

September 1989

FEDERAL PAY

U. S. Park Police Compensation Compared With That of Other Police Units



RELEASED

RESTRICTED—Not to be released outside the
General Accounting Office unless specifically
approved by the Office of Congressional
Relations.

139668



United States
General Accounting Office
Washington, D.C. 20548

General Government Division

B-235670

September 25, 1989

The Honorable Alfonse M. D'Amato
United States Senate

The Honorable J. Bennett Johnston
United States Senate

The Honorable James A. McClure
United States Senate

The Honorable Barbara A. Mikulski
United States Senate

The Honorable Ted Stevens
United States Senate

At your request, this report presents information on the duties and responsibilities, compensation, recruiting practices, and officer retention at Park Police and at 11 other federal and nonfederal police units in the Washington, D.C., area.

As arranged with you, unless you publicly announce the contents of this report earlier, we plan no further distribution until 30 days from the date of the report. At that time we will send it to the Secretary of the Interior, the Department of the Treasury, the General Services Administration, the Library of Congress, the Capitol Police, the heads of the nonfederal police units included in the report, and other interested parties.

Major contributors to this report are listed in appendix V. Please contact me on 275-5074 if you or your staff have any questions concerning the report.

Bernard L. Ungar
Director, Federal Human Resource
Management Issues

Executive Summary

Purpose

The U.S. Park Police, a part of the Department of the Interior, patrols national parks and other federal lands, primarily in the Washington, D.C., area. Partly as a result of drug-related crime in the parks, Park Police encounters the same problems and dangers as other urban police forces.

Five senators asked GAO to study (1) how Park Police pay and benefits compare with those of other police units in the Washington, D.C., area and (2) possible recruiting and retention problems at Park Police. More specifically, GAO was asked to

- compare Park Police duties and responsibilities, pay, retirement and other benefits, and recruiting practices with those of seven nonfederal and four federal police units in the Washington, D.C., area and
- describe the extent to which Park Police is experiencing problems in recruiting and retaining officers.

Background

In addition to patrolling and maintaining order in national parks, Park Police has responsibility for the protection of dignitaries when they are on U.S. park land. Out of a total of 627 Park Police officers, 489 are assigned to the Washington, D.C., metropolitan area. Others are stationed in the New York City and San Francisco metropolitan areas.

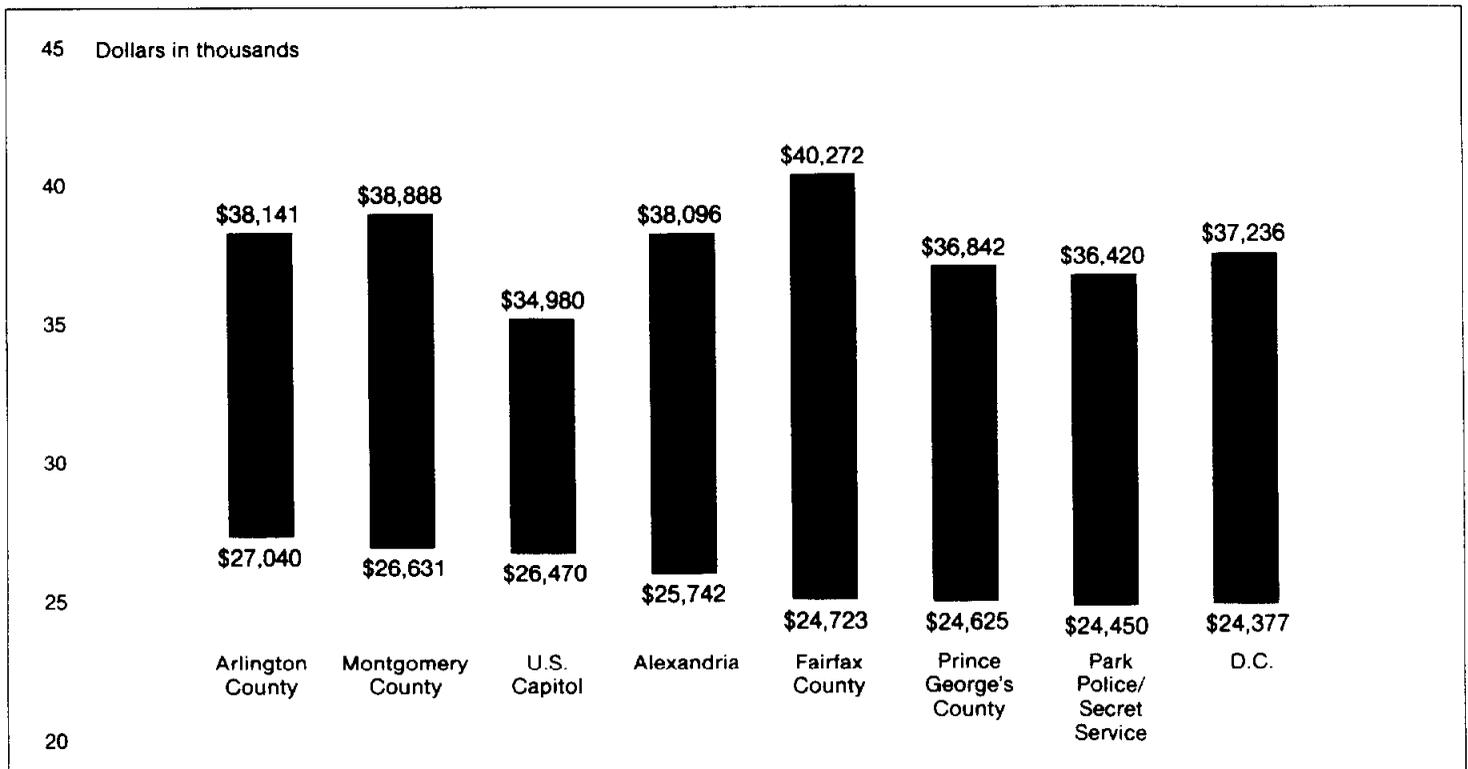
The nonfederal police units included in GAO's review were the police forces of the city of Alexandria and the counties of Arlington and Fairfax in Virginia; the District of Columbia; the counties of Montgomery and Prince George's in Maryland; and the Metropolitan Area Transit Authority (Metro Transit), which operates in the Washington, D.C., area. The federal police units were the Secret Service Uniformed Division, the Federal Protective Service, and the police units at the Library of Congress and the U.S. Capitol. At these police units, GAO focused its review on three positions—full performance level employees (officers who have completed entry training) and first- and second-level supervisors. Seventy percent of the 627 Park Police officers were full performance level employees.

Most federal police officers are paid under the General Schedule system. However, Park Police and all of the federal police units included in GAO's review, except the Federal Protective Service, are paid under different pay systems authorized by various laws. The pay for the federal police units is increased by the same percentage and at the same time as the General Schedule salaries.

Results in Brief

The duties and responsibilities of officers at 8 of the 11 police units are comparable to those of Park Police. Figure 1 shows that starting salaries for full performance level employees at six of the eight units were higher than those for Park Police.

Figure 1: Full Performance Level Employees' Minimum and Maximum Salaries



Generally, Park Police benefits, including retirement, health insurance, and workers' compensation, were comparable to, or better than, the benefits of most of the police units included in GAO's review. However, life insurance coverage for Park Police and other federal police officers is more costly, and coverage for federal police officers over 45 years old is lower than coverage for four of the seven nonfederal units.

Park Police vacancy and turnover rates did not indicate Park Police was experiencing recruiting and retention problems. As with most of the other police units, recruiting efforts at Park Police included the use of newspaper advertisements, participation in job fairs, and visits to college campuses and military installations.

GAO's Analysis

Duties, Responsibilities, and Pay

GAO hired Burkhart & Associates, Inc., a management consulting firm, to evaluate the duties and responsibilities of three positions—the full performance level employee and the first- and second-level supervisor—at Park Police and the other 11 police units. Burkhart & Associates rated the duties and responsibilities of these positions at eight of the police units as comparable to those at Park Police.

Of the eight comparable units, six paid starting salaries to full performance level employees that were from \$175 to \$2,590 above Park Police's \$24,450 starting salary. Three of the eight units paid first-level supervisors from 3 to 11 percent more than Park Police, and three units paid second-level supervisors from 2 to 9 percent more. The maximum salaries for each of the three positions at most of the comparable police units were from 1 to 19 percent more than at Park Police. (See pp. 13 to 19.)

Benefits

Officers of Park Police and the Secret Service Uniformed Division hired since January 1984 are covered by the law enforcement retirement provisions of the federal employees retirement system, which allows them to retire earlier and to receive larger annuities than the other federal police officers included in GAO's review. Two of the seven nonfederal police units had retirement eligibility rules under which officers can retire with fewer years of service than Park Police officers. For officers with 25 years of service, retirement annuities at three of the nonfederal units were greater than those at Park Police and the Secret Service Uniformed Division.

Two of the seven nonfederal police units contributed more toward health insurance premiums for self-only enrollments than Park Police and the other federal police units; four of the nonfederal police units contributed more toward family enrollment plans. Workers' compensation coverage for Park Police and other federal police officers was comparable to, or better than, the coverage that five of the nonfederal police units provided. (See pp. 20 to 27.)

Recruiting and Retention

Park Police did not seem to have recruiting and retention problems. It did not have a large number of vacancies, nor did its officers have a

high turnover rate. The authorized and on-board staffing levels at most of the police units, including Park Police, increased between fiscal years 1985 and 1988. The vacancy rate at Park Police at the end of fiscal year 1988 was 4.3 percent; the average rate for the 11 other police units was 5.3 percent. Park Police's vacancy rate can be attributed to curtailed hiring because of insufficient funding rather than a shortage of applicants. Park Police's average turnover rate during fiscal years 1985 through 1988 was 3.8 percent. In fiscal year 1988, police departures at Park Police totaled 21, and its turnover rate was 3.3 percent, the lowest rate during the 4-year period. None of the other police units had a lower turnover rate in fiscal year 1988. (See pp. 29 to 34.)

Officials at Park Police, the Secret Service Uniformed Division, and the nonfederal police units said their recruiting efforts consist of various combinations of newspaper and radio advertisements, job fair participation, and college campus and military installation visits. Officials at the other federal police units said they rely either on OPM's register of qualified applicants, circulation of job vacancy announcements, or word-of-mouth advertising. (See p. 31.)

Recommendations

The National Advisory Commission on Law Enforcement, chaired by the Comptroller General, is studying compensation of federal, state, and local law enforcement officers. Since the Commission will make recommendations on the basis of its comparison of compensation among the law enforcement units, GAO is not making recommendations in this report. (See p. 9.)

