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REPORT BY THE

# Comptroller General

OF THE UNITED STATES

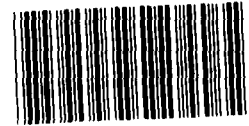
## Compensation And Staffing Levels Of The FAA Police Force At Washington National And Washington Dulles International Airports

GAO was requested to evaluate compensation and staffing levels of the Federal Aviation Administration (FAA) police force at National and Dulles airports and to determine if lower pay for FAA police was contributing to the airports' recruitment and retention problems. GAO found that

- FAA police officers are paid less than most other federal and nonfederal police officers in the Washington metropolitan area, which is contributing to FAA's recruitment and retention problems; and
- the airports' authorized staffing levels appear reasonable compared to 10 other similar airports; however, on-board staffing is 25 percent less than authorized.

The police staffing problems at National and Dulles airports need to be resolved as part of an overall assessment of compensation issues covering all federal police forces. GAO recommends that the Director, Office of Personnel Management (OPM), report to the Congress on what administrative or legislative actions are needed to resolve these problems.

The Department of Transportation agreed with GAO's conclusions and urged that action on GAO's recommendation be expedited. OPM recognized that there are disparities in pay among federal police forces but attributes this to the overpayment of some federal police forces.



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GAO/GGD-85-24  
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COMPTROLLER GENERAL OF THE UNITED STATES  
WASHINGTON D.C. 20548

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The Honorable William D. Ford  
Chairman, Committee on Post Office  
and Civil Service  
House of Representatives

The Honorable Gary L. Ackerman  
Chairman, Subcommittee on Human Resources  
Committee on Post Office and  
Civil Service  
House of Representatives

The Honorable Mary Rose Oakar  
Chairwoman, Subcommittee on Compensation  
and Employee Benefits  
Committee on Post Office and  
Civil Service  
House of Representatives

The Honorable Norman Y. Mineta  
Chairman, Subcommittee on Aviation  
Committee on Public Works and  
Transportation  
House of Representatives

This report responds to your October 28, 1983, request that we evaluate the adequacy of the compensation and personnel staffing levels of the Federal Aviation Administration (FAA) police force at Washington National and Washington Dulles International Airports. The report shows that low pay is contributing to the difficulty FAA is having in attracting and retaining an adequate number of qualified police officers.

As arranged, unless you publicly announce the report's contents earlier, we plan no further distribution of the report until 10 days from the date of the report. We will then send copies to the Secretary of the Department of Transportation, the Administrator of FAA, the Directors of the Office of Personnel Management and the Office of Management and Budget, and other interested parties.

*Charles A. Bowsher*

Comptroller General  
of the United States

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## EXECUTIVE SUMMARY

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The Federal Aviation Administration (FAA) police force is responsible for security and safety at National and Dulles airports. The congressional requesters of this report received information asserting that the FAA police force was underpaid, understaffed, and overworked.

Subsequently, they asked GAO to evaluate compensation and staffing levels of the FAA police force and to determine if lower pay for FAA police compared to other federal and nonfederal police forces was contributing to the airports' recruitment and retention problems.

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## BACKGROUND

National and Dulles airports are the only federally owned airports in the United States. They are operated by the FAA's Metropolitan Washington Airports organization. FAA employed 111 federal police officers at National and Dulles as of April 30, 1985.

FAA police officers are paid under the General Schedule--the pay system which covers the majority of federal employees in white-collar occupations and which is administered by the Office of Personnel Management (OPM). Approximately 7,000 of the 10,000 federal police officers nationwide are in the General Schedule and 3,000 are in six separate pay systems established by special legislation.

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## RESULTS IN BRIEF

FAA police officers are paid less than members of seven federal and six nonfederal police forces GAO contacted in the Washington metropolitan area, with the exception of police officers at the Federal Protective Service. Yet the duties and responsibilities of the FAA police were rated the same as or greater than 4 of 10 of these police forces which were evaluated by a personnel management consulting firm hired by GAO. (Three of the police forces contacted by GAO were excluded from this evaluation because they could not provide job descriptions for the positions being evaluated.) Low pay is contributing to FAA's recruitment and retention problems. The airports' authorized staffing levels appear

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**EXECUTIVE SUMMARY**

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reasonable compared to 10 other similar airports GAO contacted. However, on-board staffing is 25 percent less than authorized. FAA's police staffing problems need to be resolved as part of an overall assessment of compensation issues covering all federal police forces.

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**PRINCIPAL FINDINGS****Compensation**

Other federal police officers in the Washington metropolitan area, who are covered by different pay systems, have starting salaries at the full performance level of about \$2,900 to \$5,000 more than FAA police officers at the same level. Similarly, local nonfederal police officers have salaries of \$4,600 to \$6,100 more than the FAA police officers. The duties and responsibilities of FAA police officers were rated the same as or greater than those at 4 of 10 police forces (Federal Protective Service, Metro Transit, National Zoological Park, and U.S. Supreme Court) evaluated by the personnel management consulting firm. Police officers at three of these four police forces are paid higher salaries than FAA officers. For example, FAA police officers at the full performance level have an annual starting salary of \$14,298, whereas full performance police officers at the U.S. Supreme Court, Metro Transit, and National Zoological Park have annual starting salaries of \$18,987, \$18,923, and \$17,221, respectively. (See pp. 6 to 13.) There are differences in certain benefits provided federal and nonfederal police officers, particularly in the area of retirement. Also, while the benefits provided FAA and most other federal police forces are the same, some federal police forces receive more liberal benefits than the FAA police. (See pp. 14 to 18.)

**Recruitment and Retention**

Between January 1981 and April 1985, 124 police officers left the FAA police force and 86 officers were hired. During most of this period, from January 1981 to January 1984, FAA was under a Department of Transportation (DOT) hiring freeze. (See p. 22.) About 57 percent of former FAA police officers indicated that low pay was one of several important reasons for leaving the FAA police force. They also cited the following as reasons for leaving the force: management/

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**EXECUTIVE SUMMARY**

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employee communications, better working conditions, more opportunity for future advancement, the fairness of the promotion process, and the amount of management's recognition for good performance. Likewise, about 71 percent of the FAA officers on board as of January 31, 1984, indicated they had sought other employment, citing an immediate increase in salary as a primary reason. Additionally, about 98 percent of the on-board police officers believe that the morale at the airports is low or very low, with low pay being the reason cited most often. (See pp. 28 to 30.)

**Vacancy and  
Turnover Rates**

The vacancy rates as of September 30, 1984, and the average annual turnover rates during 1981 through 1983 for police officers at National and Dulles airports have generally been higher than for police officers at similar airports. The vacancy and turnover rates at National and Dulles were also higher than most of the other federal and nonfederal police forces in the Washington metropolitan area which GAO contacted. For example, FAA's vacancy and turnover rates were 16 and 14.3 percent, respectively. In comparison, these rates averaged 2 and 5.6 percent, respectively, for the other police forces contacted. (See pp. 20 and 21 and pp. 30 to 32.) As of April 30, 1985, the vacancy rate for FAA police officers was 25 percent--111 on board of the 148 authorized.

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**RECOMMENDATION**

GAO believes that a solution is needed to correct FAA's police staffing problems which have been caused, in part, by pay disparities among federal police forces. GAO believes that such a solution should be part of an overall assessment of compensation issues covering all federal police forces. Because OPM has central leadership over federal employee personnel and compensation matters, GAO recommends that its Director report to the Congress on what administrative or legislative actions are needed to resolve these problems. GAO included in its recommendation some factors for OPM to consider in making this assessment. (See p. 36.)

