Material Transmitted:


Material Superseded:

HHS Instruction 315-1, Probationary Periods, dated March 13, 1996.

Background:
This Instruction has been superseded because of changes in 5 CFR 316 on trial periods for the excepted service and OPM guidance on the revised definition of “employee” in the excepted and competitive services with respect to protections under 5 CFR 752 involving appeal rights to the Merit Systems Protection Board (MSPB).

The proposed instruction covers trial periods in the excepted service in addition to probationary periods in the competitive service and provides more detailed guidance on pertinent definitions, roles and responsibilities, creditable service toward completion of trial and probationary periods, and appeal rights.

This issuance is effective immediately. Implementation under this issuance must be carried out in accordance with applicable laws, regulations, bargaining agreements, and Departmental policy.

Antonia T. Harris
Deputy Assistant Secretary for Human Resources

INSTRUCTION 315-1
The purpose of this Instruction is to promulgate policy and procedures for the administration of probationary and trial periods for employees in the competitive and the excepted service within the Department of Health and Human Services (HHS). In addition, the Instruction outlines the roles and responsibilities within the Department with regard to the administration of employee probationary and trial periods. Generally, a probationary period is for one year for competitive service employees while a trial period is for one to two years for excepted service employees. Moreover, excepted service employees who are appointed to positions lasting more than one year (indefinite) are required to serve a trial period of one year.

In addition to completion of an initial probationary or trial period, employees on their initial appointment to a supervisory or managerial position are required to satisfactorily complete a minimum one year probationary period in order to be retained in the supervisory or managerial position.

Within HHS, probationary and trial periods will be fully utilized by supervisors and managers to evaluate the effectiveness of new employees, new supervisors, and new managers. Also, in both the competitive examining process and the excepted examining process, the probationary and trial periods, respectively will be utilized as the final phase of the examining process, in which the appointee’s actual performance of the duties and responsibilities of the position to which
appointed, can be observed and assessed. The provisions of this Instruction apply to both the competitive and the excepted service, unless specifically stated otherwise. The provisions of this instruction are effective on the date of its issuance.

315-1-10 REFERENCES
A. 5 USC Sec. 3321 (Competitive Service; probationary period)
B. 5 CFR Part 315, Subpart H, Probation on Initial Appointment to a Competitive Position
C. 5 CFR Part 315, Subpart I, Probation on Initial Appointment to a Supervisory or Managerial Position
D. 5 USC § 7511 (Adverse Actions, employee defined)
E. 5 CFR Part 351 (Reduction in Force, Retention Group for Excepted Service; trial period)
F. 5 CFR Part 316 (Temporary and Term Employment; trial period)
G. Memorandum for Chief Human Capital Officers Dated March 21, 2007. (Change in Employee Coverage under Adverse Action Procedures)

315-1-20 COVERAGE AND EXCLUSIONS
A. Coverage
This instruction applies to all HHS employees serving in the competitive service and excepted service at grades GS-1 through GS-15, HHS employees serving in Federal Wage System (FWS) positions, and HHS employees serving in positions in other pay plans in the competitive and excepted service.
B. Exclusions
This instruction does not apply to members of the Senior Executive Service or employees serving on temporary limited positions of one year or less in the competitive and excepted service.

Note: When the provisions of a negotiated labor/management agreement differ from the provisions of this instruction, the agreement takes precedence for those employees covered by the negotiated labor/management agreement.

315-1-30 DEFINITIONS
A. Probationary period. Typically the first year of year of service of an employee in the competitive service who is given a career or career conditional appointment during
which an agency may determine an individual’s fitness and qualifications for continued employment, and may terminate the individual with limited appeal rights. In addition, upon initial appointment to a supervisory or managerial position, an employee must satisfactorily complete a one-year probationary period for a supervisory position or a one year probationary period for a managerial position (an exception may be authorized in limited circumstances).

B. Trial Period. A trial period is for one to two years in the excepted service and has the same purpose of a probationary period in the competitive service. Moreover, the first year of service of a term employee is a trial period regardless of the method of appointment. Prior Federal civilian service is credited toward completion of the required trial period in the same manner as prescribed for the competitive service in 5 CFR 315.802 (i.e. same agency, same line of work, and is followed by a break of 30 calendar days or less).