Agency Comments

In oral comments on a draft of this report, both the Department of the Interior and Park Police generally agreed with the information contained in the report, but they continue to believe Park Police has recruiting and retention problems. They acknowledged that, at times, these problems have been difficult to quantify. However, they said that during the first 9 months of fiscal year 1989, after the period covered by GAO's report, resignations increased from 8 to 14, and the number of officers retiring increased from 7 to 26 compared with the same period in 1988. (See p. 33.)

Contents

Executive Summary		2
Chapter 1		8
Introduction	Overview of Federal Police Forces	8
	National Advisory Commission on Law Enforcement	9
	Objectives, Scope, and Methodology	10
Chapter 2		13
Duties, Responsibilities, and Pay	Occupational Evaluation Results	13
	Park Police Pay Compared With Pay at Police Units With Comparable Positions	16
Chapter 3		20
Benefits	Retirement Eligibility	20
	Benefits at Retirement	20
	Health Insurance	22
	Life Insurance	23
	Injury Leave and Workers' Compensation	24
	Other Benefits	26
Chapter 4		28
Recruiting and Retention	Staffing Levels	28
	Recruiting Practices	31
	Police Officials' Perceptions of Recruiting and Retention Problems	32
	Agency Comments	33
Appendixes		
	Appendix I: Minimum and Maximum Annual Salaries for Full Performance Level Employees and First- And Second-Level Supervisors	36
	Appendix II: Minimum Salary and Other Pay for Full Performance Level Employees and First- and Second-Level Supervisors	42
	Appendix III: Voluntary Retirement Annuity Computations Under the Federal Employees Retirement System	45
	Appendix IV: Normal Retirement Annuity Formulas for Nonfederal Police Units	47
	Appendix V: Major Contributors to This Report	48

Tables

Table 1.1: Park Police by Rank and Location as of September 30, 1988	8
Table 2.1: Comparison of Duties and Responsibilities of Various Police Units With Those of Park Police	14
Table 3.1: Retirement Eligibility	20
Table 3.2: Benefits at Retirement	22
Table 3.3: Health Insurance	23
Table 3.4: Life Insurance	24
Table 3.5: Injury Leave and Workers' Compensation	26
Table 3.6: Other Benefits	27
Table 4.1: Authorized and On-Board Staffing at Fiscal Year-End, 1985-88	29
Table 4.2: Vacancy Rates at Fiscal Year-End, 1985-88	30
Table 4.3: Staff Departures During the Fiscal Year and Turnover Rates at Fiscal Year-End, 1985-88	31
Table 4.4: Number of Applicants During Fiscal Years 1985 to 1988	33
Table I.1: Minimum and Maximum Annual Salaries for Full Performance Level Employees	36
Table I.2: Minimum and Maximum Annual Salaries for First-Level Supervisors	38
Table I.3: Minimum and Maximum Annual Salaries for Second-Level Supervisors	40
Table II.1: Full Performance Level Employees' Minimum Salary and Other Pay	42
Table II.2: First-Level Supervisors' Minimum Salary and Other Pay	43
Table II.3: Second-Level Supervisors' Minimum Salary and Other Pay	44

Figures

Figure 1: Full Performance Level Employees' Minimum and Maximum Salaries	3
Figure 2.1: Minimum Salary Level Comparisons	17
Figure 2.2: Maximum Salary Level Comparisons	19

Abbreviations

CFR	Code of Federal Regulations
FAA	Federal Aviation Administration
FERS	Federal Employees Retirement System
OPM	Office of Personnel Management

Introduction

The National Park Service, established as part of the Department of the Interior in 1916, administers an extensive system of national parks, monuments, historic sites, and recreational areas. The Park Service is responsible for maintaining law and order and protecting persons and property within the national park system. The U.S. Park Police is one of two organizations within the National Park Service with law enforcement responsibilities.¹ Park Police is an urban-oriented police force that primarily patrols the national park areas and monuments in Washington, D.C., and surrounding counties in Maryland and Virginia.

Park Police has 627 officers, of whom 489 are located in the Washington, D.C., area. In 1974, contingents of Park Police were permanently assigned to the Gateway National Recreational Area in New York City and the Golden Gate National Recreational Area in San Francisco. A small number of police officers are also assigned to the Federal Law Enforcement Training Center in Glynco, Georgia, and at other locations in the United States. (See table 1.1.)

Table 1.1: Park Police by Rank and Location as of September 30, 1988

Police rank	Total	Washington, D.C.	California	New York	Other
Chief, Assistant Chief	2	2	•	•	•
Deputy Chief	3	3	•	•	•
Major	9	7	1	1	•
Captain	17	7	•	1	9
Lieutenant	37	29	2	3	3
Sergeant	103	78	7	10	8
Detective	18	14	2	2	•
Private	438	349	38	51	•
Total	627	489	50	68	20

Overview of Federal Police Forces

Most federal police officers are paid under the General Schedule system (GS-083 police series). According to the Office of Personnel Management's (OPM) records, as of September 30, 1988, the federal government employed 7,479 GS-083 series police officers governmentwide, mostly outside the Washington, D.C., area. In addition to the police officers paid under the General Schedule, approximately 3,300 other federal police officers, including Park Police, are paid under separate pay systems authorized through various laws. The annual pay for these police units

¹The other organization with some law enforcement responsibility is the Park Rangers.

is increased by the same percentage and at the same time as the General Schedule salaries.

Special Pay Increases

In December 1987, Congress granted OPM temporary authority to establish special pay rates during fiscal year 1988 for employees not subject to the General Schedule.² OPM already had authority to establish special rates for General Schedule employees when higher pay in the private sector resulted in significant recruiting and retention problems. This temporary authority extended OPM's ability to establish special pay rates when certain factors result in recruiting and retention problems. Factors include higher pay in other executive branch agencies; remote locations; undesirable working conditions; and the adverse nature of the work, including exposure to toxic substances or other occupational hazards.

In February 1988, OPM took two separate pay actions under the temporary authority granted by Congress. First, as requested by Park Police and the Secret Service Uniformed Division, OPM authorized a 12-percent pay increase for nonsupervisory officers in the two police units, and increases ranging from 4 to 8 percent for supervisory officers. Second, for police officers at the Federal Protective Service and other federal police units, OPM authorized a 23.3-percent increase at the trainee level, a 16.7-percent increase at the full performance level, and smaller increases at the supervisory levels.

National Advisory Commission on Law Enforcement

The Anti-Drug Abuse Act of 1988 (Public Law 100-690, section 6160) established the National Advisory Commission on Law Enforcement and appointed the Comptroller General of the United States its chairman. Other members of the Commission include four Members of the Senate, four Members of the House of Representatives, the Director of OPM, the Attorney General and three other Justice officials, the Secretary of the Treasury and two other Treasury officials, three Inspectors General, and three representatives from federal employee groups.

As of August 1989, the Commission was studying the duties and responsibilities, salaries, overtime pay, retirement and other benefits, and recruiting and retention problems of federal, state, and local law enforcement officers. The study covers a representative sample of areas

²Section 529 of the Treasury, Postal Service and General Government Appropriations Act, 1988, as incorporated in Public Law 100-202, 101 Stat. 1329-418.

where federal law enforcement officers are assigned. The Commission will make recommendations on the extent to which legislation or administrative regulations might be necessary or appropriate to (1) rectify inequities among federal agencies and (2) ensure that federal law enforcement officers' compensation is competitive with that of state and local officers in the same geographical areas. Park Police is being included in this study.

Objectives, Scope, and Methodology

We reviewed Park Police pay and benefits at the request of five senators who were concerned (1) how Park Police compensation compares with that of other local police units and (2) whether Park Police was having recruiting and retention problems. After discussions with the requesters, we agreed to (1) compare Park Police duties and responsibilities, pay, retirement, and other benefits, and recruiting practices with those of four federal and seven nonfederal police units in the Washington, D.C., area and (2) describe the extent to which Park Police is experiencing recruiting and retention problems.

To compare the duties and responsibilities of the police units, we agreed with the requesters to follow the same methodology we used in our earlier review of compensation of the Federal Aviation Administration (FAA) police force at National and Dulles airports.³ We also agreed to include the following police units in our review because they are likely to compete in the same labor market.

Federal Police Units

Secret Service Uniformed Division
Federal Protective Service
Library of Congress
U.S. Capitol

Nonfederal Police Units

Alexandria, Virginia
Arlington County, Virginia
District of Columbia
Fairfax County, Virginia
Washington Metropolitan Area Transit Authority, (Metro Transit)
Montgomery County, Maryland
Prince George's County, Maryland

³Compensation and Staffing Levels of the FAA Police Force at Washington National and Washington Dulles International Airports (GAO/GGD-85-24, May 17, 1985).

To compare the pay, benefits, and recruiting practices among the 12 units, we reviewed pay scales, including the special pay rates; personnel orders and regulations describing retirement eligibility requirements and annuity computations; and brochures describing other benefits, such as health and life insurance. We spoke with officials at each police unit and at city and county personnel offices about police officer pay and benefits and about recruiting practices. We also reviewed workers' compensation laws for the District of Columbia, Maryland, and Virginia.

To compare the duties and responsibilities of Park Police with those of other police units, we hired Burkhart & Associates, Inc., a personnel management consulting firm, to do an occupational evaluation similar to the evaluation the firm made of the FAA police force. Burkhart & Associates specializes in developing, implementing, and maintaining position classification systems for federal, state, and local governments. To make its comparison, the consulting firm (1) used OPM's police classification standards and police position descriptions and (2) discussed the duties and responsibilities of police officers with officials from Park Police and the 11 other police units. The firm compared the duties and responsibilities of the full performance level employee (an officer who has completed entry training), first-level supervisor, and second-level supervisor at each police unit with those of their counterparts at Park Police. The consulting firm then rated the duties and responsibilities of each of these positions as higher, comparable, or lower than those of the corresponding positions at Park Police.

To obtain information on recruiting and retention, we (1) obtained the available authorized and on-board staffing levels and the number of staff departures for fiscal years 1985 through 1988 from all the police units and (2) computed the vacancy and turnover rates. We also obtained available documentation on the number of applicants and the written test score averages from the police units and OPM for the same period. We spoke with police officials at all the units about the existence and extent of their recruiting and retention problems. We did not review the information Burkhart & Associates used to evaluate the duties and responsibilities of full performance level employees and first- and second-level supervisors, nor did we verify the information the police units and OPM gave us.

We did our review between April 1988 and March 1989 in accordance with generally accepted government auditing standards. We obtained agency comments from both the Department of the Interior and Park

Chapter 1
Introduction

Police officials who generally agreed with the facts as presented. Their comments are included in chapter 4.