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**EXECUTIVE SUMMARY**

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**AGENCY  
COMMENTS**

A draft of this report was sent to DOT and OPM for review and comments. (See pp. 37 to 38.) DOT agreed with the report findings and recommendation. However, DOT said the recommended OPM review does not provide an immediate solution to its airport police staffing problems and recommended that GAO encourage an expedited OPM evaluation. DOT also believed an interim relief measure was needed and that this could be accomplished if OPM would support an increase in special salary rates for the airport police.

OPM agreed there are disparities in pay among various federal police forces in the Washington metropolitan area. While OPM did not specifically address GAO's recommendation, it stated that it believes the higher salaries paid to federal police forces whose duties and responsibilities are no greater than those of FAA police reflect an overpayment of these groups rather than an underpayment of FAA and, therefore, sees no basis for adjusting the pay rates for FAA police officers. As the report shows, FAA police staffing problems have existed for several years and low pay has been a contributing factor to FAA's inability to maintain stable staffing levels at National and Dulles.

OPM also believes that GAO's questionnaire results from former FAA police officers showed that pay was not the primary reason why officers left FAA nor that an increase in pay would have induced them to stay. Instead, OPM believes that other problems contributed more to FAA's staffing problems. GAO is not saying that pay was the primary reason for police officers leaving FAA; however, it is one of several important reasons and second only to better working conditions as a factor that would have induced them to stay. Moreover, the questionnaire results of active FAA police officers showed that low pay was contributing to low morale and their decision to seek other employment.

OPM had additional comments concerning selected areas of GAO's draft report. (See p. 37.)



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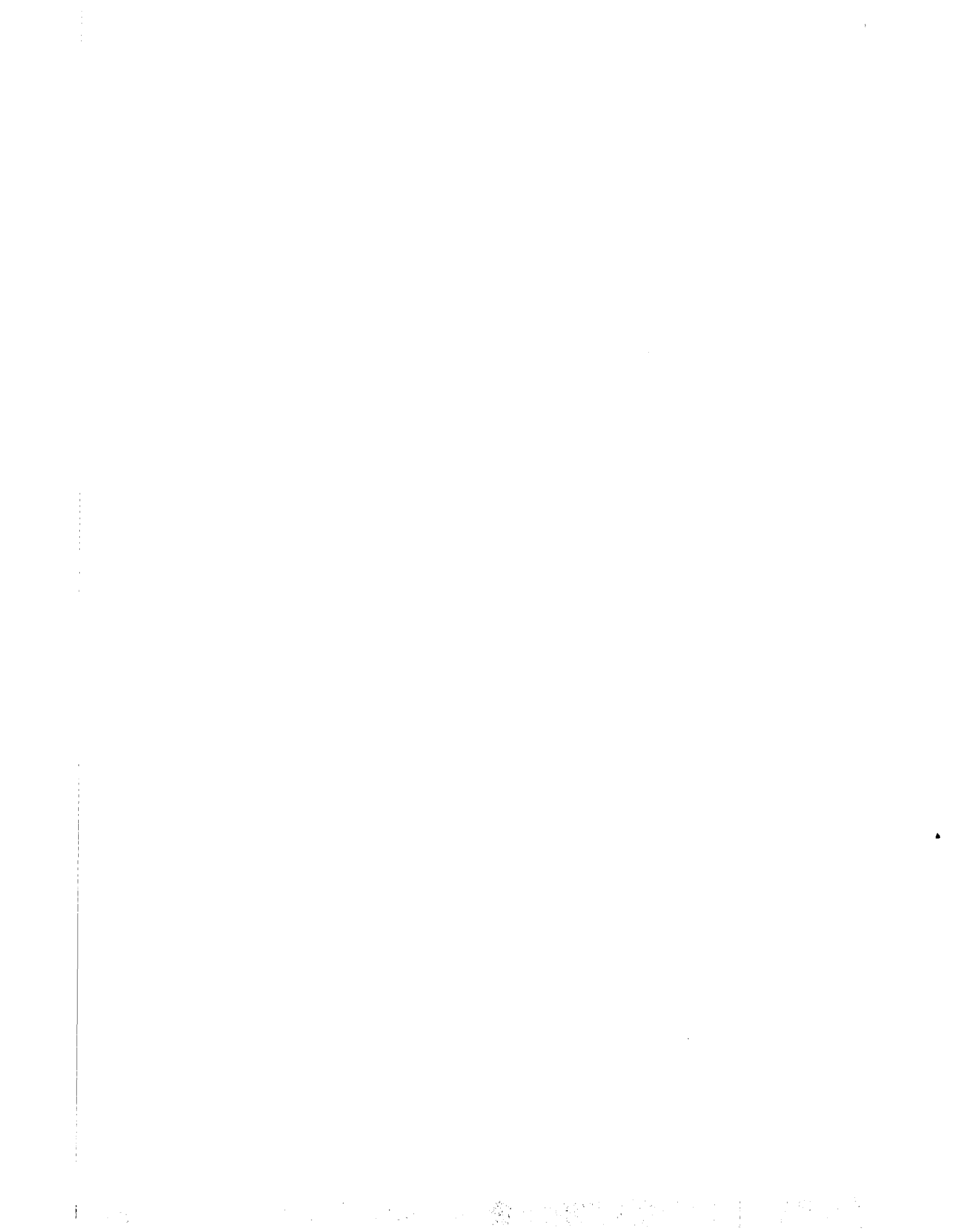
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ABBREVIATIONS

CSRS	Civil Service Retirement System
DOT	Department of Transportation
FAA	Federal Aviation Administration
GAO	General Accounting Office
GSA	General Services Administration
MWA	Metropolitan Washington Airports
OPM	Office of Personnel Management



## CHAPTER 1

### INTRODUCTION

On October 28, 1983, the Chairman of the House Committee on Post Office and Civil Service; the Chairpersons of its Subcommittees on Human Resources and on Compensation and Employee Benefits; and the Chairman of the Subcommittee on Aviation, House Committee on Public Works and Transportation, requested that we assess the adequacy of the compensation and personnel staffing levels of the Federal Aviation Administration (FAA) police force serving Washington National and Washington Dulles International Airports. They requested the review because they had received information indicating that the FAA police force serving these airports was underpaid, understaffed, and overworked. (See app. I.)

Washington National and Washington Dulles International Airports are the only federally owned and operated airports in the United States. Thus, they are the only airports which employ federal police officers. National and Dulles are operated by FAA's Metropolitan Washington Airports (MWA) organization under the executive direction of FAA's Associate Administrator for Airports. The Public Safety Division within MWA is responsible for the management and operation of police, fire, and first aid services at these two airports.

As of September 30, 1984, FAA employed 124 police officers at Washington National and Washington Dulles International Airports.<sup>1</sup> Table 1-1 (see p. 2) shows the location of FAA police officers, their ranks (grades), and the number of officers at each rank. These officers are responsible for the ground safety of persons and property against acts of criminal violence and aircraft piracy. They have the authority to arrest, with or without a warrant, persons suspected of violating the criminal laws of the United States. The airport police provide support to airline personnel by responding to security checkpoints when alerted. Moreover, the officers also perform other duties such as directing and controlling automobile traffic on the airport grounds, issuing traffic citations, gathering evidence and preparing reports concerning law violations, and testifying in court.

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<sup>1</sup>From September 30, 1984 to April 30, 1985, FAA lost an additional 43 officers and was only able to hire 30 new officers. This resulted in a staffing level of 111 as of April 30, 1985.

