee if a job description is not available. The statement may be attached to or annotated on the Request for Personnel Action (SF-52).

#### 4. General provisions.

a. Appropriate uses of details include: to address short-term emergency needs, accommodate abnormal workload, to fill positions pending reduction-in-force assignment determinations or pending the classification of positions preceding a re-organization, to perform required functions pending appointment of a new hire (e.g., awaiting security clearance), and for cross-training purposes in an informal or formal program.

b. In accordance with 5 United States Code (USC) Section 3341, details are processed in increments of 120 days or less. Details beyond 30 days must be reported to the Office of Human Resources (OHRM). For those details that are covered by a MOA/MOU or IAA, the request for personnel action (RPA) will be processed with the dates for the detail as outlined in the agreement.

c. Authority to approve a detail or the extension of a detail within GSA, for a total time of up to 240 days, has been delegated to the Heads of Services and Staff Offices (Delegations of Authority Manual dated November 16, 2011).

d. Details at the same grade level or higher that exceed the time limitation in paragraph 4(c) must be made under a competitive process.

e. Agreements that have been negotiated with another Federal agency for detail of GSA employees for services is in accordance with 31 USC Sections 1535-1536. A waiver will be requested by the losing organization through the servicing HR office or Staff Office to OHRM for approval.

f. All details and/or temporary promotions of bargaining unit employees will be made in accordance with the terms of the negotiated contracts. Refer to the National Agreements for additional considerations when detailing covered employees to higher-graded positions.

g. An employee in the competitive service may not be detailed until after 90 day have elapsed from the date of the employee's most recent competitive appointment (e.g., selection/appointment from a Delegated Examining or OPM certificate of eligibles, or based on appointment under a Direct Hire Authority).

h. An employee serving under an excepted appointment may not be detailed to a position in the competitive service except as allowed under 5 Code of Federal Regulations (CFR) Part 300, Subpart C, for the detail of excepted service employees to the competitive service.

5. Procedures for processing details. All details will be documented with a Notification of Personnel Action (SF-50), regardless of the expected length of the detail, including details between organizations within GSA, and whether the detail is reimbursable or non-reimbursable. All Requests for Personnel Action (RPA/SF-52) for details will include the following information:

a. Position to which detailed or list of unclassified set of duties. If the detail is not to a classified position, the request will include a description of the actual assigned duties the employee will be expected to perform while on detail and vetted through the National Classification Center. The list of duties should be annotated on or attached to the RPA/SF-52;

b. Reason and purpose for the detail should be annotated in RPA/SF-52, Part D and through use of an agency-specific remark (first character “Y” or “Z”). For interagency details under special circumstances provided in paragraph 1.c., a brief narrative remark will be included citing the legal or regulatory authority.

c. Annotated on RPA/SF-52, Part D (“Remarks by the Requesting Office”) to indicate if the detail is reimbursable or non-reimbursable and the name of the individual who will be responsible for providing the time and attendance information to the employee’s supervisor of record.

d. All details of GSA employees to other Federal agencies or departments should be reimbursable. Details within GSA may be reimbursable or non-reimbursable.

6. Details of employees within, to and from GSA – general responsibilities.

a. The supervisor of record is responsible for:

(1) The timely submission of requests to initiate, extend or terminate details in accordance with time frames established for processing personnel actions;

(2) Obtaining all necessary concurrences from officials in the gaining and losing organization, within or outside GSA, and any higher-level approvals that may be required before submitting the request to the servicing Human Resources office;

(3) Preparing the MOU when the detail involves another Federal agency, and obtaining required signatures; and

(4) Acquiring input on employee performance from the detail supervisor.

b. The servicing HR offices will provide advice on the appropriate use of details and are responsible for forwarding all completed and approved requests to the Consolidated Processing Center (CPC).

c. The CPC is responsible for processing the Request for Personnel Action requesting the detail and generating the Notification of Personnel Action.

d. The Detail supervisor is responsible for providing input on a detailed employee’s performance to the supervisor of record for use in the annual performance appraisal.

7. Details of employees to the Legislative Branch – roles and responsibilities. This section outlines the specific requirements for requesting and processing details to the Legislative Branch. These details are initiated when a request, for example, from a

Congressional Committee or staff office, is submitted to GSA. The procedures for acting on the request are outlined in the roles and responsibilities defined below.

a. Administrator. Approves or denies initial requests for details received from the Legislative Branch (i.e., Congressional Committees or Staff Offices). Final authority for selection of detailees to the Legislative Branch is retained by the Administrator.

b. Office of Congressional and Intergovernmental Affairs (OCIA).