C. Manager. An employee who possesses the authority to direct the work of an organizational unit, is held accountable for the success of specific line or staff functions, monitors and evaluates success in achieving goals, sets and adjusts schedules, and commits resources.

D. Supervisor. An employee who accomplishes work through the direction of other people and performs at least the minimum supervisory duties required for coverage under the Office of Personnel Management (OPM) General Schedule Supervisory Guide (Note: This guide will be replaced by the Supervisory Position Evaluation Guide).

315-1-40 RESPONSIBILITIES

A. Office of Human Resources (OHR), Assistant Secretary for Administration and Management (ASAM), is responsible for:

1. Updating and maintaining this policy.
2. Advising operating Human Resources organizations (OHROs) on the use of probationary (or trial) periods.
3. Approving requests for approval of exceptions to the normal one-year probationary period requirement for initial appointments to supervisory or managerial positions for specific occupations.
4. Approving exceptions to the two-year trial periods in the excepted service that are not currently authorized by law, regulation, or special exception.

B. Operating Division (OPDIV) supervisors and managers are responsible for:

1. Implementing the provisions of the references within their respective organizations.
2. Informing employees of job expectations for performance and conduct, including performance standards and workplace policies and procedures.
3. Providing feedback on performance and conduct on a regular basis.

4. Evaluating the effectiveness of employees serving on probationary (or trial) periods.

5. Observing OPDIV-specific policy on exceptions to the one-year supervisory and managerial probationary periods, as needed, for specific occupations.

6. Advising employees serving on probationary (or trial) periods of their progress during the probationary (or trial) period and the final decision as to retention in the position prior to the end of the probationary (or trial) period.

7. Initiating and deciding on any action to terminate, demote, or reassign a probationary (or trial) employee for unsatisfactory completion of the probationary (or trial) period.

C. OHROs are responsible for:

1. Advising OPDIVs on the proper use of probationary (or trial) periods.

2. Determining the requirement for an employee to serve a probationary (or trial) period upon his/her her appointment or promotion, or assignment to a supervisory or managerial position.

3. Notifying employees in writing of the requirement to serve a probationary (or trial) period and to complete the probationary (or trial) period satisfactorily in order to be retained in the position.

4. Notifying employees in writing of their obligations or rights during a probationary (or trial) period or with regard to an action to terminate, demote, or reassign for unsatisfactory completion of a probationary (or trial) period.

5. Notifying supervisors in writing when subordinates are entering probationary (or trial) periods and nearing completion of probationary (or trial) periods.

6. Establishing internal procedures for tracking individuals on probationary (or trial) periods, notifying supervisors or managers that an evaluation and decision on retention is necessary, and designating documentation requirements used for these purposes.

7. Ensuring that the Standard Form 50, “Notification of Personnel Action,” is properly annotated when a personnel action is effected which requires an employee to serve a probationary (or trial) period.

8. Assisting supervisors and managers with any third party proceedings in regard to probationary (or trial) periods or actions taken during probationary (or trial) periods.

9. Approving exceptions for creditable temporary service toward completion of the probationary period for supervisors or managers.

10. Approving exceptions to the one year probationary period requirement for initial appointments to supervisory or managerial positions in the competitive service based on prior comparable experience.


315-1-50 INITIAL PROBATIONARY OR TRIAL PERIOD

A. Basic Policy.

1. Employees in the competitive service who are appointed to positions without time limitation achieve competitive status upon completion of a one year probationary period.

2. Employees in the excepted service who are appointed to positions without time limitation must satisfactorily complete a one or two-year trial period. However, the first year of a term appointment is a trial period regardless of the method of appointment.

3. Employees who are appointed to Schedule A or B positions (e.g. formal intern programs) in the excepted service who may be converted to the competitive service upon completion of two years of satisfactory service are deemed to have completed a probationary period upon conversion to the competitive service.

4. Students appointed to the Student Career Employment Program (SCEP) who are converted to career or career conditional appointments in the competitive service may have the time spent on the SCEP appointment credited towards the probationary period provided it meets the requirements of 5 CFR 315.802 (i.e. same agency, same line of work, and no more than 30 calendar days break in service).

5. An employee who has completed a probationary period in the competitive service may be required to serve a trial period of one year or more in the excepted service, subject to approval of the OHRO in consultation with the hiring manager.