Duties, Responsibilities, and Pay

The duties and responsibilities of full performance level officers and first- and second-level supervisors at 8 of the 11 police units are comparable with those at Park Police. The duties and responsibilities of the three positions at all of the police units were rated either comparable to, or lower than, those at Park Police; none were rated higher.

One of the comparable units, the Secret Service Uniformed Division, pays the same salary as Park Police to officers at all three levels. Six of the units with comparable duties and responsibilities pay higher starting salaries at the full performance level than Park Police, and one pays less. Three of the eight units pay higher minimum salaries to their first-level supervisors, and three units pay more to second-level supervisors. Maximum salaries for the full performance and the first and second supervisory levels are lower at Park Police than at the majority of the police units with comparable duties and responsibilities.

Occupational Evaluation Results

Burkhart & Associates did an occupational evaluation of the full performance and the first- and second-supervisory-level positions at Park Police and at the 11 other police units included in our review. The firm compared each Park Police position with its counterpart at the other police units.

The selection of counterpart positions was based on similarity of duties and responsibilities rather than on position title. For example, the firm's analysis of duties and responsibilities indicates that the first-level supervisor is called sergeant and the second-level supervisor is lieutenant in all jurisdictions except Arlington and Fairfax Counties. In Arlington County, the first- and second-level supervisors are corporals and sergeants, respectively. In Fairfax County, the first-level supervisors are second lieutenants and the second-level supervisors are first lieutenants.

Burkhart & Associates found that the two primary differences in the duties and responsibilities of police officers are (1) the extent to which they have to be knowledgeable about various laws and regulations and (2) the seriousness of the situations they encounter. The firm used these as the criteria for comparing positions.

We asked the consulting firm to rate the duties and responsibilities of each of the three positions at the 11 police units as being higher, comparable to, or lower than related Park Police positions. Table 2.1 shows that the consulting firm rated the duties and responsibilities of the full

performance and first-and second-level supervisory positions at 8 of the 11 police units as comparable to those at Park Police; in three units, these positions were rated as having lesser duties and responsibilities.

Table 2.1: Comparison of Duties and Responsibilities of Various Police Units With Those of Park Police

Police unit	Full performance	Supervisor	
		First level	Second level
Federal			
Secret Service Uniformed Division	Comparable	Comparable	Comparable
Federal Protective Service	Lower	Lower	Lower
Library of Congress	Lower	Lower	Lower
U.S. Capitol	Comparable	Comparable	Comparable
Nonfederal			
Alexandria	Comparable	Comparable	Comparable
Arlington County	Comparable	Comparable	Comparable
District of Columbia	Comparable	Comparable	Comparable
Fairfax County	Comparable	Comparable	Comparable
Metro Transit	Lower	Lower	Lower
Montgomery County	Comparable	Comparable	Comparable
Prince George's County	Comparable	Comparable	Comparable

Park Police Duties and Responsibilities

Burkhart & Associates reported that Park Police activities include investigating suicides, homicides, assaults, rapes, and robberies; making arrests; controlling crowds; responding to family disputes in national parks; and detecting and preventing crimes. According to Burkhart & Associates, Park Police officers are required to have a broad knowledge of the laws and regulations of all jurisdictions that have areas in the National Capital Region—Maryland and Virginia; Arlington, Fairfax, Prince George's, and Montgomery Counties; the District of Columbia and the city of Alexandria; and other smaller jurisdictions adjacent to U.S. park land. The consulting firm also reported that Park Police officers must have a broad knowledge of the various court systems within the region and that the potential for Park Police to encounter a large number of serious incidents is great.

Positions at Three Police Units Rated Lower Than Related Positions at Park Police

As table 2.1 shows, the consulting firm rated the duties and responsibilities of all three positions at the Federal Protective Service, Library of Congress, and Metro Transit lower than those at Park Police. The consulting firm also provided a comparative analysis of the duties and responsibilities of officers at each of the three units.

Federal Protective Service officers patrol in and around federal buildings in the Washington, D.C., area. Occasionally, they are involved in crowd control during demonstrations. Officers must know the laws and regulations of all the jurisdictions comprising the National Capital Region. According to the consulting firm, the Federal Protective Service is rarely involved in incidents as serious as those encountered by Park Police. The consulting firm reported that most of the Federal Protective Service's reportable incidents involve building safety hazards, such as doors or windows left unlocked or trash in hallways. According to the consultant, only 1 percent of the incidents Federal Protective Service officers encounter result in arrests.

Federal Protective Service officials said they strongly object to the consultant's conclusion because Federal Protective Service officers do more than investigate building hazards. They believe that their police unit officers encounter more serious incidents than Park Police encounter. However, according to statistics Federal Protective Service gave us, only 1 percent of the crimes Federal Protective Service officers encountered in 1988 were people-related (murder, rape, or assault) and 99 percent were property-related. Of the incidents Park Police officers encountered, 41 percent were people-related and 59 percent were property-related. Federal Protective Service officials also believe that a low percentage of incidents result in arrests because the total reported incidents include minor incidents that other police units may not report.

The Library of Congress police force is responsible for the protection of national treasures inside three buildings near the U.S. Capitol and three buildings located elsewhere in the District of Columbia and Prince George's County, Maryland. Therefore, the police officers must know the Code of Federal Regulations (C.F.R.) and the laws and regulations of the District of Columbia and Maryland. According to the consulting firm, the potential for serious reportable incidents is less for the Library of Congress officers than for Park Police. Library of Congress officials agree that their officers do not encounter as many serious incidents as Park Police officers but offered no other comments.

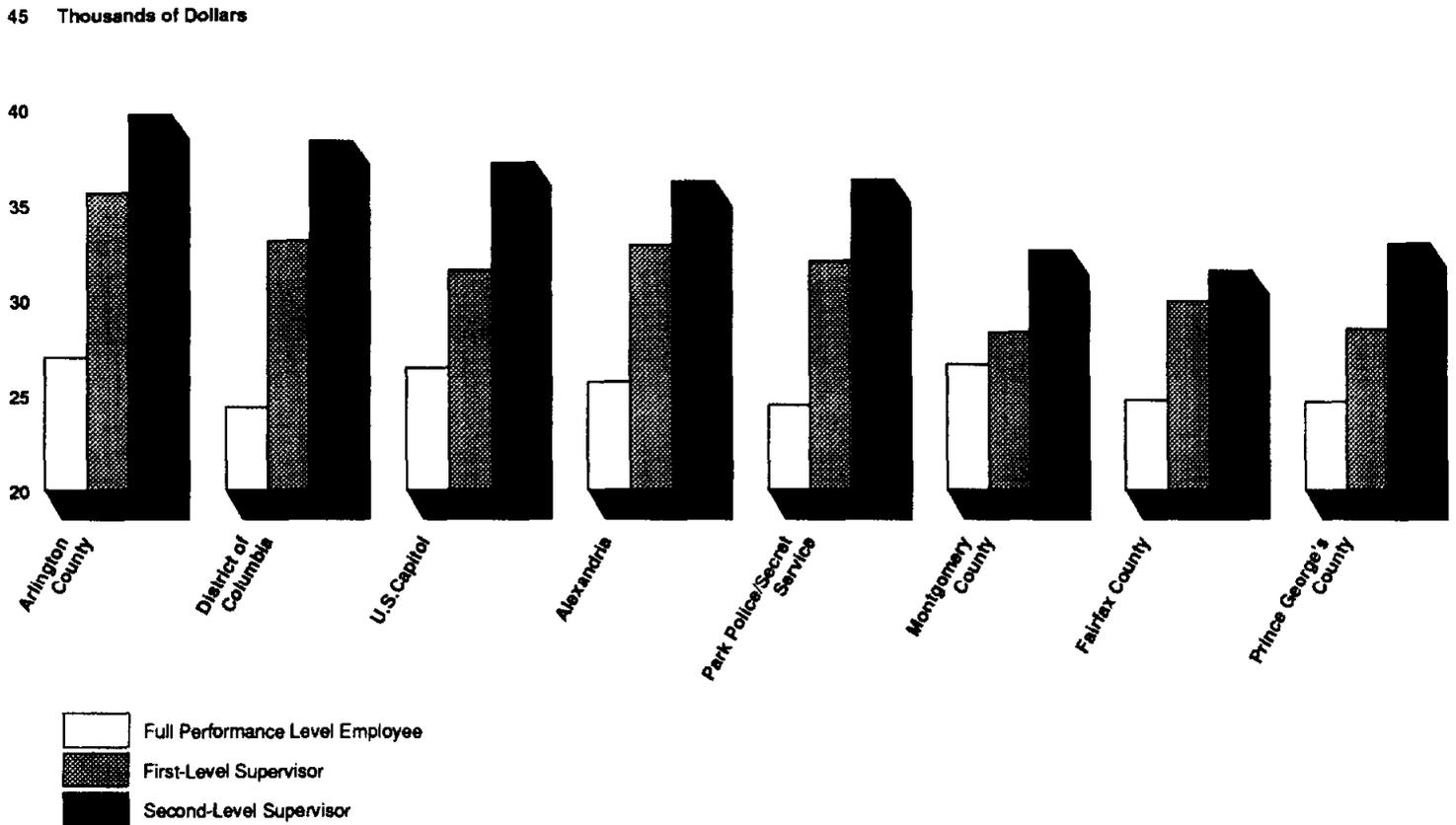
The consulting firm reported that the Metro Transit police unit's knowledge requirements are similar to those of Park Police. However, according to the consultant, most of the situations Metro Transit police officers encounter are minor incidents. Metro Transit police officials believe the knowledge requirements for their unit's officers are greater than those for Park Police. However, they agree that most incidents encountered by

Metro Transit police officers are minor because of the relatively crime-free environment of the Metro Transit System.

**Park Police Pay
Compared With Pay at
Police Units With
Comparable Positions**

Six of the eight police units with duties and responsibilities comparable to those of Park Police pay starting salaries to their full performance level employees that are from 1 to 11 percent higher than those paid by Park Police. The six units are the Capitol Police and the police forces of Arlington; Fairfax, Montgomery, and Prince George's Counties; and the city of Alexandria. (See fig. 2.1.) The salary comparisons include the special pay rates for certain federal police units authorized by OPM in February 1988 and any bonus amounts. Without these special pay rates, Park Police and the Secret Service Uniformed Division would be in a considerably less favorable position.