Table 1-1

NUMBER OF FAA POLICE OFFICERS  
BY LOCATION AND RANK  
AS OF SEPTEMBER 30, 1984<sup>a</sup>

Police Rank	Location		Total Number
	National	Dulles	
Deputy Inspector (GS-10)	1	0	1
Captain (GS-9)	0	1	1
Lieutenant (GS-8)	5	4	9
Sergeant (GS-7)	7	3	10
Airport Police Officer (GS-6)	9	10	19
Airport Police Officer (GS-5)	25	21	46
Airport Police Officer (GS-4)	<u>37</u>	<u>1</u>	<u>38</u>
Total	<u>84</u>	<u>40</u>	<u>124</u>

<sup>a</sup>FAA also had 5 police officers assigned to its police headquarters office. These 5 officers included 1 Chief of Police (GS-12), 1 Supervisory Detective (GS-8), and 3 Detectives (GS-7).

OVERVIEW OF FEDERAL POLICE FORCES

In the spring of 1980, the Office of Personnel Management (OPM) undertook a study of federal police officer and guard compensation and the methods used to evaluate and rank their work. A preliminary report on this study was sent out for agency comment in July 1981; however, a final report was not issued.

Most federal police officers, including the FAA police, are under the General Schedule (GS-083 police series). According to OPM's Central Personnel Data File, the federal government employed 6,968 GS-083 series police officers governmentwide on December 31, 1983. The General Services Administration (GSA), which operates the Federal Protective Service, employed 2,093 officers. Additionally, the Veterans Administration and the Department of the Navy employed 1,890 and 1,296 of these police officers, respectively, mostly outside the Washington metropolitan area. These three agencies (GSA, Veterans Administration,

and Navy) employed about 76 percent of the total federal GS-083 police officers.

In addition to the 6,968 police officers classified and paid under the GS-083 occupational series, there are approximately 2,900 federal police officers who are paid under separate pay systems. These officers are employed by the Library of Congress (132 officers); the National Park Service (506 U.S. Park Police); the National Zoological Park (19 officers); the U.S. Capitol (1,208 officers); the U.S. Secret Service Uniformed Division (968 officers); and the U.S. Supreme Court (60 officers).

Federal police forces covered  
by special legislation

Those police forces which pay officers under separate pay systems are authorized to do so because of special legislation. Police officers at the Library of Congress and the National Zoological Park were formerly covered by the General Schedule. In 1968 and 1969, the Congress removed the Library of Congress and the Zoological police, respectively, from the General Schedule and raised their salaries an equivalent of two General Schedule grades--a 24-percent increase. Serious recruitment and retention problems were cited as reasons for the legislative change.

The U.S. Park Police and the U.S. Secret Service Uniformed Division were initially covered by legislation which placed them under the Washington Metropolitan Police salary system. When the District of Columbia obtained Home Rule in 1975, these federal pay systems were separated from that of the Metropolitan Police. Similarly, police officers of the U.S. Capitol and the U.S. Supreme Court are covered by separate legislation.

Although these six federal police forces have separate pay systems, each currently links its annual pay adjustments to the General Schedule. Their salary schedules are adjusted at the same time and percentage as General Schedule salaries are adjusted.

In the past, similar legislation has been proposed to increase the salaries of FAA police officers. For example, in 1964, FAA sent a legislative proposal to upgrade pay for its airport police to the Civil Service Commission (now the Office of Personnel Management), but the Commission did not approve the proposal. Other unsuccessful legislative attempts to increase FAA police salaries were made in 1969, 1970, 1971, 1973, 1977, and 1984.

## OBJECTIVES, SCOPE, AND METHODOLOGY

In reviewing the adequacy of the compensation and personnel staffing levels for police officers at Washington National and Washington Dulles International Airports, we were asked to:

- compare FAA police pay levels at National and Dulles with pay levels of other federal and nonfederal police jurisdictions in the Washington metropolitan area;
- determine the extent that pay disparities between FAA police salaries and other federal and nonfederal police salaries are contributing to recruitment and retention problems at the two airports;
- determine if the authorized and on-board staffing levels are sufficient to provide appropriate police services for the two airports; and
- identify what changes should be made to the compensation system to improve the staffing situation at the airports.

In gathering and analyzing FAA police compensation and staffing data, we interviewed appropriate airport management and police officials. We also interviewed FAA police officers and observed them in the performance of their duties at both National and Dulles Airports. In addition, we developed and administered two questionnaires--one to all FAA police officers as of January 31, 1984, and one to all former FAA police officers who had left the force between January 1981 and March 1984. The questionnaire to active FAA police officers was designed to solicit their opinions about their jobs. The questionnaire to former FAA police officers was designed to solicit their reasons for leaving the force and their opinions about their former FAA police jobs. A further discussion of the technical methodology used for these questionnaires is presented in appendix II. Our work during this review was conducted between November 1983 and September 1984.

For comparison of police occupations and compensation levels, we contacted officials at seven federal and six non-federal police forces in the Washington metropolitan area. These police forces were selected to provide a wide cross section of different types of police organizations for comparison with the FAA police force. These forces were also selected because they would most likely compete in the same labor market as FAA for police officers. The police forces selected were:



Federal

Capitol Police  
GSA's Federal Protective Service  
Library of Congress Police  
National Zoological Park Police  
U.S. Park Police  
U.S. Secret Service  
Uniformed Division  
U.S. Supreme Court Police

Nonfederal

Alexandria City Police  
Arlington County Police  
D.C. Metropolitan Police  
Fairfax County Police  
Metro Transit Police  
Virginia State Police

We also contacted 10 airports within FAA's Eastern Region to obtain information concerning staffing of police officers serving these airports. These airports were contacted because they are similar to National and Dulles in terms of the number of passengers screened annually and the law enforcement coverages provided. The airports contacted were:

Albany County Airport, Albany, N.Y.  
Baltimore-Washington International Airport, Baltimore, Md.  
Greater Buffalo International Airport, Buffalo, N.Y.  
Greater Pittsburgh International Airport, Pittsburgh, Pa.  
John F. Kennedy International Airport, Jamaica, N.Y.  
LaGuardia Airport, East Elmhurst, N.Y.  
Monroe County Airport, Rochester, N.Y.  
Newark International Airport, Newark, N.J.  
Philadelphia International Airport, Philadelphia, Pa.  
R.E. Byrd International Airport, Richmond, Va.

Finally, we obtained the services of Burkhart & Associates, Inc. to perform an evaluation of duties and responsibilities of the FAA police and police at other federal and nonfederal jurisdictions. Burkhart & Associates, Inc. is a personnel management consulting firm which specializes in developing, implementing, and maintaining position classification systems for federal, state, and local governments. Using OPM's police classification standards and police position descriptions, the consulting firm met with FAA officials and police officers and with officials at 10 of the 13 federal and nonfederal police forces which had been contacted by GAO to discuss the duties and responsibilities of police positions. Three police forces (Capitol, Library of Congress, and the D.C. Metropolitan police forces) could not provide position descriptions and were thus excluded from this evaluation. Based on the classification standards and information collected, the firm then compared FAA police duties and responsibilities, by position, with those of similar police positions elsewhere and assessed which positions were less than, equal to, or higher than comparable FAA positions.

Our review was conducted in accordance with generally accepted government auditing standards.

## CHAPTER 2

### COMPARISON OF FAA POLICE SALARIES AND SELECTED BENEFITS WITH THOSE OF THEIR FEDERAL AND NONFEDERAL COUNTERPARTS

FAA police officers are paid less than the other federal and nonfederal police officers we contacted in the Washington metropolitan area with the exception of police officers at the Federal Protective Service. For example, at the full performance level, FAA police salaries are from 20 to 35 percent lower than other federal police officers and from 32 to 43 percent lower than nonfederal police officers in the Washington metropolitan area. An occupational evaluation performed by Burkhart & Associates, Inc. showed that FAA police duties and responsibilities are less than those of corresponding positions at 6 of the 10 police forces evaluated. On the other hand, the occupational evaluation showed that FAA police officers have comparable or greater duties and responsibilities than those of four police forces evaluated.