6. An employee who has completed a trial period in the excepted service must complete a probationary period in the competitive service, unless an exception is authorized by 5 CFR 315.801.

B. Procedures during Probationary or Trial Period

HHS will utilize the initial probationary (or trial) period as fully as possible as an extension of the hiring process in order to determine the fitness of the employee and will terminate him/her at any time during this period if he/she fails to demonstrate acceptable performance and conduct for continued employment.

1. All employees will be notified in writing at the beginning of the initial probationary (or trial) period that they will be subject to a one year probationary or one or two year trial period and that continued employment is contingent upon satisfactory completion of the probationary or trial period.

   a. Written notification may be provided in the initial appointment letter or by separate memorandum or form letter.

   b. For example, for a new competitive service employee serving on a probationary period: “As a new employee serving on a competitive service appointment in the Federal civil service, you will be required to complete a one-year probationary period. This period
provides your supervisor with an opportunity to assess your conduct and job performance. Please note that an employee serving on a probationary period may be terminated at any time during this period, with limited appeal rights, for unacceptable job performance or unacceptable conduct.”

c. For example, for a new excepted service employee serving on a trial period: “As a new employee serving on an excepted service appointment in the Federal civil service, you will be required to complete a one- (or two-) year trial period. This period provides your supervisor with an opportunity to assess your conduct and job performance. Please note that an employee serving on a trial period may be terminated at any time during this period, with limited appeal rights, for unacceptable job performance or unacceptable conduct.”

2. Supervisors should establish and communicate performance and conduct requirements to probationary (and trial) employees and help them to succeed through appropriate training and guidance. Performance should be evaluated on a regular basis, employees provided feedback, and steps taken to terminate probationary (or trial) employees who, after a reasonable period of time, do not meet acceptable performance or conduct standards.

3. Supervisors will be notified in writing by their OHROs of the pending completion of their employee’s probationary period no later than the beginning of their ninth month in their position. Supervisors must respond in writing of their decision to retain or terminate the services of their subordinate probationary employees in sufficient time for the appropriate action to be taken. However, when a supervisor plans to terminate an employee during probation, the supervisor must notify the servicing OHRO by the end of the probationary employee’s tenth month, unless the exigencies of the situation preclude such a notice.

4. Because separations are effective at midnight and probationary periods are completed at the end of the tour of duty, it is essential that a separation during the probationary period be made effective no later than the day before the day the probationary period would have been completed.

5. When an employee is being terminated during probation, the supervisor should give the employee at least two weeks notice, unless the exigencies of the situation indicate that a shorter notice is warranted. In no case should the notice extend beyond the end of the probationary period. The notice shall be in writing and contain at a minimum, management’s assessment of the employee’s performance or conduct and the effective date of the termination.

C. Creditable Time.

1. Prior Federal civilian service counts towards completion of the probationary period when the prior service meets the following requirements when it:
   a. Is in the same agency;
b. Is in the same line of work based on actual duties and responsibilities performed;
c. Is followed by no more than a single break in service of no more than 30 calendar days.

2. Absences in a nonpay status in excess of 22 workdays, except for periods of military duty or compensable injury, extend the probationary or trial period by an amount equal to the time off on nonpaid leave.

315-1-60 SUPERVISORY AND MANAGERIAL PROBATIONARY PERIOD

A. Basic Policy.

1. A newly appointed supervisor or manager must serve a one year probationary period. An employee must satisfactorily complete a single one-year probationary period for a supervisory position and a separate one year probationary period for an initial appointment to a managerial position, regardless of the number of agencies, occupations, or positions in which the employee serves.

2. A supervisory position and a managerial position have the meaning given them by the OPM in the General Schedule Supervisory Guide (or the Supervisory Position Evaluation Guide, when it becomes applicable) for position classification as defined in section 315-1-30 of this Instruction.

3. Probation on initial appointment to a supervisory or managerial position applies to an appointment to a position without time limitation in the competitive and excepted service, with limited exceptions.

4. Employees who have satisfactorily completed a probationary or trial period for supervisors are not automatically exempt from the requirement to serve a managerial probationary period. OPDIVs may approve exceptions to the probationary period requirement when the performance and experience of the employee evidences the ability to perform the managerial duties successfully.