Figure 2.1: Minimum Salary Level Comparisons



In addition to regular pay, Park Police and three of the units with comparable positions—the Secret Service Uniformed Division and the police forces of the District of Columbia and Fairfax County—pay their officers a longevity bonus. Park Police, the Secret Service Uniformed Division, and the District of Columbia police use the same formula to compute their longevity bonuses. After 15 years of service, a bonus of 5 percent of the minimum salary for the position the officer occupies is added to his or her basic salary. At 20 years of service, the bonus is 10 percent; at 25 years, 15 percent; and at 30 years, 20 percent. Park Police, the Secret Service Uniformed Division, and the District of Columbia police department do not consider these longevity bonuses when computing overtime or insurance coverage.

When Fairfax County officers attain 15 years of service and are at the top step of their pay grade, a 5-percent longevity bonus is added to their basic pay. Fairfax County also pays its full performance level employees and first-level supervisors a roll call bonus for reporting for duty 30 minutes early. They are paid 1-1/2 times their hourly rates, including the longevity bonuses, for a maximum of 5 hours during any 2-week period. Assuming 4 weeks of leave, the maximum roll call bonus on an annual basis is equal to 8.7 percent.

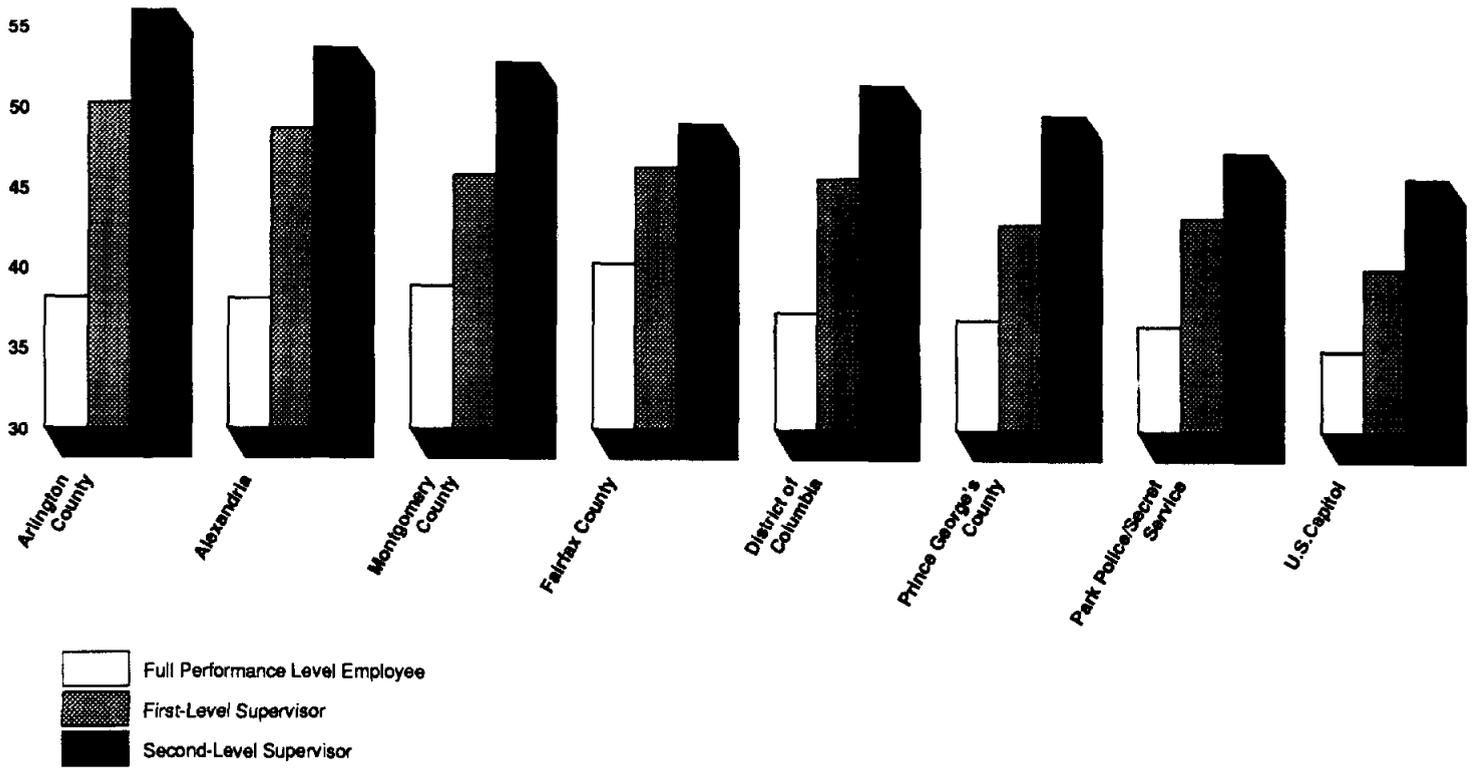
In determining the maximum salaries at Park Police, we included the largest longevity bonus paid to a significant percentage of officers. We included a 5-percent longevity bonus for the full performance level employee and a 10-percent bonus for the first- and second-level supervisors because few or no Park Police officers earned a larger bonus. We used the same 5- and 10-percent longevity bonuses in determining the maximum salaries at the Secret Service Uniformed Division and the District of Columbia police unit. In determining the maximum salaries for the Fairfax County police officers, we included (1) the 5-percent longevity bonus for all three levels and (2) the maximum roll call bonus for the full performance level employee and the first-level supervisor.

The minimum salary for first-level supervisors at three of the police units with comparable duties and responsibilities—the police forces of the city of Alexandria, the District of Columbia, and Arlington County—range from 3 to 11 percent higher than at Park Police. Similarly, minimum salaries for second-level supervisors at three of the police units with comparable duties and responsibilities—the Capitol Police and the police forces of the District of Columbia and Arlington County—are from 3 to 9 percent higher. At each supervisory level, four police units with comparable duties and responsibilities pay minimum salaries that are less than those of Park Police. (See app. I for more detailed information on minimum and maximum salaries and app. II for other pay provisions.)

The maximum salary for the full performance level employee at six of the eight comparable police units ranges from 1 to 11 percent higher than at Park Police. Similarly, the maximum salaries for the first- and second-level supervisors at five and six of the police units, respectively, are higher than at Park Police. The maximum first supervisory level salary ranges from 5 to 16 percent higher, and the maximum second supervisory level salary ranges from 4 to 19 percent higher. (See fig. 2.2.)

Figure 2.2: Maximum Salary Level Comparisons

60 Thousands of Dollars



Benefits

Retirement, health insurance, and workers' compensation benefits at Park Police are comparable to, or better than, those provided by most of the other police units included in this review. Park Police officers and officers of the other federal and the District of Columbia police units have comparable life insurance benefits. However, a Park Police officer's life insurance benefits depend on the officer's age. Park Police also provides uniforms, but it does not provide education or tuition assistance to its officers as do 9 of the 11 other police units.

Retirement Eligibility

Park Police and Secret Service Uniformed Division officers can retire with fewer years of service and at a younger age than any of the other federal police officers included in our review. In two of the nonfederal police units, officers can retire with fewer years of service and no minimum age requirement. (See table 3.1.)

Table 3.1: Retirement Eligibility

Police unit	Eligibility requirements	
	Years of service	Minimum age
Alexandria	5	none
Prince George's County	20	none
Park Police	20/25^a	50/none^a
Secret Service Uniformed Division	20/25 ^a	50/none ^a
Fairfax County	25	none
Montgomery County	15/25 ^a	55/46 ^a
Arlington County	5/25 ^a	52/50 ^a
District of Columbia	25	50
Metro Transit	25	50
Federal Protective Service, Library of Congress, U.S. Capitol	30 ^b	55 to 57

Note: The table is presented by minimum age and minimum years of service in ascending order.
^aThe first figure in the "years of service" column relates to the first figure in the "minimum age" column; the second figures in these columns relate to each other. For example, an Arlington County police officer with 5 years of service can retire at age 52, or with 25 years of service at age 50.
^bEmployees can also retire with 20 years of service at age 60, or with 5 years of service at age 62.

Benefits at Retirement

Park Police and Secret Service Uniformed Division officers hired before January 1, 1984, are covered by the District of Columbia police and firefighters retirement plan. Officers newly hired by these two units on or after that date are covered by the Federal Employees Retirement System (FERS). To maintain a young and vigorous law enforcement workforce, various laws enacted since 1947 allow certain federal police

officers to retire earlier and to receive higher annuities for the same length of service. Park Police and Secret Service Uniformed Division officers covered by FERS are entitled to these special pension plan benefits.

After 25 years of service, officers at three nonfederal police units receive higher benefits at retirement than officers at Park Police and the Secret Service Uniformed Division. Also, Metro Transit and Montgomery County police officer benefits at retirement are about the same as those at Park Police, but these police officers contribute less toward their benefits than Park Police officers. (See table 3.2.) We based our comparisons on 25 years of service because officers are generally eligible to retire at that point. (App. III contains a discussion of the retirement annuity computations under FERS, including the assumptions we used, and app. IV shows the annuity formulas for nonfederal police officers.)

**Chapter 3
Benefits**

Table 3.2: Benefits at Retirement

Police unit	Percent of employee contribution to retirement^a	Percent of salary with 25 years of service
District of Columbia	8.7	65.9 ^b
Fairfax County	13.7	65.9
Prince George's County	6.7	63.4
Park Police^c	9.2	53.6^d
Secret Service Uniformed Division ^c	9.2	53.6 ^d
Metro Transit	4.3	53.4
Montgomery County	(e)	53.4
Federal Protective Service ^c	8.7	48.1 ^f
U.S. Capitol and Library of Congress ^c	8.7	46.5 ^f
Arlington County	6.7	40.9
Alexandria	varies ^g	varies ^g

Note: Metro Transit, Montgomery County, Arlington County, and Alexandria police officers are covered by Social Security. Because these nonfederal officers will not be eligible for Social Security annuities until age 62, we have not considered this coverage in our analysis of benefits at retirement.

^aBecause Park Police officers were contributing about 1.7 percent of their salary to the thrift fund savings plan at the time of our review, percentages are based on the assumption that the average annual contributions to a deferred compensation plan at the police units total 1.7 percent. The rate of return was assumed to be 7 percent, because this is the long-term interest rate assumption OPM uses to calculate the cost of FERS pension benefits.

^bThe pay for all officers who completed 20 years of service by October 1, 1987, or who do so by September 30, 1990, will be increased by 5 percent annually. This increase is considered basic pay in retirement annuity computations.

^cBenefits at retirement include a special retirement supplement that approximates the Social Security benefit earned while officers were employed by the federal government and that is paid as an annuity until officers reach age 62.