Besides differences in police officer pay, our review also showed that some differences exist in certain benefits provided federal and nonfederal police officers, particularly in the area of retirement. However, benefits provided FAA and most other federal police forces are the same.

#### RESULTS OF THE OCCUPATIONAL EVALUATION

As discussed in Chapter 1, we obtained the services of a personnel management consulting firm to perform an occupational evaluation of police positions at FAA and other federal and nonfederal police forces. The consulting firm compared the duties and responsibilities of entry level, full performance level, first level supervisory, and second level supervisory police positions. On the basis of this comparison, the consulting firm rated each of these positions against the corresponding position at FAA. The comparisons were made on the basis of the level of duties and responsibilities of similar positions rather than on the basis of position titles. For example, the Corporal and Sergeant positions at Arlington County were compared with the FAA Sergeant and Lieutenant positions, respectively, because of their similarity in terms of being first and second level supervisors. Table 2-1 shows the results of the firm's analyses and how it rated each police position (higher, the same, or lower) in relation to those of the corresponding FAA police position.

Table 2-1

COMPARISON OF POLICE OFFICER POSITIONS  
AT SELECTED POLICE FORCES  
WITH THOSE AT FAA

Police Unit	Entry Level <sup>a</sup>	Full Performance Level	Supervision	
			1st Level <sup>b</sup>	2nd Level <sup>c</sup>
<u>Federal</u>				
Fed. Protective Ser. Park Police	Same	Same	Same	Higher
Sec. Ser. Unif. Div.	-	Higher	Higher	Higher
Supreme Court	-	Higher	Higher	Higher
Zoological Park	-	Lower	Lower	Lower
	-	Lower	Lower	Lower
<u>Nonfederal</u>				
Alexandria	-	Higher	Higher	Higher
Arlington County	-	Higher	Higher	Higher
Fairfax County	-	Higher	Higher	Higher
Metro Transit	-	Same	Same	Higher
Virginia State	-	Higher	Higher	Higher

<sup>a</sup>Except for the Federal Protective Service, these police forces did not have positions that corresponded to FAA's entry level position.

<sup>b</sup>Position title of Sergeant applies to all units except as follows:  
Arlington County -- Corporal  
Fairfax County -- Second Lieutenant

<sup>c</sup>Position title of Lieutenant applies to all units except as follows:  
Arlington County -- Sergeant  
Fairfax County -- First Lieutenant  
Virginia State -- First Sergeant

Police positions rated lower than corresponding FAA police positions

As Table 2-1 shows, the National Zoological Park and the Supreme Court police positions were rated lower than those of the FAA. The full performance level position at the Zoological and the Supreme Court police forces were rated lower than a GS-5 FAA police officer because the potential for stressful situations at the Zoo and the Supreme Court is not as great as it is at the airports. Likewise, the type and volume of crimes at

these two locations are less than those at the airports. Thus, FAA police officers need knowledge of a wider range of applicable laws and police methods and techniques, as well as more advanced training in their application.

The first level (Sergeant) and second level (Lieutenant) supervisory positions at the Zoological and Supreme Court police forces were also rated lower than the corresponding positions at FAA. This is because the Zoological's work force is smaller, and the Zoological and the Supreme Court police forces have fewer and less serious types of incidents.

Police positions rated the same  
as corresponding FAA police positions

As Table 2-1 shows, three of four police positions at the Federal Protective Service and two of three police positions at the Metro Transit were rated the same as corresponding positions at FAA.

With the exception of the second level supervisory position (Lieutenant), the Federal Protective Service and the FAA police positions are very similar. The Federal Protective Service Lieutenant position was rated higher than the FAA Lieutenant position because Lieutenants at the Federal Protective Service supervise a larger work force.

The Metro Transit full performance police officer position and the first level supervisory position (Sergeant) were rated the same as FAA's GS-5 police officer and GS-7 Sergeant, respectively. However, the second level supervisory position (Lieutenant) at Metro Transit was rated higher than that position at FAA because of the larger work force supervised at Metro Transit.

Police positions rated higher than  
corresponding FAA police positions

In addition to showing that the second level supervisory positions at the Federal Protective Service and the Metro Transit police forces were rated higher than comparable positions at FAA, Table 2-1 also shows that the police officer positions at the Park Police and the Secret Service Uniformed Division and at the Alexandria, the Arlington County, the Fairfax County, and the Virginia State police forces were all rated higher than similar positions at FAA.

Full performance police officer positions at these six police forces were rated higher than FAA's GS-5 police officer because these police officers would probably encounter a wider

range of crimes and a higher volume of serious crimes than the FAA police officers would. Moreover, the investigative techniques and training requirements were also greater at all of these police forces than at the FAA. Other factors which contributed to these police officers' receiving a higher rating than the FAA police officers included:

- broader geographical areas of coverage;
- police officers working more independently; and
- greater body of laws with which the police officers must be familiar.

The first level and second level supervisory positions at all six of these police forces were also rated higher than corresponding positions at FAA primarily because the size of the work force supervised was larger and because the number of crimes which might occur was greater.

#### SALARY COMPARISON

Differences exist in the salaries of the police officer positions included in this occupational evaluation. With only a few exceptions, the other police officers receive higher salaries than FAA police officers. The exceptions are the entry, full performance, and first level supervisory positions at the Federal Protective Service and the maximum salary limit for the first and second level supervisory positions at the National Zoological Park.

The entry and full performance positions at FAA receive higher salaries than those same positions at the Federal Protective Service. Effective January 1984, OPM granted FAA GS-4 and GS-5 police officers special pay rates because of FAA's recruitment and retention problems. This special pay rate permits FAA to pay its GS-4 and GS-5 police officers \$764 and \$395 more annually, respectively, than other GS-4 and GS-5 police officers. The salaries of the FAA and the Federal Protective Service's first level supervisory positions are the same.

The National Zoological Park police officers, while not covered by the Federal Classification System, are paid at the General Schedule rates. The first and second level supervisory positions at the Zoological Park are paid at the GS-8 and GS-9 rates, respectively, whereas these same positions at FAA are paid at the GS-7 and GS-8 rates. Because the Zoological Park police officers are limited to 5 steps, the maximum attainable salary for these positions is less than that for the FAA positions. Until FAA GS-7 and GS-8 police officers have reached

a step 9 within their respective grades, they do not surpass the salary of the Zoological GS-8, step 5 and GS-9, step 5 police officers.

Other than the above exceptions, police officers at all of the other federal and nonfederal police forces we contacted in the Washington metropolitan area receive higher salaries than FAA police officers. (See app. III.) For example, full performance level FAA officers' starting salaries are about \$2,900 to \$5,000 (20 to 35 percent) lower than starting salaries for the full performance positions at other federal police forces. Similarly, their starting salaries are about \$4,600 to \$6,100 (32 to 43 percent) lower than those at the nonfederal police forces.

The following charts show the salary ranges for each of the police positions which were rated the same or lower than FAA police positions at the Federal Protective Service, the Metro Transit Police, the National Zoological Park, and the Supreme Court.