(1) Reviews all requests for details received from the Legislative Branch, and submits to the Administrator for approval. Any requests received by other offices will be forwarded to the OCIA for coordination and control.

(2) Submits all approved requests for detail of GSA employees to Congressional committees or Staff Offices to the Office of Human Resources Management (OHRM). The request must include the name of the Congressional committee, the Committee Chairperson and point-of-contact for administrative matters, the purpose for the detail, a description of duties to be performed while on detail (see Appendix A), the level of expertise required (i.e., desired equivalent GS grade level[s] that candidate must hold) and whether the detail will be reimbursable or non-reimbursable.

(3) Coordinates briefings by the Office of General Counsel to detailees on their responsibilities under the Hatch Act and ethics rules and regulations.

c. Office of General Counsel (OGC).

(1) Ensures detailees are briefed on their responsibilities under the Hatch Act and all other ethics rules and regulations.

(2) Maintains records of conducted briefings.

(3) Reviews MOUs and detail actions for legal sufficiency.

d. Heads of Services and Staff Offices (HSSOs). Review and approve or disapprove requests for details to the Legislative Branch from employees within their organizations for submission to the Administrator for a final selection decision. Requests receiving final approval from the Administrator will be forwarded to the servicing HR office for processing. Requests that are not approved will be returned to the originator through the supervisor.

e. Supervisor of record.

(1) Reviews and provides the first level approval or disapproves requests for detail for their employees.



(2) Drafts, upon approval, the supervisor's consent form (see Appendix B) and approval letter (see Appendix C) and forwards the request through the appropriate supervisory chain to the HSSO for concurrence. Requests that do not receive the approval of the supervisor of record will be returned to the originator.

(3) Prepares, upon approval, a Request for Personnel Action and memorandum of understanding (MOU) between the Congressional Committee/Chairperson and GSA (see Appendix D) as documentation of the detail to be maintained in the employee's Official Personnel Folder (OPF) with supporting documentation.

f. Employees.

(1) Submit requests for consideration to be detailed to their supervisor.

(2) Obtain supervisory approval prior to applying for a Congressional detail opportunity.

(3) Submit application materials, in accordance with instructions provided in the notice of detail opportunity for detail assignments in which they are interested.

g. Office of Human Resources Management (OHRM).

(1) Processes all requests for details of GSA employees to Congressional committees or Staff Offices.

(2) Posts, upon the Administrator's approval, the detail opportunity (see Appendix D) on GSA's websites (GSA InSite and GSA.gov; *in GSA Today*; via email to all eligible employees); or solicits nominations from appropriate Service or Staff Office.

(3) Prepares lists of candidates and assembles applicant materials.

(4) Submits applicant materials for consideration and decision by the Administrator through the OCIA.

(5) Ensures documentation is filed in the official personnel folder of employees selected for detail.

8. Policies and procedures for details and extensions of details to the Legislative Branch.

a. It is the policy of GSA to cooperate as fully as practicable in detailing employees to Congressional committees for temporary assistance, upon receipt of an authorized request.

- b. Details to the Legislative Branch will be to unclassified duties or to the same or lower grade of the employee selected.
  - c. Details must be made on a reimbursable basis via the authority of the Economy Act, 31 USC Section 1535, unless the work supports GSA in accomplishing the mission for which its appropriations are made.
  - d. All requests for details to the Legislative Branch must be reviewed by and have the concurrence of the appropriate officials identified in Paragraph 7. Details of Employees to the Legislative Branch - Roles and Responsibilities.
  - e. Requests for extensions to details to the Legislative Branch must be supported by sufficient justification to continue the detail and will be subject to the same review and approval process as initial requests.
  - f. Details to the Legislative Branch will be limited to an initial period of 120 days, and may be extended to one year, with appropriate justification and approval, for one additional year.
  - g. While on a detail to the Legislative Branch, the GSA employee remains assigned to his or her permanent position of record with GSA. Any action to replace the permanent/detailed employee during the detail assignment will be on a temporary basis.
  - h. Documenting the detail.
    - (1) While on detail, the GSA employee continues to occupy his or her position of record whether the detail is reimbursable or non-reimbursable.
    - (2) The detailed employee's supervisor will submit a Request for Personnel Action to the Central Processing Center following proper procedures for processing personnel actions.
    - (3) Each participant (employee and supervisor) in the agreement will be provided a copy of the signed MOU. The GSA supervisor will maintain the agency's official copy of the MOU.
9. Documentation and recordkeeping. The records and documentation for details will be maintained in accordance with the Guide to Processing Personnel Actions and the Guide to Personnel Recordkeeping. These records must include the documentation listed in the Order and will be made available for review upon request by OPM or authorized GSA agency officials (e.g., as part of HR Office and program reviews) or to be provided in response to special requests from OPM or other oversight agency (OIG, GAO).