^dLongevity bonuses are not taken into consideration in the computation of the basic pension, but they do affect the amount of the special retirement supplement. The percent of salary with 25 years of service is based on a set of assumptions, including a history of 5 percent annual salary increases and a retirement date of 1/1/2013 at age 50. See appendix III for details.

^eEmployees contribute 3.75 percent of regular earnings up to the maximum Social Security wage base, and 7.5 percent of earnings in excess of the wage base. Employees can also contribute 25 percent of their salary up to a maximum of \$7,500 a year, to a deferred compensation plan.

^fIt was assumed that these employees were 60 years of age or older, because they would not be eligible to retire with 25 years of service at a younger age.

^gThe employer contributes 20 percent of the police officer's basic compensation to the retirement income plan, and the police officer can voluntarily contribute from a minimum of \$10 biweekly to a maximum of 10 percent of basic compensation. Police officers can also contribute up to 25 percent of their salary or \$7,500 a year whichever is less, to a deferred compensation plan.

Health Insurance

Park Police and other federal police units contribute the same amount toward health insurance premiums. However, Park Police contributes

more toward employees' health insurance premiums than five of the seven nonfederal police units for individual plans and more than three of the seven nonfederal police units for family plans. (See table 3.3.)

Table 3.3: Health Insurance

Police unit	Maximum premium payment by employer ^a	Percent of premium paid by employer ^a
Prince George's County	\$1,552/3,961	75 to 99/ 75 to 99
Metro Transit	3,533/3,533	100/100
Montgomery County	1,146/2,931	76 to 83/ 70 to 83
Alexandria	1,061/2,929	17 to 100/ 21 to 100
Park Police and other federal police units	1,182/2,586	75 maximum^b
Arlington County	1,065/2,489	80 to 100/ 78 to 96
Fairfax County	965/2,257	81 to 96/ 64 to 81
District of Columbia	904/2,183	75 maximum

Note: The table is presented with the maximum premium payment by the employer for family plans in descending order.
^aThe first figure represents the employers' contribution for individual plans; the second represents the contribution for family plans.
^bEmployer pays 60 percent of the average high-option premium of six of the largest health benefit plans but not more than 75 percent of the premium of any individual plan.

Life Insurance

Officers at Park Police, the other federal police units, and the District of Columbia receive the same life insurance coverage. Only one nonfederal police unit offers more life insurance coverage to full performance level employees and first-and second-level supervisors than Park Police and the other federal police units offer to officers who are 35 years of age or younger. By age 45, the federal and District of Columbia police officers lose almost half of their life insurance coverage because of a provision that doubles the amount of coverage up to age 35 but then decreases it by 10 percent each year until age 45. At this point, four of the seven nonfederal police units offer more life insurance coverage than Park Police or the other federal police units. Officers at the federal police units pay more for their coverage than the officers at the nonfederal police units. (See table 3.4.)

Table 3.4: Life Insurance

Police unit	Coverage as a percent of minimum salary			Employee annual cost per \$1,000 coverage
	Full performance employee	First-level supervisor	Second-level supervisor	
Fairfax County	303	306	304	\$2.04
District of Columbia ^a	222	218	214	2.08 ^b
Federal Protective Service ^a	221	224	220	4.81
Park Police^a	221	219	215	4.81
Secret Service Uniformed Division ^a	221	219	215	4.81
Library of Congress ^a	219	215	215	4.81
U.S. Capitol ^a	219	215	215	4.81
Montgomery County	203	201	203	1.32
Metro Transit	202	151	153	.11 ^c
Prince George's County	195	193	194	0
Alexandria	101	100	102	.72
Arlington County ^d	28	101	101	0

Note: The table is presented with the coverage as a percent of minimum salary in descending order. The order is based on the full performance employee column.

^aComputations are based on the assumption that the employee is 35 years of age or younger. An extra benefit doubles the coverage amount up to age 35 and then decreases it by 10 percent each year until the employee reaches 45.

^bFor every \$1,000 of life insurance coverage, employees hired before October 1, 1987, pay \$4.81 annually.

^cLife insurance coverage is provided to full performance level employees at no cost.

^dThe county provides \$7,500 of life insurance coverage at no cost to full performance level employees. All other employees are provided coverage equal to their salaries up to a maximum of \$50,000.

Injury Leave and Workers' Compensation

Injury leave is administrative sick leave granted to officers injured or disabled in the line of duty. Like the other police units we reviewed, Park Police provides its officers with full salary while they are on injury leave. The District of Columbia provides unlimited injury leave with full pay to totally disabled officers for as long as they are incapacitated. Park Police and Secret Service Uniformed Division officers hired before January 1, 1984, also receive injury leave for as long as they are totally disabled. As provided by the Federal Employees' Compensation Act, Park Police and Secret Service Uniformed Division officers newly hired on or after January 1, 1984, and other federal police officers receive injury leave for up to 45 days while their claims are adjudicated. Police officers at the other nonfederal units are also paid injury leave for periods ranging from 3 days to 1 year.

With two exceptions, Park Police and other federal police officers receive benefits comparable to, or greater than, those received by nonfederal police officers injured on the job. The District of Columbia provides unlimited injury leave, and Montgomery County supplements workers' compensation to provide the employee with full pay. To compensate totally disabled federal police officers for lost wages, the Federal Employees' Compensation Act provides for two-thirds of an employee's gross salary if there are no dependents, or three-fourths if there are one or more dependents. These compensation payments are nontaxable. (See table 3.5.)

Table 3.5: Injury Leave and Workers' Compensation

Police unit	Hired	Injury leave		Workers' compensation	
		Percent of salary	Maximum amount of time employee can receive	Percent of salary	Maximum amount of time employee can receive
District of Columbia		100	(a)	(b)	(b)
Montgomery County		100	(e)	66 2/3 ^d	(a)
Fairfax County		100	1 year	66 2/3	500 weeks
Prince George's County		100	360 days	66 2/3	(a)
Alexandria		100	18 weeks	66 2/3	500 weeks
Arlington County		100	90 days	66 2/3	500 weeks
	before 1/1/84	100	(a)	(b)	(b)
Park Police	on or after 1/1/84	100	45 days	66 2/3 or 75^e	(a)
Secret Service	before 1/1/84	100	(a)	(b)	(b)
Uniformed Division	on or after 1/1/84	100	45 days	66 2/3 or 75 ^e	(a)
Federal Protective Service, U.S. Capitol, and Library of Congress		100	45 days	66 2/3 or 75 ^e	(a)
Metro Transit		100	3/90 days ^f	66 2/3 ^g	(h)

Note: The table is presented with the maximum amount of time employees can receive injury leave in descending order.

^aNo limit on the amount of time employees can receive injury leave or workers' compensation.

^bPark Police and Secret Service Uniformed Division officers hired before January 1, 1984, and District of Columbia police officers are not eligible for workers' compensation payments.

^cEmployees are placed on administrative leave until eligibility for workers' compensation is decided.

^dThe county supplements workers' compensation benefits to provide the employee with full pay.

^eWorkers' compensation provides two-thirds of gross salary if there are no dependents, or three-fourths of gross if there are one or more dependents.

^fFull performance level employees receive injury leave for 3 days; supervisors, 90 days.

^gWorkers' compensation payments are supplemented to provide the employees with their full pay for up to 120 days. After the 120 days, employees who work in the District of Columbia receive 80 percent of their net salary or 66-2/3 percent of their gross salary, whichever is less; those who work in Virginia or Maryland receive 66-2/3 percent of their gross salary.

^hEmployees can receive workers' compensation benefits from the District of Columbia or Maryland as long as they are disabled. Virginia provides injured workers with benefits for a maximum of 500 weeks.

Other Benefits

Other benefits provided by the 12 police units we reviewed include uniforms, uniform cleaning allowances, squad car take-home privileges, and education or tuition assistance. The police units provide various combinations of these benefits, and eligibility for these benefits varies. Park Police, like all the other police units, provides uniforms to its

officers. Park Police also provides squad car take-home privileges to selected employees above the second supervisory level but does not provide uniform cleaning allowances and education or tuition assistance. Five of the 11 other police units provide uniform cleaning allowances or uniform cleaning at no cost to the officers, 6 provide squad car take-home privileges, and 9 provide education or tuition assistance. (See table 3.6.)

Table 3.6: Other Benefits

Police unit	Uniforms provided	Uniform cleaning allowances	Squad care taken-home privileges	Education or tuition assistance
Fairfax County	yes	yes	yes ^a	yes
Prince George's County	yes	yes	yes	yes
Alexandria	yes	no	yes	yes ^b
Arlington County	yes	no	yes	yes
District of Columbia	yes	no	yes ^c	yes
Metro Transit	yes	yes ^d	no	yes
Montgomery County	yes	yes ^e	yes	yes
Library of Congress	yes	no	no	yes
Secret Service Uniformed Division	yes	yes ^e	no ^f	yes
Park Police	yes	no	no^g	no
Federal Protective Service	yes	no	no	no
U.S. Capitol	yes	no	no	no

^aSquad car take-home privileges are available to captains or above and to full performance level employees on a standby basis.

^bEducation or tuition assistance is provided if funds are available. Officers must request assistance prior to the fiscal year in which it is needed.

^cFull performance level employees who live in the District of Columbia and inspectors and above have squad car take-home privileges.

^dThe uniform cleaning allowance is provided only to full performance level employees.

^eAn allowance is not provided, but uniforms are cleaned free of charge.

^fCanine officers and supervisors use the squad cars either to transport canines to and from their residences or to respond to emergencies. The chief, deputy chiefs, inspectors, and employees in charge of select units also take squad cars home.

^gFull performance level employees and first- and second-level supervisors do not have squad car take-home privileges; however, the chief, deputy chiefs, and employees in charge of select units do.

Recruiting and Retention

A comparison of Park Police vacancy and turnover rates with those of other police units does not indicate that Park Police is having recruiting and retention problems. Between October 1985 and September 1988, authorized and on-board staffing levels at Park Police increased, and the vacancy rate over the period varied but was at its lowest level in fiscal year 1988. The turnover rate at Park Police varied slightly and was at its lowest level for the 4-year period in fiscal year 1988.

Officials at Park Police, the Secret Service Uniformed Division, and nonfederal police units said that they recruit through various combinations of newspaper and radio advertisements, participation in job fairs, and visits to college campuses and military installations. A Federal Protective Service official said the Service relies primarily on OPM's recruiting efforts. Officials at the other federal police units said they use either word-of-mouth advertising or the circulation of vacancy announcements. Officials at Park Police, the Secret Service Uniformed Division, Federal Protective Service, Metro Transit, and the police forces of Arlington, Montgomery, and Prince George's Counties are concerned about the quality of the applicants their units are attracting.