Chart 2-1

COMPARISON OF POLICE SALARY RANGES

(Full Performance Level)

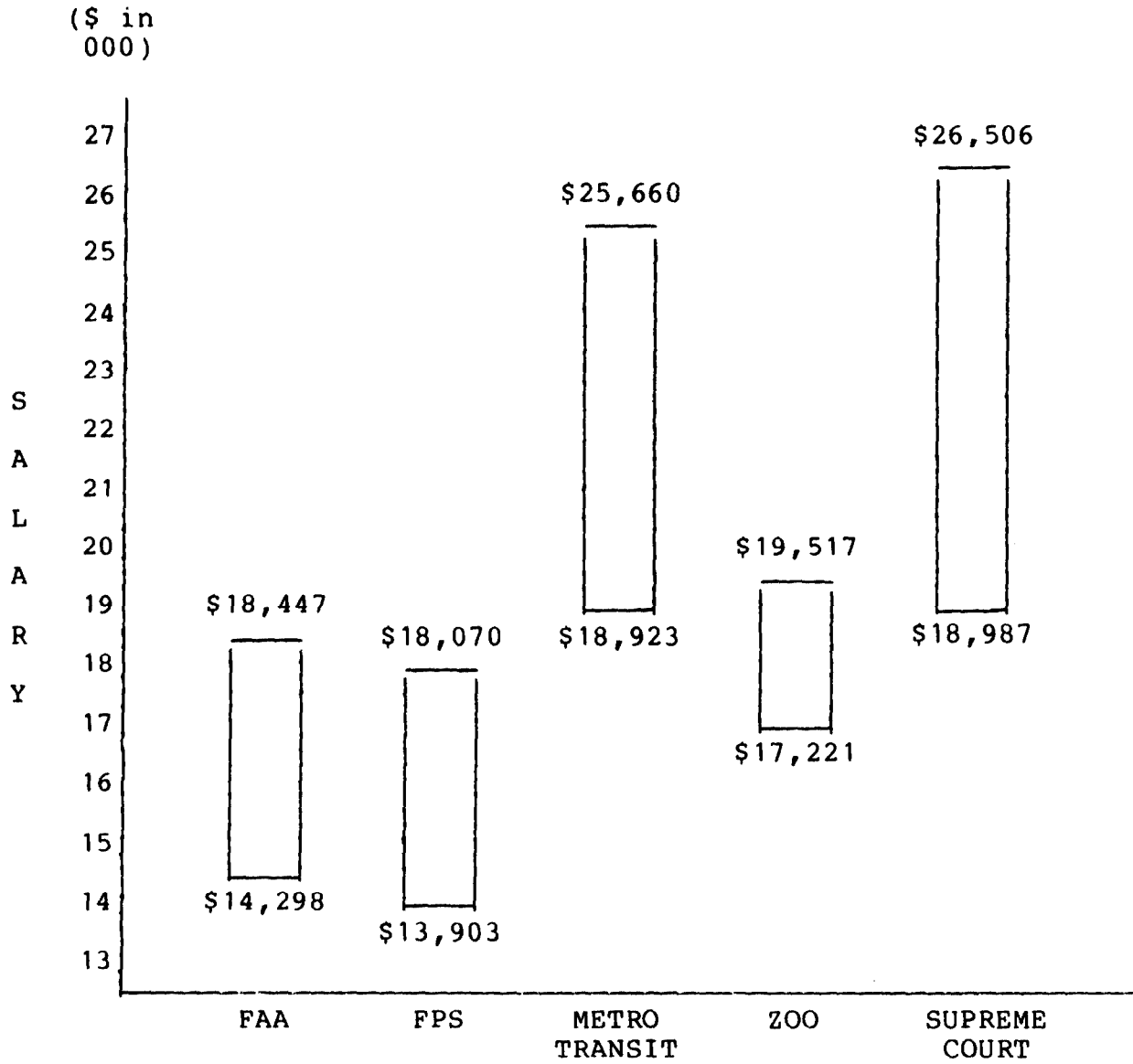


Chart 2-2

COMPARISON OF POLICE SALARY RANGES

(First Level Supervision)

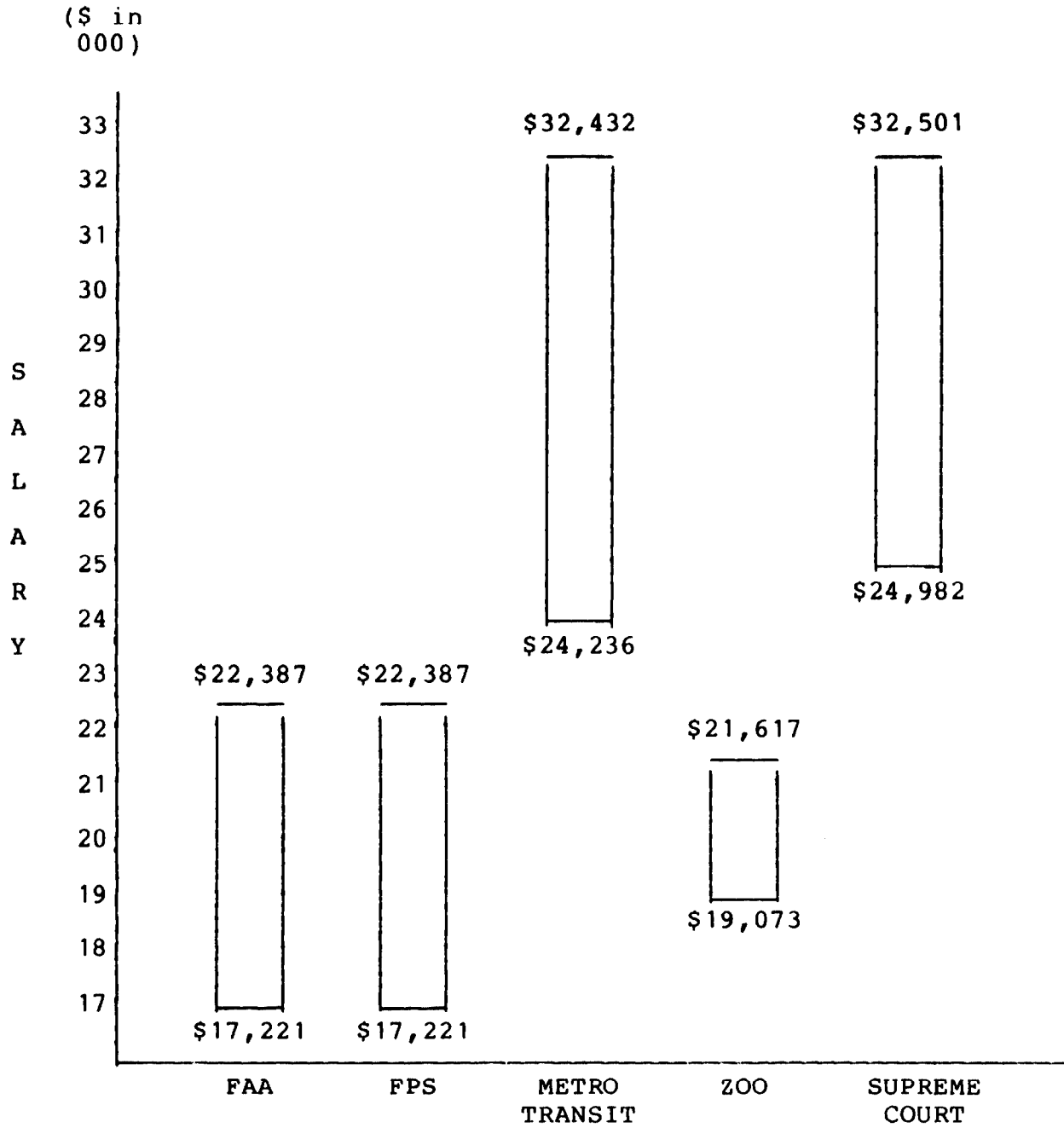
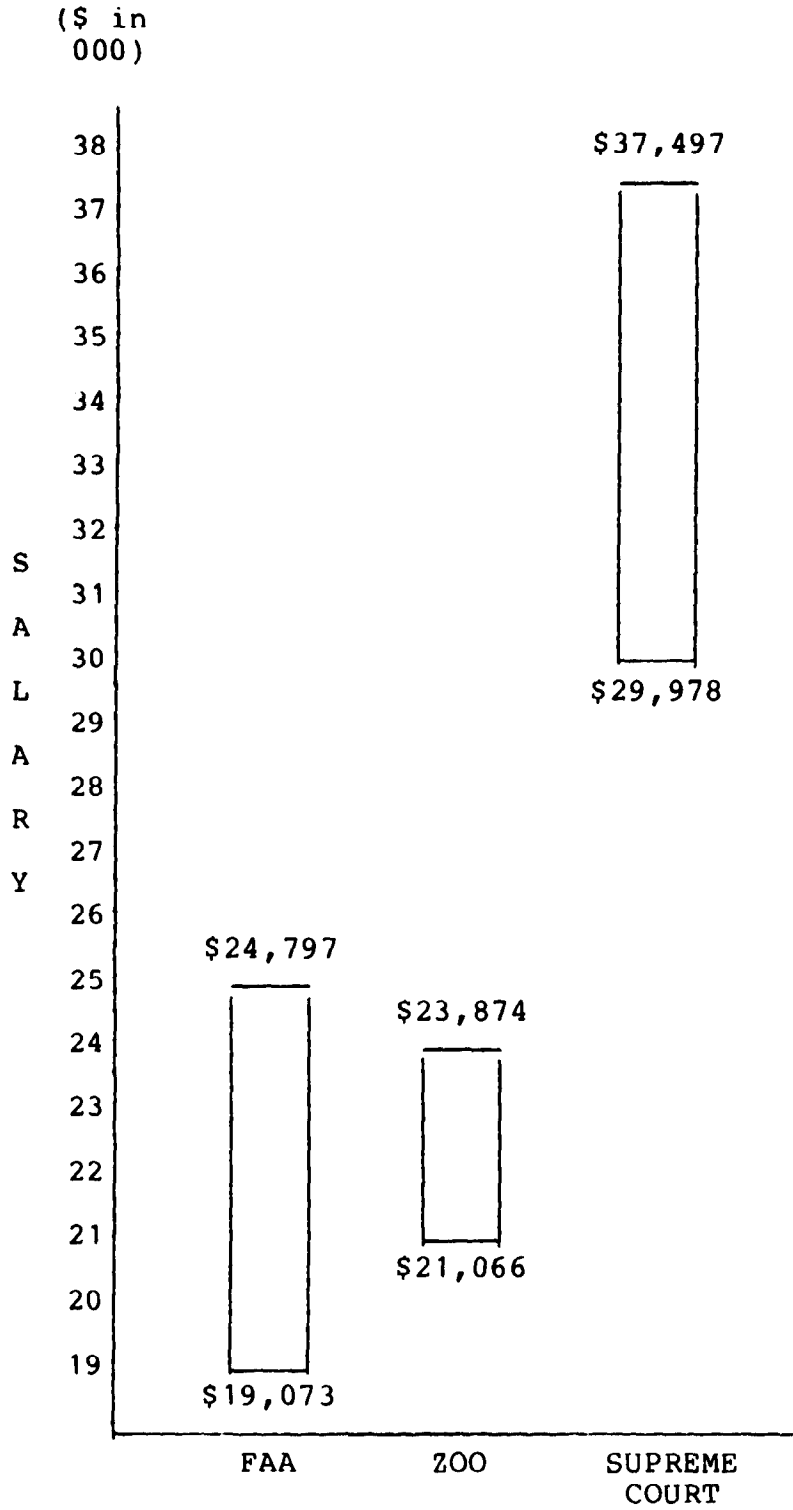