## **Appendix A: Sample/Template: Unclassified Duties of GSA Detailee to Congress**

The detailee would serve on the minority staff of the Senate Committee on \_\_\_\_\_.

The duties include:

1. Advising and making recommendations to the Ranking Member (Name State/District) on policy matters related to (e.g., acquisition/contracting). This involves writing briefs/memos on various issues that come to the Committee's attention. For example, if an (agency) had a contract integrity issue with a solicitation, the detailee is expected to write a quick memorandum summarizing the problem; prepare a letter to Secretary; coordinate with Senator's staff for co-signing of the letter; obtain and review additional information from (agency); meet with (agency) officials; write a supplemental memo; and prepare a follow-up letter to (agency) requesting specific actions.
2. Formulating legislative initiatives. This involves reviewing various bills in the House and Senate that deal with (e.g., acquisition) and drafting or revising new and existing legislation. Typically related bills get referred to the Committee. The detailee is expected to coordinate with other interested members' staff; various interest groups; and with the House Committee on Government Oversight to improve, work out the differences; and move the bills. The detailee is expected to write status memos and seek frequent directions from the Senator on each piece of legislation.
3. Preparing for hearings, etc. At times, a significant issue arises that require public hearing. To prepare for hearings, the detailee is expected to meet with various parties involved and obtain detailed information; select and prepare witness for testimony and questions/answers; prepare floor statement for the Senator to read and questions to ask.
4. Providing technical assistance to other staff on acquisition matters. There are only a few staff members who are familiar with the Federal Acquisition Regulation and the acquisition process. The detailee is expected to conduct necessary research and provide expert advice on the subject matter.

**Appendix B Sample: Supervisor's Consent Form for Employee  
Participation in Detail to Congressional Staff Office or Committee**

I, (supervisor's name), hereby acknowledge my approval and support for (employee's name) to perform the detail assignment described below.

Location of Assignment: (Insert Congressional Staff Office or Committee) Address:

(Insert Address)

Duration of Detail: From: ( Date ) To: ( Date )

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Print Supervisor's Name and Title  
Supervisor's Signature and Date

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**Appendix C Sample: Approval of Request for Detail to  
Congressional Committee or Staff Office**

The Honorable J.Q.  
Smith Member, United  
States House of  
Representatives  
Washington, DC 20515

Dear Congressman Smith:

This letter authorizes the non-reimbursable/reimbursable detail of (employee name, title, organization). U.S. General Services Administration (GSA), to the (name of committee or Staff Office) from (date) through (date). It is the established policy of GSA to limit such details to one year.

I understand that the purpose of the detail is to assist the Committee or Staff Office, in \_\_\_\_\_ . (GSA employee) will assist this effort by \_\_\_\_\_, \_\_\_\_\_, and \_\_\_\_\_.

I am pleased to accommodate your request for (GSA employee's) detail. If an extension is required or if you need further assistance, please contact (GSA POC name, title, office/organization) at (xxx) xxx-xxxx. Extension requests should be submitted as soon as the requirement is identified, and must be received no later than thirty days prior to the end of the initial detail.

Sincerely,  
First and Last  
Name Title

**Appendix D Sample: Memorandum of Understanding  
Detail Assignment FOR GSA Employee to Federal Agency or  
Congressional Staff Office or Committee**

This Memorandum of Understanding (MOU) is entered into between the U. S. General Services Administration (GSA), Office of, and the Federal Agency/Congressional Staff Office/Committee to provide for the detail assignment of (employee's name) from (date) to (date). The authority for this detail is found in Title 3, United States Code (U.S.C.), § 112. *INSERT authority to allow details of employee of Federal agencies to staff offices or committees of Congress or Senate are provided in 2 U.S.C. § 72a and Senate Rule 41, and the Economy Act, 31 U.S.C. § 1535.*

*(INSERT OCFO Funding codes, if applicable)*

=====  
*The items listed below must be addressed in the MOU. They can be discussed as obligations of each party to the agreement, e.g., "GSA will continue to pay the employee's salary and benefits": "XYZ Agency or Congressional Committee will reimburse GSA for costs incurred."*