Staffing Levels

From fiscal year 1985 to fiscal year 1988, the authorized strength at Park Police increased by 75 (13 percent), and the on-board strength increased by 80 (15 percent). Table 4.1 shows the authorized and on-board staffing at the police units for fiscal years 1985 through 1988.

**Chapter 4
Recruiting and Retention**

Table 4.1: Authorized and On-Board Staffing at Fiscal Year-End, 1985-88

Police unit	Authorized				On-board			
	1985	1986	1987	1988	1985	1986	1987	1988
District of Columbia	3958	3958	3958	3958	3850	3791	3846	3857
U.S. Capitol ^a	1227	1239	1239	1256	1168	1139	1209	1225
Secret Service Uniformed Division	1008	1018	1088	1111	959	976	981	1008
Prince George's County	918	943	958	973	907	912	936	960
Fairfax County	827	859	889	920	798	821	822	881
Montgomery County	794	794	815	835	757	792	784	811
Park Police	580	580	655	655	547	528	576	627
Arlington County	293	306	307	309	286	293	305	308
Metro Transit	255	258	255	256	250	244	250	248
Federal Protective Service ^b	966	795	650	290	720	630	543	240
Alexandria ^c			230	230			226	239
Library of Congress	155	142	144	139	134	131	126	119

^aThese figures are as of December 31.

^bFor the most part, staffing decreases resulted from function transfers to other federal agencies.

^cThese figures are as of June 30. Information for the years before 1987 was not available.

Vacancy Rates

In fiscal year 1988, the vacancy rate at Park Police was 4.3 percent. The average vacancy rate for the 11 other police units was 5.3 percent; however, their vacancy rates ranged from 0 to 17.2 percent. Eight of the police units, including all of the nonfederal units, had vacancy rates in fiscal year 1988 that were lower than the vacancy rate at Park Police. Vacancy rates at all of the police units varied considerably from fiscal years 1985 through 1988.

Park Police officials said no police officers were hired during fiscal year 1986 and the first half of fiscal year 1987 because of insufficient funding. This lack of hiring contributed to the vacancy rate increase in those 2 years. Also, an increase of 75 in Park Police authorized staffing in fiscal year 1987 contributed to the higher vacancy rate that year. Park Police officials said they curtailed hiring in fiscal year 1988 as well because of a lack of funding. While Park Police received over 2,500 applications that year, it hired only 72 officers. Table 4.2 shows the vacancy rates at the police units from fiscal years 1985 through 1988.

Table 4.2: Vacancy Rates at Fiscal Year-End, 1985-88

Police unit	1985	1986	1987	1988
Federal Protective Service	25.5	20.8	16.5	17.2
Library of Congress	13.5	7.7	12.5	14.4
Secret Service Uniformed Division	4.9	4.1	9.8	9.3
Park Police	5.7	9.0	12.1	4.3
Fairfax County	3.5	4.4	7.5	4.2
Metro Transit	2.0	5.4	2.0	3.1
Montgomery County	4.7	0.3	3.8	2.9
District of Columbia	2.7	4.2	2.8	2.6
U.S. Capitol ^a	4.8	8.1	2.4	2.5
Prince George's County	1.2	3.3	2.3	1.3
Arlington County	2.4	4.2	0.7	0.3
Alexandria ^b			1.7	0

Note: To calculate the vacancy rates, we divided the number of vacancies (authorized staffing level minus on-board staffing) by the authorized staffing.

^aThese figures are based on the 12-month period ending December 31.

^bThese figures are based on the 12-month period ending June 30. Information for 1985 and 1986 was not available.

Turnover Rates

All the police units we reviewed, except one, had higher turnover rates in fiscal years 1985 through 1988 than Park Police. In 1987, the Prince George's County Police Department had a lower turnover rate. Twenty-one officers left Park Police in fiscal year 1988, resulting in a turnover rate of 3.3 percent, Park Police's lowest turnover rate for fiscal years 1985 through 1988. The average fiscal year 1988 turnover rate for the other 11 police units was 8.4 percent. Table 4.3 shows staff departures and turnover rates at the police units from fiscal year 1985 through fiscal year 1988. We did not study the demographics of the officers in each police unit, and therefore, we do not know whether differences in turnover rates among the units can be attributed to such factors. For example, an annual turnover rate for a unit might be significantly higher than other turnover rates because that unit had an unusually large number of officers retiring in that year.

Table 4.3: Staff Departures During the Fiscal Year and Turnover Rates at Fiscal Year-End, 1985-88

Police unit	Staff departures				Turnover rates ^a			
	1985	1986	1987	1988	1985	1986	1987	1988
Federal Protective Service	97	106	90	56 ^b	13.5	16.8	16.6	23.3 ^c
Arlington County	21	24	16	30	7.3	8.2	5.2	9.7
Secret Service Uniformed Division	69	83	103	92	7.2	8.5	10.5	9.1
Alexandria ^d			16	20			7.1	8.4
Fairfax County	54	60	62	61	6.8	7.3	7.5	6.9
U.S. Capitol ^e	114	126	60	79	9.8	11.1	5.0	6.4
Montgomery County	35	39	42	50	4.6	4.9	5.4	6.2
Metro Transit	13	11	15	15	5.2	4.5	6.0	6.0
Library of Congress	12	6	7	7	9.0	4.6	5.6	5.9
District of Columbia	181	152	155	207	4.7	4.0	4.0	5.4
Prince George's County	54	42	33	48	5.9	4.6	3.5	5.0
Park Police	23	19	24	21	4.2	3.6	4.2	3.3

^aWe divided the annual staff departures by the on-board staffing.

^bWhen function transfers to other agencies are included, the staff departures total 307.

^cWhen function transfers to other agencies are included, the turnover rate is 127.9 percent.

^dThese figures are based on the 12-month period ending June 30. Information for 1985 and 1986 was not available.

^eThese figures are based on the 12-month period ending December 31.

Recruiting Practices

According to a Park Police official, Park Police recruits mainly in Washington, D.C., and the eastern and southern states (Georgia, Louisiana, Maryland, North Carolina, Pennsylvania, Virginia, South Carolina, and West Virginia) using newspaper advertisements, attending job fairs, and visiting college campuses and military installations. A Secret Service Uniformed Division official said the Service focuses its recruiting efforts on the east coast and advertises in newspapers. The Secret Service also contacts military installations and groups representing minority interests.

A Federal Protective Service official said the police unit relies on the OPM register of qualified applicants and occasionally uses newspaper and radio advertisements. According to an official, the U.S. Capitol Police uses word-of-mouth advertising. An official at the Library of Congress police unit said the unit posts job vacancy announcements on bulletin boards. According to officials at the nonfederal police units, their units use various combinations of newspaper and radio advertisements,

attendance at job fairs, and visits to college campuses and military installations to recruit either locally or along the east coast.

Police Officials' Perceptions of Recruiting and Retention Problems

Park Police officials said that their ability to attract and maintain a quality staff has been hampered because state and local law enforcement agencies pay higher salaries. Although the Secret Service Uniformed Division receives a large number of applications, officials at that police unit said they have been unable to fill vacancies because many of the applicants are eliminated during screening procedures, such as background investigations. They also said some of their new recruits have resigned because of the high cost of living in the Washington, D.C., area. According to Federal Protective Service officials, the police unit's recruiting and retention problems are severe, and most of its applicants have poor employment records or past involvement with criminal activities. They also said most of the police officers who leave the Federal Protective Service go to other federal law enforcement agencies for better pay and retirement benefits.

Police officials of Arlington, Montgomery, and Prince George's Counties and Metro Transit said they are concerned about the quality of the applicants they are attracting. Some of the concerns included the applicants' inability to pass drug tests, failure to meet academic requirements, and past criminal records. Police officials of Montgomery County and the Library of Congress said they have experienced problems attracting women and minorities. Officials at the Park Police and Montgomery County said they are either giving their written test more often or in more locations, or are working with black, women's, and Hispanic interest groups to help solve these problems.

Number and Quality of Applicants

Eight of the police units, including Park Police, were unable to provide complete information on the number of applications they received for police officer positions from fiscal years 1985 through 1988. On the basis of available information, the number of applicants or applicants tested at Park Police and most of the other police units fluctuated from year to year. Park Police officials said they did not hire during fiscal year 1986 and the first part of fiscal year 1987 because of insufficient funding. (See table 4.4.)

Chapter 4
Recruiting and Retention

Table 4.4: Number of Applicants During Fiscal Years 1985 to 1988

Police unit	1985	1986	1987	1988
Secret Service Uniformed Division ^a	1,981	1,386	3,122	4,227
Fairfax County	1,320	1,430	1,690	2,850
Park Police^a	1,600	0	860	2,539
District of Columbia	3,203	309	2,407	1,581 ^b
U.S. Capitol	(c)	1,223	1,413	1,368
Prince George's County	2,706	1,148	1,437	1,344
Arlington County	(c)	655 ^d	310 ^d	568 ^d
Metro Transit	(c)	(c)	(c)	525 ^a
Montgomery County	570	617	715	498 ^b
Alexandria ^e	449	195	194	367
Federal Protective Service ^a	464	57	20	219
Library of Congress	299	95	55	103

^aData reported represent the number of applicants tested, not the total number of applicants.

^bInformation reported represents the number of applications received during the 9-month period from October 1 to June 30.

^cInformation was not available.

^dInformation reported is for the 12-month period ended December 31.

^eData reported represent the number of applicants tested for the 12-month period ended June 30, not the total number of applicants.

As with most of the other police units, Park Police was unable to provide the average of the applicants' written test scores for each of the fiscal years from 1985 to 1988, to show that the quality of the applicants is decreasing. During the 4-year period, the police unit at the Library of Congress did not give its applicants written tests, and the Capitol Police did not give tests until fiscal year 1988. The Secret Service Uniformed Division was able to provide the percentage of applicants who passed the written test during the 4 years, and the percentage increased each year.

Agency Comments

We obtained oral comments on a draft of this report from Department of the Interior and Park Police officials who generally agreed with the facts. However, they continue to believe Park Police has recruiting and retention problems. Park Police officials acknowledged that these problems are difficult to quantify. They said that while Park Police is receiving a large number of applications, they believe the quality of the applicants has decreased. They said Park Police has had trouble recruiting women and minorities. Park Police officials also said a comparison of the resignations and retirements during the first 9 months of fiscal year

Chapter 4
Recruiting and Retention

1989 (later than the period covered by this report) compared with those during the same period in 1988 shows that resignations increased from 8 to 14, and the number of officers retiring increased from 7 to 26.