Chart 2-3

COMPARISON OF POLICE SALARY RANGES

(Second Level Supervision)



## BENEFIT PROGRAMS

FAA police officers were concerned that they were not afforded the same benefits as other federal and nonfederal police officers. They were concerned about retirement, injury leave, survivor benefits, and coverage under Title 18 of the U.S. Code which deals with penalties for assaulting or killing certain designated federal employees. Retirement, injury leave, and survivor benefits provided FAA police officers are the same as those granted most other federal police officers. However, three of the federal police forces contacted had more liberal retirement benefits and two federal police forces had more liberal injury leave benefits. In addition, police officers at three federal police forces are covered under Title 18 of the U.S. Code, but those at FAA and other federal police forces are not. Further, some differences exist between the retirement and injury leave benefits provided federal and nonfederal police officers.

Although other benefits, such as annual and sick leave and health and life insurance, are not discussed in the sections that follow, we did collect data on these benefits. The information collected showed that these benefits were identical for all the federal police forces and the variations of these benefits at the nonfederal police forces were not material.

### Retirement

FAA police officers, along with five other federal police forces we contacted, are covered by the Civil Service Retirement System (CSRS).<sup>1</sup> The retirement plans varied for nine of the other police forces contacted, particularly those for the nonfederal police forces. In addition to having separate retirement plans, four (Arlington County, Alexandria, Metro Transit, and Virginia State) of the six nonfederal police forces we contacted also participate in the social security program. (See table 2-2 for retirement benefits summary.)

Under the CSRS, federal police officers are eligible for retirement at age 55 if they have 30 years of service. The Virginia State police force has the same minimum age/service requirements for retirement eligibility as the CSRS.

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<sup>1</sup>Effective January 1, 1984, new employees entering government service are covered by social security. A new retirement plan to supplement social security benefits for these employees is being developed and, by law, must take effect on or before January 1, 1986.

The Park Police and the Secret Service Uniformed Division officers participate in the District of Columbia's police and fireman's retirement system. They are eligible to retire after 20 years of service, regardless of age.

The minimum age and/or length of service requirements for retirement eligibility varied among the nonfederal police forces we contacted. For example, the D.C. Metropolitan police force has two retirement plans--one for officers hired before February 15, 1980, and one for those hired after that date.<sup>2</sup> The first plan allows officers to retire after 20 years of service and has no age restriction. The second plan allows officers to retire at age 50 with 25 years of service. Fairfax County requires its officers to complete 25 years of service to be eligible for retirement, regardless of age.

The retirement annuity for FAA police and most other federal employees is calculated by multiplying:

High 3 years' average salary by 1.5 percent for each of the first 5 years, 1.75 percent for each of the second 5 years, and 2.0 percent for each additional year.

Thus, an FAA police officer with 30 years of service would retain 56.25 percent of his/her high 3 year salary upon retirement. Four of the five other federal police forces covered by the CSRS would receive the same retirement benefit. Capitol police, however, would receive 75 percent of their salary upon retirement because their annuity is calculated under a more generous formula.<sup>3</sup>

Because the service requirement is less than 30 years for seven police forces contacted, we compared the percentage of salary retained upon retirement for employees with 30 years of service. Retirement benefits for the Capitol, Park Police, Secret Service Uniformed Division, D.C. Metropolitan, Fairfax County, and Metro Transit police forces are higher after 30 years of service than for FAA police officers. Arlington County's retirement plan provides a lower percentage of salary after 30 years than CSRS provides. However, Arlington County police officers are also covered by social security.

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<sup>2</sup>The new District retirement plan does not apply to the Park Police and Secret Service Uniformed Division. They continue to be covered by the earlier District retirement plan.

<sup>3</sup>The Capitol Police force is covered by the CSRS provision applicable to congressional staff.

Virginia State and Alexandria retirement annuities for police officers could not be calculated as a percentage of salary. Virginia State police officers' retirement benefits are calculated by a formula that considers several factors, resulting in an annuity which varies with the salary levels and is not a constant percentage. The City of Alexandria and its police officers (if they desire) contribute fixed amounts to a retirement fund; thus, their retirement benefits are based on the amounts contributed and the earnings of that fund.