5. An employee who satisfactorily completes a supervisory or managerial probationary period in the excepted service may not have that time credited towards completion of the one year probationary period for supervisors and managers in the competitive service. However, an exception may be requested and approved by the Human Resources Director of the OHRO upon request. Conversely, an employee who has completed a probationary period as a supervisor or manager in the competitive service may have the time credited toward the probationary period required for the supervisory or managerial position in the excepted service, subject to the approval of the OHRO in consultation with the hiring manager.

B. Length of the Probationary Period.

1. The length of the probationary period for supervisors and managers is one year.
2. OPDIVs may request approval to establish a different probationary period for a specific occupation by submitting written justification to support the request through the OHRO to the DASHR for approval.

3. When an employee’s initial appointment to Federal service is to a supervisory or managerial position in the competitive or excepted service and the employee is required to serve a probationary or trial period for the competitive or excepted appointment, both probationary or trial periods are served concurrently. Successful completion of the one-year probationary or trial period upon initial appointment simultaneously fulfills the requirement for the supervisory or managerial probationary period.

C. Procedures

1. All employees will be notified in writing when selected for a supervisory or managerial position which requires them to serve a probationary period and that continued employment in their position is contingent upon satisfactory completion of the probationary period.
   a. Written notification may be provided in the initial appointment letter or by separate memorandum or form letter.
   b. For example, for a new supervisory or managerial employee serving on a probationary period: “As a new supervisory or managerial employee serving on a competitive or excepted appointment in the Federal civil service, you will be required to complete a one-year probationary period as a new supervisor or manager. This period provides your supervisor with an opportunity to assess your conduct and job performance. Please note that an employee serving on a supervisory/managerial probationary period may be removed from his/her position and placed in a position of no lower grade and pay than the position the employee left to accept the current supervisory or managerial position.”

2. Management must develop and communicate the performance standards for the supervisor or manager upon appointment.

3. Management shall ensure that new supervisors and managers are afforded an opportunity to develop and demonstrate the ability to perform the supervisory or managerial duties assigned during the probationary period, and advise employees of deficiencies when they occur.

4. Management should notify the appropriate Human Resource Specialist in the OHRO when an employee fails to meet the supervisory or managerial performance requirements so that appropriate steps can be taken to remove the employee from the position before the end of the probationary period. When removal from the supervisory or managerial position is anticipated, the appropriate management official must advise the OHRO by the end of the tenth month before completion of the probationary period, in order to locate suitable placement options to coincide with the removal.

5. Management must notify the probationer in writing in advance of the action to return or reassign him/her to a nonsupervisory or nonmanagerial position. The notice must contain the specific reasons for the action.
D. Creditable Time.

1. When an employee is reassigned, transferred, or promoted to another supervisory or managerial position while serving a supervisory or managerial probationary period, service in the former position counts toward completion of supervisory or managerial probation in the new position. However, prior to crediting prior experience, OPDIVs should consult with the OHROs to assess the nature of the prior experience and its relevance to the new supervisory or managerial position.

2. Service during a supervisory or managerial probationary period from which an employee was separated or demoted for performance or conduct reasons does not count toward completion of probation required under a subsequent appointment. In other situations where employees do not complete probation through no fault of their own, service may be creditable on a case-by-case basis as determined by the OHRO and the appropriate management official.

3. Temporary service in a supervisory or managerial position prior to probation under temporary appointment, promotion, or reassignment prior to probation is creditable toward completion of the probationary period when the detail, temporary appointment, promotion, or reassignment is made permanent without a break in service. Exceptions to the foregoing requirement must be approved by the Director of the OHRO.

4. Absence in a nonpay status while on the rolls, except for compensable injury or military duty, is creditable up to 30 calendar days or 22 workdays. Absences in a nonpay status in excess of 22 workdays extend the probationary period for an equal amount of time.

5. A temporary appointment, promotion, or detail to a non-supervisory or non-managerial position during a supervisory or managerial probationary period is not creditable toward completion of the probationary requirement, and as such extends the probationary period by the length of the assignment.

E. Grievances and Appeals

1. Employees have no rights to file an appeal or grievance of a decision to reassign or return them to a nonsupervisory or nonmanagerial position for failure to successfully perform the supervisory or managerial duties and responsibilities of the position.