Minimum and Maximum Annual Salaries for Full Performance Level Employees and First- and Second-Level Supervisors

Table I.1: Minimum and Maximum Annual Salaries for Full Performance Level Employees

Police unit	Minimum salary	
Arlington County		\$27,040
Montgomery County		26,631
U.S. Capitol		26,470
Library of Congress ^a		26,470
Alexandria		25,742
Fairfax County		24,723 ^b
Prince George's County		24,625
Park Police		24,450
Secret Service Uniformed Division		24,450
District of Columbia		24,377
Metro Transit ^a		22,824
Federal Protective Service ^a		19,882

Police unit	Maximum salary	Years to maximum
Fairfax County	\$40,272 ^c	9
Montgomery County	38,888	11
Arlington County	38,141	13
Alexandria	38,096	9
District of Columbia	37,236 ^d	15
Prince George's County	36,842	12
Park Police	36,420^e	16
Secret Service Uniformed Division	36,420 ^e	16
U.S. Capitol	34,980	26
Library of Congress ^a	30,726 ^f	26
Metro Transit ^a	30,615	10
Federal Protective Service ^a	25,147	19

Appendix I
Minimum and Maximum Annual Salaries for
Full Performance Level Employees and First-
and Second-Level Supervisors

^aThe consultant rated this police unit's duties and responsibilities "lower" than those at Park Police.

^bThis amount includes the maximum roll call bonus of 8.7 percent above the minimum annual salary of \$22,744 shown on the pay scale.

^cThis amount includes a longevity bonus and the maximum roll call bonus. The longevity bonus consists of 5 percent of current salary, assuming the employee had completed over 15 years of service and was earning \$35,285—the maximum annual salary shown on the pay scale. The roll call bonus is 8.7 percent of the maximum annual salary, including the longevity bonus.

^dThis amount includes a longevity bonus of 5 percent of the minimum salary, assuming the employee had completed between 15 and 20 years of service and was earning \$36,017—the maximum annual salary shown on the pay scale. The basic pay for all officers who completed 20 years of service by October 1, 1987, or who do so by September 30, 1990, will be increased by another 5 percent annually. This amount is not included in the table.

^eThis amount includes a longevity bonus of 5 percent of the minimum salary, assuming the employee had completed between 15 and 20 years of service and was earning \$35,197—the maximum annual salary shown on the pay scale. At Park Police, 118 (27 percent) of the full performance level employees have between 15 and 20 years of service and receive a 5-percent longevity bonus; at the Secret Service Uniformed Division, 176 (22 percent) of these officers receive a 5-percent bonus. Only 1 percent of full performance level employees at Park Police have completed between 20 and 25 years of service and earn a longevity bonus of 10 percent; at the Secret Service Uniformed Division, only .1 percent of these employees earn a 10-percent bonus.

^fPublic Law 100-135, dated October 16, 1987, requires that pay parity with the Capitol Police occur by the first pay period beginning after September 30, 1990.

**Appendix I
Minimum and Maximum Annual Salaries for
Full Performance Level Employees and First-
and Second-Level Supervisors**

Table I.2: Minimum and Maximum Annual Salaries for First-Level Supervisors

Police unit	Minimum salary
Arlington County	\$35,610
District of Columbia	33,108
Alexandria	32,853
Metro Transit ^a	32,551
Park Police	32,012
Secret Service Uniformed Division	32,012
U.S. Capitol	31,558
Library of Congress ^a	31,558
Fairfax County	29,810 ^b
Prince George's County	28,470
Montgomery County	28,313
Federal Protective Service ^a	21,443
Police unit	Maximum salary
Arlington County	\$50,230
Alexandria	48,615
Fairfax County	46,246 ^c
Montgomery County	45,754
District of Columbia	45,565 ^d
Metro Transit ^a	44,933 ^e
Park Police	43,214^f
Secret Service Uniformed Division	43,214 ^f
Prince George's County	42,708
U.S. Capitol	40,069
Library of Congress ^a	35,816 ^g
Federal Protective Service ^a	27,293

Appendix I
Minimum and Maximum Annual Salaries for
Full Performance Level Employees and First-
and Second-Level Supervisors

^aThe consultant rated this police unit's duties and responsibilities "lower" than those at Park Police.

^bThis amount includes a roll call bonus of 8.7 percent above the minimum annual salary of \$27,424 shown on the pay scale.

^cThis amount includes a longevity bonus and the maximum roll call bonus. The longevity bonus consists of 5 percent of current salary, assuming the employee had completed over 15 years of service and was earning \$40,519—the maximum annual salary shown on the pay scale. The roll call bonus is 8.7 percent of the maximum annual salary, including the longevity bonus.

^dThis amount includes a longevity bonus of 10 percent of the minimum salary, assuming the employee had completed between 20 and 25 years of service and was earning \$42,254—the maximum annual salary shown on the pay scale. The basic pay for all officers who completed 20 years of service by October 1, 1987, or who do so by September 30, 1990, will be increased by another 5 percent annually. This amount is not included in the table.

^eWhen an employee has (1) been earning the maximum annual salary for 3 years and (2) demonstrated a sustained superior performance for the entire period, the employee may be awarded a longevity bonus of 3 percent of current salary in a lump-sum payment. Only two such awards can be made to an employee, with a minimum of 3 years between awards. One of these payments would equal about \$1,348 and is not included in the maximum salary amount.

^fThis amount includes a longevity bonus of 10 percent of the minimum salary, assuming the employee had completed between 20 and 25 years of service and was earning \$40,013—the maximum annual salary shown on the pay scale. At Park Police, 10 (10 percent) of the first-level supervisors have between 20 and 25 years of service and receive a 10-percent longevity bonus; at the Secret Service Uniformed Division, three (2 percent) of these officers receive a 10-percent bonus. Six percent of these employees at Park Police have completed between 25 and 30 years of service and earn a longevity bonus of 15 percent; none of these employees at the Secret Service Uniformed Division earn a 15-percent bonus.

^gPublic Law 100-135, dated October 16, 1987, requires that pay parity with the Capitol Police occur by the first pay period beginning after September 30, 1990.

**Appendix I
Minimum and Maximum Annual Salaries for
Full Performance Level Employees and First-
and Second-Level Supervisors**

Table I.3: Minimum and Maximum Annual Salaries for Second-Level Supervisors

Police unit	Minimum salary
Arlington County	\$39,688
District of Columbia	38,343
U.S. Capitol	37,214
Library of Congress ^a	37,214
Metro Transit ^a	36,670
Park Police	36,308
Secret Service Uniformed Division	36,308
Alexandria	36,218
Prince George's County	32,944
Montgomery County	32,558
Fairfax County	31,540
Federal Protective Service ^a	25,436
Police unit	Maximum salary
Arlington County	\$55,979
Alexandria	53,598
Montgomery County	52,734
District of Columbia	51,334 ^b
Metro Transit ^a	50,626 ^c
Prince George's County	49,499
Fairfax County	48,929 ^d
Park Police	47,204^e
Secret Service Uniformed Division	47,204 ^e
U.S. Capitol	45,724
Library of Congress ^a	41,470 ^f
Federal Protective Service ^a	32,591

Appendix I
Minimum and Maximum Annual Salaries for
Full Performance Level Employees and First-
and Second-Level Supervisors

^aThe consultant rated this police unit's duties and responsibilities "lower" than those at Park Police.

^bThis amount includes a longevity bonus of 10 percent of the minimum salary, assuming the employee had completed between 20 and 25 years of service and was earning \$47,500—the maximum annual salary shown on the pay scale.

^cWhen an employee has (1) been earning the maximum salary for 3 years and (2) demonstrated a sustained superior performance for the entire period, the employee may be awarded a longevity bonus of 3 percent of current salary in a lump-sum payment. Only two such awards can be made to an employee with a minimum of 3 years between awards. One of these payments would equal about \$1,519 and is not included in the maximum salary amount.

^dThis amount includes a longevity bonus of 5 percent of current salary, assuming the employee had completed over 15 years of service and was earning \$46,599—the maximum annual salary shown on the pay scale.

^eThis amount includes a longevity bonus of 10 percent of the minimum salary, assuming the employee had completed between 20 and 25 years of service and was earning \$43,573—the maximum annual salary shown on the pay scale. At Park Police, four (11 percent) of the second-level supervisors have between 20 and 25 years of service and earn a 10-percent longevity bonus; at Secret Service Uniformed Division, one (2 percent) of these officers receives a 10-percent bonus. None of these employees at Park Police or the Secret Service Uniformed Division have completed between 25 and 30 years of service to qualify for a 15-percent bonus.

^fPublic Law 100-135, dated October 16, 1987, requires that pay parity with the Capitol Police occur by the first pay period beginning after September 30, 1990.

Minimum Salary and Other Pay for Full Performance Level Employees and First- and Second-Level Supervisors

Table II.1: Full Performance Level Employees' Minimum Salary and Other Pay

Police unit	Minimum salary	Overtime pay (percent)	Holiday premium pay (percent)	Shift pay (hourly rate) ^a	Sunday pay (percent)
Arlington County	\$27,040	150 ^b	(c)	35/85 cents	(c)
Montgomery County	26,631	150	250 ^d	55/75 cents	(c)
Library of Congress	26,470	150	(c)	(c)	(c)
U.S. Capitol	26,470	150	(c)	(c)	(c)
Alexandria	25,742	150	200	15/23 cents	(c)
Fairfax County	24,723 ^e	150	200	20/30 cents	(c)
Prince George's County	24,625	150	250	65/125 cents	(c)
Park Police	24,450	150	200	(c)	(c)
Secret Service Uniformed Division	24,450	150	200	(c)	(c)
District of Columbia	24,377	150	200	35/47 cents ^f	(c)
Metro Transit	22,824	150	150/225 ^g	30/40 cents	(c)
Federal Protective Service	19,882	150	200	95/95 cents ^h	125

^aThe first figure represents the evening shift, and the second represents the midnight shift.

^bOfficers receive overtime pay only when they work 12 or more hours beyond their normal tour of duty.

^cNot applicable.

^dFull performance level employees also receive compensatory leave if required to work on a holiday that occurs on their regularly scheduled day off.

^eThis amount includes the maximum roll call bonus of 8.7 percent above the minimum annual salary of \$22,744 shown on the pay scale.

^fThese rates are equivalent to an hourly differential of 3 percent and 4 percent for the evening and midnight shifts, respectively.

^gFull performance level employees are paid 150 percent of their normal hourly rate for the first 7.5 hours worked and 225 percent for any hours worked in excess of that amount.

^hThese rates are equivalent to an hourly differential of 10 percent for the evening and midnight shifts.