Table 2-2

RETIREMENT PROVISIONS

<u>Police Unit</u>	<u>Minimum age</u>	<u>Years of service</u>	<u>Benefit percentage with 30 years' service</u>
FAA, Federal Protective Service, Library of Congress, National Zoological Park, and U.S. Supreme Court Police	55	30	56.25
Capitol Police	55	30	75.0
Park Police	None	20	80.0
Secret Service Uniformed Division	None	20	80.0
<u>Nonfederal</u>			
Virginia State <sup>a</sup>	55	30	Varies
Arlington County <sup>a</sup>	52	5	45.0
Metro Transit <sup>a</sup>	50	25	60.0
Metropolitan (post 2/15/80)	50	25	77.5
Metropolitan (pre 2/15/80)	None	20	80.0
Fairfax County	None	25	66.6
Alexandria <sup>a</sup>	None	5	Varies

<sup>a</sup>These forces are also covered by social security.

Injury leave

FAA police officers were also concerned that other police forces granted unlimited leave to officers injured in the line of duty. The federal police forces provide officers with workers' compensation for injuries received in the line of

duty. Federal employees' workers' compensation provides for 45 days with continuation of pay and then either 66-2/3 percent of pay (self only) or 75 percent of pay (one or more dependents). The Park Police and the Secret Service Uniformed Division, like the D.C. Metropolitan police force, receive unlimited leave with full pay for injuries received in the line of duty.

The amount of administrative time granted for injury leave varied for the other nonfederal police forces contacted. The City of Alexandria provides its police officers with 18 weeks of injury leave with full pay, and the officers receive workers' compensation after that period. Fairfax County provides 2,080 hours of administrative leave before placing employees on workers' compensation. Metro Transit provides 3 days of injury leave then places employees on workers' compensation. Metro Transit also supplements workers' compensation payments to provide full pay for its officers up to 120 days. The Virginia State and the Arlington County police forces do not provide separate injury leave but do supplement workers' compensation payments for varying periods.

### Survivor benefits

Another concern expressed by FAA police officers was that in the event of an officer's death, survivors of that officer at certain other police forces would receive a \$50,000 lump sum payment, whereas survivors of FAA police officers would not. This \$50,000 survivor benefit is authorized under the provisions of section 3796 of Title 42, U.S. Code, as amended by Public Law 98-473, October 12, 1984, 98 Stat. 1837, 2080, 2098-2100, 2102. Section 3796 states that in any case in which the Department of Justice's Bureau of Justice Assistance determines that a public safety officer died as a direct and proximate result of personal injury sustained in the line of duty, the Bureau will pay \$50,000 to the officer's survivors. Originally, these provisions did not cover FAA and other federal police officers.

Effective October 1, 1984, however, coverage for FAA and other federal police officers was added to the provisions of 42 U.S.C. § 3796, as amended by Public Law 98-411, 98 Stat. 1545, 1561, 1562. State, county, city, and other municipal police forces, including the D.C. Metropolitan Police, are also covered under these provisions. Survivors of police officers of the Park Police and the Secret Service Uniformed Division were previously authorized to receive a \$50,000 survivor benefit under Title 4, D.C. Code, sections 4-607 and 4-622 (1981), if the Mayor determined that an officer of one of these forces died in the line of duty.

Title 18 coverage for  
federal police officers

FAA police officers also expressed concern that they were not covered under Title 18 of the U.S. Code like other federal police officers. Title 18, U.S. Code, makes assaulting or killing officers and employees of the United States, as designated in section 1114 of this statute, a federal crime. Section 111 makes an assault of certain federal employees performing official duties punishable by a fine of not more than \$5,000 or imprisonment for not more than 3 years, or both. Assault with a deadly weapon is punishable by a fine of not more than \$10,000 or imprisonment for not more than 10 years, or both. Killing a federal employee covered by Title 18 is punishable by a fine, by death, or imprisonment for any term of years or for life.

FAA police officers are not covered under Title 18. Like FAA police officers, those at the Federal Protective Service, the Library of Congress, the National Zoological Park, and the Supreme Court are not covered by the provisions of Title 18. Police officers at the Capitol, the Park Police, and the Secret Service Uniformed Division, however, are covered under this statute.

### CHAPTER 3

#### POLICE STAFFING PROBLEMS AT WASHINGTON

#### NATIONAL AND DULLES INTERNATIONAL AIRPORTS

Washington National and Washington Dulles International Airports are under their authorized police staffing levels. For fiscal year 1984, the FAA authorized 97 police positions at National and 51 police positions at Dulles. Authorized staffing levels at National and Dulles appear reasonable compared to authorized staffing levels at other similar airports in FAA's Eastern Region. However, the vacancy and turnover rates for FAA police officers have generally been higher than for police officers at these other airports. Similarly, FAA's vacancy and turnover rates were also higher than most other federal and non-federal police forces we contacted in the Washington metropolitan area.

Hiring freezes, staffing restrictions, and low pay have contributed to FAA's limited hiring success and continuing police turnover. Because of the staffing shortages at National and Dulles, significant amounts of overtime were being worked to provide police coverage. For example, during the second quarter of fiscal year 1984, the amount of overtime worked was about 14,500 hours, almost 7 staff years and approximately 22 percent of the regular duty hours worked at both airports. Almost 85 percent, or about 12,300 hours, of this overtime was worked by about half of the FAA police officers.

#### STAFFING LEVELS AT NATIONAL AND DULLES

Authorized and on-board police staffing levels at Washington National and Washington Dulles International Airports have decreased in recent years. Between September 30, 1980, and September 30, 1983, authorized police staffing levels decreased from 173 to 133 positions at these airports. Much of this decline directly resulted from the airports' implementation of a revised passenger screening security system--termed "quick response." Similarly, the on-board staffing levels decreased from 140 to 108 positions over the same period.

As a consequence of reduced staffing levels, FAA became concerned about its ability to provide airport police services. In 1982, it conducted a study to assess its police staffing needs. This study, combined with additional staffing needs identified by the Public Safety Division, increased fiscal year 1984 authorized police staffing levels. As of September 30,

1984, FAA's authorized and on-board police staffing levels were 148 and 124, respectively. As of April 30, 1985, (7 months later), the on-board staffing level dropped to 111 officers.

National and Dulles' authorized staffing levels appear reasonable compared to other airports

Authorized staffing levels at National and Dulles appear reasonable compared to other similar airports in FAA's Eastern Region. Of the 12 airports included in our analysis, National ranked fifth in total number of passengers screened and fourth in authorized police staffing levels. Dulles ranked ninth and seventh, respectively, for these same two categories.

FAA has high police vacancy rates

Police vacancy rates at FAA are high compared to most other police forces contacted. As of September 30, 1984, FAA's police vacancy rate was 16 percent overall--13 percent for National and 22 percent for Dulles. In contrast, the overall average vacancy rate for the other 23 police units contacted was 2 percent, with a range of 0 to 15 percent. Table 3-1 presents police vacancy rate information for all units contacted as of September 30, 1984.

FAA's September 1984 police vacancy rate is the lowest since September 1982. For example, at the time we started this review--November 1983--FAA's overall police vacancy rate was 28 percent (32 percent at National and 22 percent at Dulles). But, as of March and July 1984, FAA's overall police vacancy rate was 22 percent and 24 percent, respectively.