1. The assignment of (GSA's employee's name) is concurred by the (XYZ Agency/Congressional committee/Staff Office) to (*here insert a description of the project(s)/work assignment(s) to be accomplished, how performance of assigned duties how those objectives will be achieved during the specified time frame.*)
2. *INSERT the specific location of the assignment (XYZ Agency or Congressional committed/Staff Office and address).*
3. *INSERT the duration of the assignment (From/To).*
4. *INSERT the name and title of the person who will supervise the participating employee while on detail.*
5. The employee who is detailed remains an employee of GSA. GSA will continue to pay the salary and benefits of the employee for the duration of the detail assignment. *If a reimbursable detail, at the end of the detail, GSA will be reimbursed by the other Federal agency or congressional committee or staff office for salary and benefits.*

6. *INSERT the arrangement for payment of travel, per diem, and other related expenses for temporary duty travel that may occur during the assignment.*
7. *INSERT the arrangement for requesting and approving annual and sick leave and requirements for notification of the Congressional/committee supervisor and GSA supervisor.*
8. *INSERT the arrangement and requirements for recording and reporting regular time and attendance, and the name(s) of the person responsible for recording and reporting time and attendance in both organizations. Include and identify who will authorize and approve overtime hours that may be required.*

The authority for this detail is found in Title 3, United States Code (U.S.C.), Part 112. *INSERT authority to allow details of employee of Federal agencies to staff offices or committees of Congress or Senate are provided in 2 U.S.C. Part 72a and Senate Rule 41, and the Economy Act, 31 U.S.C. Part 1535.*

9. *INSERT the arrangement for various contingencies such as termination or extension of the assignment.*
10. *INSERT the arrangement to provide for an interim assessment of the participating employee's work and to provide an evaluation of the detail assignment.*
11. The gaining organization agrees to provide office space, equipment and administrative support for the detailee.
12. Printed name and title; signature and date of the following individuals (delete or add more as appropriate):

**Detailed Employee:**

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Printed Name and Title

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Signature and Date

**GSA Representative #1** (Immediate Supervisor):

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Printed Name and Title

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Signature and Date

**GSA Representative #2** (Approving Official):

---

Printed Name and Title

---

Signature and Date

**Other agency Representative #1** (Immediate Supervisor):

---

Printed Name and Title

---

Signature and Date

**Other agency Representative #2** (Approving Official):

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Printed Name and Title

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Signature and Date



## **Appendix E Sample: Notice of Congressional Detail Opportunity**

### **BACKGROUND.**

The Office of Human Resources announces the opportunity for a one-year detail to the (Congressional Committee/Congressional Staff Office).

This opportunity is being offered to GSA employees in (organizations) in the Washington, DC metropolitan area.

### **APPLICANT CRITERIA.**

The most desirable candidate will (insert qualifications desired, e.g.: hold a position of GS-12 or GS-13 in the acquisition field, with at least 8 - 12 years of contracting and acquisition experience that includes Federal Acquisition Regulation (FAR) operational experience, and possess a FAC-C Level III Certification. Consideration will also be given to applicants at the GS-11 and GS-14 grade levels who meet the defined criteria.)

### **RESPONSIBILITIES INCLUDE, BUT ARE NOT LIMITED TO THE FOLLOWING:**

(Insert responsibilities, e.g.:

- Advising and making recommendations on acquisition/procurement policy to the Committee Ranking Member
- Formulating and reviewing acquisition/procurement legislative initiatives
- Assisting with the preparations for Congressional hearings
- Providing technical assistance to other Congressional staff on acquisition and procurement-related issues.)

### **BENEFITS.**

(Insert benefits, e.g.):

- Opportunity to be exposed to the Congress and the legislative environment
- Learn how congressional policies are made
- Opportunity to submit draft legislation
- Direct line to the Committee and ability to influence GSA's interest
- Keep GSA apprised of acquisition-related issues

- Credit given toward meeting leadership qualification
- Possibility of receiving up to 40 hours toward the continuous learning points requirements.)

**FUNDING REQUIREMENT.** - (Insert funding requirements here)

**APPLICATION PROCESS.**

- All applicants must submit the following:
- Resume
- Statement describing your objectives for participation in the detail (Limit - 1 page)
- Detailee Assignment Approval Form

Selected applicants may be required to participate in an interview process conducted by a panel of \_\_\_\_\_, representatives.

Applicants selected for the detail position are required to obtain their employing office consent to the detail, which will include the signing of a non-reimbursable detailee consent form, if appropriate.

Applications should be submitted to \_\_, Office of Human Resources Division (OHRM) via email at [FName.Lname@gsa.gov](mailto:FName.Lname@gsa.gov) no later than (date). You may also contact \_\_\_\_\_, for additional information.