**Appendix II
Minimum Salary and Other Pay for Full
Performance Level Employees and First- and
Second-Level Supervisors**

Table II.2: First-Level Supervisors' Minimum Salary and Other Pay

Police unit	Minimum salary	Overtime pay (percent)	Holiday premium pay (percent)	Shift pay (hourly rate)^a	Sunday pay (percent)
Arlington County	\$35,610	150 ^b	(c)	35/85 cents	(c)
District of Columbia	33,108	150	200	48/64 cents ^d	(c)
Alexandria	32,853	(c)	200	15/23 cents	(c)
Metro Transit	32,551	150	200	(c)	(c)
Park Police	32,012	150	200	(c)	(c)
Secret Service Uniformed Division	32,012	150	200	(c)	(c)
U.S. Capitol	31,558	150	(c)	(c)	(c)
Library of Congress	31,558	150	(c)	(c)	(c)
Fairfax County	29,810 ^e	150	200	20/30 cents	(c)
Prince George's County	28,470	150	250	65/125 cents	(c)
Montgomery County	28,313	150	250/300 ^f	55/75 cents	(c)
Federal Protective Service	21,443	150	200	103/103 cents ^g	125

^aThe first figure represents the evening shift and the second represents the midnight shift.

^bOfficers receive overtime pay only when they work 12 or more hours beyond their normal tour of duty.

^cNot applicable.

^dThese rates are equivalent to an hourly differential of 3 percent and 4 percent for the evening and midnight shifts, respectively.

^eThis amount includes a roll call bonus of 8.7 percent above the minimum annual salary of \$27,424 shown on the pay scale.

^fFirst-level supervisors are paid 250 percent of their normal hourly rate if required to work on a holiday that occurs on their regularly scheduled work day and 300 percent if the holiday occurs on their regularly scheduled day off.

^gThese rates are equivalent to an hourly differential of 10 percent for the evening and midnight shifts.

**Appendix II
Minimum Salary and Other Pay for Full
Performance Level Employees and First- and
Second-Level Supervisors**

Table II.3: Second-Level Supervisors' Minimum Salary and Other Pay

Police unit	Minimum salary	Overtime pay (percent)	Holiday premium pay (percent)	Shift pay (hourly rate)^a	Sunday pay (percent)
Arlington County	\$39,688	(b)	(b)	35/85 cents	(b)
District of Columbia	38,343	(b)	200	(b)	(b)
U.S. Capitol	37,214	(b)	(b)	(b)	(b)
Library of Congress	37,214	(b)	(b)	(b)	(b)
Metro Transit	36,670	(b)	(b)	(b)	(b)
Park Police	36,308	(b)	200	(b)	(b)
Secret Service Uniformed Division	36,308	(b)	200	(b)	(b)
Alexandria	36,218	(b)	(b)	(b)	(b)
Prince George's County	32,944	150	250	65/125 cents	(b)
Montgomery County	32,558	(b)	250/300 ^c	55/75 cents	(b)
Fairfax County	31,540	(b)	200	(b)	(b)
Federal Protective Service	25,436	150	200	122/122 cents ^d	125

^aThe first figure represents the evening shift, and the second represents the midnight shift

^bNot applicable.

^cSecond-level supervisors are paid 250 percent of their normal hourly rate when required to work a holiday that occurs on their regularly scheduled work day and 300 percent if the holiday occurs on their regularly scheduled day off.

^dThese rates are equivalent to an hourly differential of 10 percent for the evening and midnight shifts.

Voluntary Retirement Annuity Computations Under the Federal Employees Retirement System

The Federal Employees Retirement System (FERS) is a three-tiered retirement plan that includes a basic pension benefit, Social Security benefits or the special retirement supplement, and a thrift savings plan. For Park Police and Secret Service Uniformed Division officers who are covered by the special law enforcement provisions of FERS, the pension benefit formula is 1.7 percent of the highest 3-year average pay (high-3 average) times the years of service up to 20, plus 1 percent of the high-3 average pay times the number of years of service exceeding 20. For other federal employees, the pension benefit formula is 1 percent of the high-3 average pay times years of service, except for those retiring at age 62 or later whose accrual rate is 1.1 percent for each year of service.

Because Social Security benefits are not paid until the individual reaches age 62, a special retirement supplement, which is available to all FERS employees and approximates the Social Security benefit earned as a federal employee, is paid until age 62, when Social Security payments commence. The thrift savings plan, a tax-deferred savings plan, allows employees to invest in a government securities investment fund, a fixed income investment fund, and/or a common stock index investment fund. For each FERS employee, the government automatically contributes 1 percent of the employee's pay to the thrift savings plan. The government also matches the employee's contributions dollar-for-dollar for the first 3 percent of pay, and 50 cents on the dollar for the next 2 percent. The government does not match employee contributions greater than 5 percent of pay.

The following assumptions were made to compute the basic and supplemental annuities:

- The employees were hired January 1, 1988.
- For Park Police and Secret Service Uniformed Division employees, the service computation date for filling a law enforcement position was January 1, 1988.
- The retirement date for Park Police and Secret Service Uniformed Division employees was estimated to be January 1, 2013, at the minimum retirement age of 50. The retirement date for all other federal employees was also projected to be January 1, 2013, at age 60. Under FERS, employees not covered by the special law enforcement provisions can retire with 20 years of service or more if they are at least age 60.
- The date of birth for Park Police and Secret Service Uniformed Division officers was January 1, 1963. (This date of birth is derived from the assumptions that the officers were hired on January 1, 1988, and will retire with 25 years of service at age 50, or $1988 + 25 - 50 = 1963$.) Date

**Appendix III
Voluntary Retirement Annuity Computations
Under the Federal Employees
Retirement System**

of birth for all other federal police officers was January 1, 1953. (This date is derived from the assumptions that the officers were hired on January 1, 1988, and will retire with 25 years of service at age 60, or $1988 + 25 - 60 = 1953$.)

- Employees' salaries will increase each year by 5 percent, which is the salary growth assumption used by OPM to calculate the cost of FERS benefits.

To compute thrift plan benefits, the following assumptions were made:

- Employees will contribute 1.7 percent of their salaries to the thrift fund savings account. (Park Police officers were contributing an average of about 1.7 percent at the time of our review.)
- Employees will contribute to the thrift fund savings account throughout their careers (25 years).
- All the contributions to the thrift fund account will be made to the government securities investment fund, or G fund.
- The rate of return for the G fund will be 7 percent, which is the long-term interest assumption for these securities that OPM uses to calculate the cost of FERS pension benefits.

On the basis of these assumptions, Park Police and Secret Service Uniformed Division officers' basic annuity accounts for 39 percent of the high-3 average pay; the supplemental annuity, 5.7 percent; and the thrift savings plan annuity, 8.9 percent, for a total of 53.6 percent of the high-3 average pay. For all other federal employees included in the review, the total retirement annuities are equal to about 47 percent of the high-3 average pay.

Normal Retirement Annuity Formulas for Nonfederal Police Units

Police unit	Formula
District of Columbia	<p>Employees hired before 2/15/80: 2.5 percent for each year of service up to 20 years, plus 3 percent for each year over 20, up to a maximum of 80 percent times the average annual salary based on the employee's highest earnings during any 12-month period.</p> <p>Employees hired on or after 2/15/80: 2.5 percent for each year of service up to 25 years, plus 3 percent for each year over 25, up to a maximum of 80 percent times the high-3-year average pay.</p>
Fairfax County	<p>Employees hired before 7/1/81: 2.5 percent for each year of service up to 20 years, plus 2 percent for each year over 20, up to a maximum of 66-2/3 percent times the high-3-year average pay.</p> <p>Employees hired on or after 7/1/81: 2.5 percent for each year of service up to 25 years, plus 2 percent for each year over 25 up to a maximum of 66-2/3 percent times the high-3-year average pay.</p>
Prince George's County	<p>For the first 20 years of service, 50 percent of the average of the two highest annual salaries, plus 2 percent for each year in excess of 20, up to a maximum of 64 percent.</p>
Metro Transit	<p>Fifty percent of the average of the three highest annual salaries.</p>
Montgomery County	<p>Employees hired before 7/1/78: 2 percent of the annual salary based on the highest earnings during any 12-month period times the years of service, up to a maximum of 36 years, plus sick leave credits.</p> <p>Employees hired on or after 7/1/78: From date of retirement up to age 65, 2 percent of the average annual salary based on the highest earnings during any 36-month period times the years of service, up to a maximum of 36 years, plus sick leave credits; the retirement annuity is recomputed at age 65 to equal 1 percent of the average final earnings up to the Social Security maximum covered compensation level at the time of retirement, plus 2 percent of the average final earnings in excess of the Social Security maximum, multiplied by the years of credited service, up to a maximum of 36 years.</p>
Arlington County	<p>Employees hired before 2/8/81: 2.5 percent for each year of service up to 20 years plus 2 percent for each year over 20, up to a maximum of 70 percent times the final average salary based on the highest earnings received during any three 12-month periods.</p> <p>Employees hired on or after 2/8/81: 1.5 percent for each year of service, up to a maximum of 30 years, times the final average salary based on the highest earnings received during any three consecutive 12-month periods.</p>
Alexandria	<p>Employees hired before 2/13/79: 2.5 percent of the average annual salary based on the highest earnings during any 36 consecutive months times each year of service, up to a maximum of 30 years.</p> <p>Employees hired on or after 2/13/79: Employer contributes 20 percent of the employee's basic compensation to a retirement plan, and the employee can voluntarily contribute between a minimum of \$10 biweekly and a maximum of 10 percent of basic compensation. Benefits will be a function of the employee's account balance (contributions plus investment earnings).</p>

Major Contributors to This Report

General Government
Division, Washington,
D.C.

Thomas A. Eickmeyer, Assistant Director, Federal Human Resource
Management Issues
Cornelia M. Blanchette, Assignment Manager
Brenda J. Bridges, Evaluator-in-Charge
Mary Y. Martin, Evaluator
Janice Turner, Evaluator

Requests for copies of GAO reports should be sent to:

**U.S. General Accounting Office
Post Office Box 6015
Gaithersburg, Maryland 20877**

Telephone 202-275-6241

The first five copies of each report are free. Additional copies are \$2.00 each.

There is a 25% discount on orders for 100 or more copies mailed to a single address.

Orders must be prepaid by cash or by check or money order made out to the Superintendent of Documents.

**United States
General Accounting Office
Washington, D.C. 20548**

**Official Business
Penalty for Private Use \$300**

**First-Class Mail
Postage & Fees Paid
GAO
Permit No. G100**