2. An employee, who is serving a probationary period for both an initial appointment and a supervisory or managerial appointment, has limited appeal rights to the Merit Systems Protection Board (MSPB) for failure to complete the competitive appointment on the basis of discrimination based on marital status or partisan political affiliation.

315-1-70 APPEALS

A. Terminations Resulting from Actions Prior to Appointment.
1. When an employee is being terminated based on actions that occurred prior to appointment (e.g. falsification of application forms or pre-employment documents), the employee is entitled to advance written notice indicating the reasons for the proposed termination and a reasonable period of time to respond and provide affidavits or other material for consideration to the OHRO.

2. If, after giving the employee’s answer bona fide consideration, the OPDIV decides to proceed with the termination, the employee must be notified in writing prior to the effective date of the action, unless the exigencies of the situation preclude advance notification. The notice must state the reasons for the termination, the employee’s appeal rights to MSPB, and the time limit for submission of the appeal.

B. Appeal Rights during Probationary or Trial Period.

1. An employee in the competitive service who is terminated for failure to satisfactorily complete a probationary period upon appointment, may appeal to the MSPB in writing the decision to terminate him/her only on the basis of discrimination based on partisan political reasons or marital status or due to improper procedures (as prescribed by 5 CFR 315).

2. An employee in the excepted service who is terminated for failure to satisfactorily complete a trial period has no right of appeal to MSPB on the grounds that his/her termination was due to partisan political reasons or marital status.

3. An employee appointed to a Veterans Recruitment Appointment (VRA) has limited appeal rights to MSPB during the first year of appointment as an employee in the excepted service. Moreover, a VRA appointee, who is a veteran with more than one year of continuous service, can appeal an adverse action to MSPB.

4. Employees in the competitive or excepted service currently serving a probationary or trial period who satisfy the following requirements have appeal rights to MSPB:
   
   a. Competitive service employees currently serving a probationary period when they have completed one year of current continuous service under other than a temporary appointment limited to one year or less, regardless of the position previously held; or

   b. Excepted service employees (other than preference eligibles) currently serving a trial period when they have completed two years of continuous service in the same or similar positions in an Executive agency under other than a temporary appointment limited to two years or less.

315-1-80 DOCUMENTATION

OHROs will maintain records pertaining to the following:
A. Adverse determinations during probationary periods and actions to terminate, demote, or reassign during initial or supervisory/managerial probation.

B. Documentation appropriately maintained in the Official Personnel File.

C. Notification to supervisors regarding employees entering probationary periods. Exhibit A provides a sample notice to supervisors which can be used for this purpose.

D. Notification to Supervisors Regarding a Subordinate nearing Completion of a Probationary Period. A sample is provided at Exhibit B which can be used for this purpose.

E. Exhibit B-1 provides a sample notification for supervisors to use to inform their OHRO regarding the decision to retain or separate employees serving initial probationary periods who are nearing completion of initial probationary or trial period.

F. Exhibit B-2 provides a sample notification for supervisors to use to inform their OHRO regarding the decision to retain or remove from their supervisory/managerial positions employees serving a supervisory or managerial probationary period.
Exhibit A:
Sample Notification to Supervisor of Employee Serving a Probationary or Trial Period

TO:
FROM:
SUBJECT: Probationary Period for <insert employee’s name>

The above-named employee is serving a probationary or trial period. The probationary or trial period is the final step in the examining process for a new employee. You are advised to utilize this probationary or trial period to determine the fitness of the employee for employment with <organizational component> and terminate his/her services during this period if he/she fails to demonstrate fully the qualifications for continued employment. Both you and the reviewing official (typically your manager) must make the final retention decision before the end of the one year probationary period. Because of the extreme importance of your responsibility in this final step, this memorandum is to remind you of what is expected of managers of probationary or trial employees.

In order to make the probationary period meaningful, you should:

1. provide the employee with an explanation of the mission of the organization and his/her role in accomplishing this mission;
2. provide the employee with a copy of, and explain, clarify, and discuss in detail, his/her job responsibilities as described in the position description;
3. provide the employee with a copy of his/her performance plan which identifies the critical elements and performance standards against which performance will be appraised;
4. explain the organization’s work rules, attendance and leave requirements, etc., to the employee in detail;
5. observe the employee’s conduct and work performance to determine whether problems are developing that might raise a question about the retention of the employee;
6. discuss the employee’s performance so that he/she knows how he/she is doing in relation to what is expected, and give assistance where needed;
7. conduct one-on-one counseling sessions with the employee and document the sessions in writing if you find that performance or conduct problems may prevent the employee’s retention; and
8. comply with <collective bargaining agreement>, if applicable.

Before the beginning of the ninth month of the employee’s probationary or trial appointment, you will receive an advisory notice reminding you of your obligation to make a final decision as to whether the employee should be retained or terminated based on the performance and conduct that you have observed. At that time, you will receive and are required to complete a document entitled Probationary or Trial Employee Certification and Recommendation and return it to your
operating Human Resource organization no later than the end of the ninth month of the employee’s probationary period.

Should you have any questions or concerns about the probationary period or if the employee is not making satisfactory progress or adjustment (e.g., performance and/or conduct problems exist), contact your employee/labor relations representative.
Exhibit B: 
Sample Notice to Supervisors Regarding a Subordinate nearing Completion of a Probationary Period

TO:

FROM:

SUBJECT: Probationary or Trial Period Advisory Notice, < insert employee name>

This is a reminder that the above-named employee is serving a probationary or trial period. You, along with the reviewing official, must decide if the employee is successfully completing this probationary period.

At the beginning of the probationary or trial period, you received a notice that outlined your responsibilities with respect to the employee's probationary period. As stated in the earlier notice, you must recommend whether the employee is to be retained or terminated based on the performance and conduct which you have observed. By the end of the ninth month of the probationary or trial period, please complete the attached document entitled Probationary or Trial Employee Certification and Recommendation, and return it to < insert HR Point of Contact >.

Should you have any questions about the probationary or trial period or if at anytime during the probationary or trial period you need assistance because the employee is not making satisfactory progress or adjustment (e.g., performance and/or conduct problems exist), you should immediately contact < insert Employee/Labor Relations Point of Contact >.

Attachment:
Probationary Employee Certification and Recommendation
EXHIBIT B-1: CERTIFICATION AND RECOMMENDATION TO RETAIN OR SEPARATE PROBATIONARY OR TRIAL EMPLOYEE

Name:

Position Title, Series and Grade:

Organization:

Period Evaluated:

Refer to HHS Instruction 315-1. As the Supervisor, you are required to make recommendations as to whether the above named employee is to be retained or separated. If separating is recommended, notify your operating Human Resources organization immediately.

The above named employee has been under my supervision while serving a probationary period. I certify that the employer’s performance, conduct, and general traits have been (check one):

☐ Satisfactory  ☐ Unsatisfactory

Therefore, I recommend that the employee be (check one):

☐ Retained  ☐ Separated.

THE BASIS FOR MY RECOMMENDATION IS ATTACHED SEPARATELY.

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<th>Signature of Immediate Supervisor</th>
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PRIVACY ACT NOTICE

The collection of the information requested on this form is authorized by Title 5, United States Code S 3321 and the regulations there under. The information will be used in completing the probationary period rating required by HHS Instruction 315-1. This information should be used: a) in deciding on the retention or separation of the employee; b) for statistical information, excluding personal identification of individuals; and c) for other routine uses published in accordance with 5 USA 552a. In accordance with the Privacy Act, this information may be made available to the employee upon request. When completed, this form is a record subject to the provisions of the Privacy Act. As such, it must be safeguarded against unauthorized disclosure.
EXHIBIT B-2 CERTIFICATION AND RECOMMENDATION TO RETAIN OR REMOVE SUPERVISOR/MANAGER FROM POSITION DURING PROBATION

Name:

Position Title, Series and Grade:

Organization:

Period Evaluated:

Refer to HHS Instruction 315-1. As the Supervisor, you are responsible for evaluating the supervisory or managerial abilities pertaining to the above named employee. You are required to document the reasons supporting a recommendation to retain or remove the employee from his/her position.

I certify that the employee’s supervisory/managerial performance has been (check one):

☐ Satisfactory – Recommend retention in Supervisory/Managerial Position

☐ Unsatisfactory – Recommend removal from Supervisory/Managerial Position and placed in a position at the same or equivalent grade to the position held prior to entry into the current supervisory/managerial position.

THE BASIS FOR MY RECOMMENDATION IS ATTACHED SEPARATELY.

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<th>Signature of Reviewing Officer</th>
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PRIVACY ACT NOTICE

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