Table 3-1

STAFFING LEVELS AND VACANCY RATES FOR POLICEFORCES CONTACTED AS OF SEPTEMBER 30, 1984

<u>Police Unit</u>	<u>On-board</u>	<u>Authorized</u>	<u>Vacancy Rates (Percent)</u>
<u>Federal</u>			
FAA	124	148	16
National	(84)	(97)	(13)
Dulles	(40)	(51)	(22)
Capitol Police	1189	1222	3
Secret Service Uniformed Div.	950	1008	6
Fed. Protective Service	793	810	2
U.S. Park Police	537	580	7
Library of Congress	134	157	15
Supreme Court	62	65	5
National Zoological Park	20	21	5
<u>Nonfederal</u>			
Metropolitan (D.C.)	3861	3880	0
Virginia State	1386	1406	1
Fairfax County	795	806	1
Arlington County	290	292	1
City of Alexandria	227	235	3
Metro Transit	239	255	6
<u>Other Airports</u>			
J.F. Kennedy	243	243	0
Newark	137	154	11
LaGuardia	123	127	3
Philadelphia	93	93	0
Pittsburgh	57	57	0
Buffalo	48	48	0
Richmond	42	42	0
Baltimore-Washington	37	39	5
Rochester	22	24	8
Albany	6	7	14

## FAA'S POLICE UNDERSTAFFING PROBLEM

Hiring freezes, staffing restrictions, and low pay have contributed to FAA's limited recruiting success and continuing police turnover. Between January 1981 and September 1984, FAA hired 56 police officers, an average of slightly more than 1 hire per month. During the same period, however, 81 police officers left FAA, an average of just under 2 losses per month.

### Hiring freezes and staffing restrictions

Hiring freezes and staffing restrictions have adversely affected FAA's ability to hire police officers. Between March 1980 and March 1981, there were two executive branch hiring freezes limiting federal civilian hiring governmentwide. The most recent hiring freeze was imposed on January 20, 1981. This action froze federal civilian personnel hiring within the executive branch until mid-March 1981. On March 16, 1981, the Department of Transportation (DOT) announced the continuation of a departmentwide hiring freeze. This freeze remained in effect until January 26, 1984, except for a temporary respite between August 1 and December 22, 1981. Pursuant to DOT guidelines for obtaining hiring exemptions, FAA periodically requested hiring freeze exemptions between January 1981 and January 1984. During this period, DOT granted FAA 71 exemptions to fill critical vacancies. Although police vacancies were considered critical staffing needs during this period, critical vacancies also existed in other FAA occupational groups. As a result, FAA's police received only a portion of the 71 exemptions obtained.

During the 1981-1984 hiring freeze, FAA was able to hire 21 police officers on an exemption basis. During the same period, however, 59 officers left the FAA police force. As a result of FAA's limited ability to hire during this period, FAA's on-board police staffing level was 111 of 150 authorized GS-083 positions as of January 30, 1984.

### Special pay rates

The Federal Salary Reform Act of 1962, 5 U.S.C. §5303 (1982), established the special pay rate program to provide the government greater flexibility in attracting and retaining employees in hard-to-fill occupations in areas where private sector salaries are exceptionally high and are contributing to a staffing problem. The law authorizes the President to increase basic rates of pay if private enterprise pay rates substantially exceed statutory pay rates and significantly handicap the government's ability to recruit or retain well-qualified individuals. The President is authorized to extend special pay rate coverage on an occupational or geographic basis to employees

under the General Schedule, the Foreign Service Schedule, and in the Veterans Administration's Department of Medicine and Surgery.

The President, by Executive Order 11721, May 23, 1973, as amended, delegated responsibility for administering the special pay rate system to the Office of Personnel Management. Under this authority, OPM reviews agency staffing problems, establishes whether or not special rates are warranted, determines occupational and geographic coverage, and establishes the amount by which pay rates should be increased. Once the special pay rates are established, OPM reviews the authorization at least annually and can continue, abolish, or revise special pay rates, in consideration of the facts and pertinent criteria under the law and the executive order.

Under the law, OPM is authorized to apply special rates by increasing the minimum General Schedule rate (step 1) to a beginning pay level that does not exceed the salary level paid at the 10th, or maximum, step of the grade. OPM establishes the new entry level rate at the salary believed necessary to provide adequate numbers of well-qualified employees. OPM then expands the General Schedule rate range so that special rate employees are covered by a 10 step pay range. Thus, a new employee, hired into a special rate occupation at the GS-5 level, could be covered by a special rate range beginning at step 10 and ending at step 19.

Before a special pay rate can be established or adjusted, OPM requires that departments and agencies provide evidence that a significant recruitment or retention problem is caused by substantially higher private enterprise rates. Departments and agencies initiate requests for new special rate authorizations when the need arises, while OPM initiates the annual review of existing special rates. Under both circumstances, OPM requires that departments and agencies submit specific data that shows (1) the extent to which recruitment or retention problems affect staffing levels and (2) the extent to which federal salaries lag behind private sector salaries.

On November 2, 1983, the Secretary of Transportation requested OPM's approval of special pay rates for FAA police officers to improve FAA's ability to compete with other federal and nonfederal police organizations in the Washington metropolitan area. The request also included a proposed FAA police pay scale based on an informal FAA wage survey of 11 other federal and nonfederal police jurisdictions. DOT proposed increasing FAA's police salaries to a range of \$17,919 (a 50-percent increase for a GS-4, step 1) to \$38,185 (a 30-percent increase for the Police Chief, GS-12, step 1).

The Secretary's request, substantiated by staffing data, noted that:

"Historically, the FAA has been hampered in its efforts to attract and keep a consistently high-caliber airport police force because of pay rates which are substantially lower than both private and other Federal sector police pay scales in the metropolitan Washington area."

Section 5303 of Title 5 requires that for special pay rates to be warranted, there must be evidence of a significant recruitment or retention problem attributable to substantially higher salaries paid by nonfederal establishments. Although the Secretary's request noted that much of FAA's police recruitment and retention problems were not supported by the agency's loss of employees into the private sector, she noted that:

"In effect, the other Federal police organizations with whom we seek parity through the application of the special rates process have a legislated or permanent special rate. They thereby maintain parity with local, non-Federal police organizations. . . . The special pay rates mechanism does not consider losses to the Federal sector. Yet, the FAA is competing with other Federal organizations which are exempted from the regular General Schedule pay setting regulations."

Based on FAA's exit conference interviews with former officers between January 1981 and September 1984, the primary reason why officers left was for other employment. Of the 81 officers who left during this period, at least 36 (44 percent) left for other jobs. Of this number, 16 left for other FAA jobs, 17 left for jobs in other federal agencies, 2 left for jobs in the private sector, and another did not identify his next employer. In addition, 19 (23 percent) left for "other reasons" including to return to school and for personal and health reasons. An additional 8 (10 percent) individuals did not provide a reason for leaving. Finally, 12 (15 percent) officers retired and another 14 (17 percent) were fired.

Citing a need to ensure staffing stability and to enhance FAA's ability to maintain a secure environment at the airports, OPM granted special pay rates for FAA's GS-4 and GS-5 airport police on December 22, 1983. According to OPM, pay increases at other FAA police grade levels were not warranted by the staffing data submitted.

At the time of OPM's approval, this special pay rate resulted in a 2-step increase (\$824) for the GS-4 FAA police officers and a 1-step increase (\$461) for the GS-5 FAA police

officers. However, the one-half percent General Schedule adjustment retroactive to January 1984, authorized by Executive Order 12477, dated May 23, 1984, was not received by the FAA police officers under special pay rates. This is because section 530.307, Title 5, Code of Federal Regulations, 1984, states that a general revision to the General Schedule will have no effect on special salary rate schedules. Additionally, FAA police officers under the special pay rate were not granted any special pay rate adjustment and did not receive the fiscal year 1985 3.5 percent General Schedule adjustment. Thus, GS-4 FAA police officers' pay will be less than 1 step higher than other GS-4s. Moreover, GS-5 FAA police officers will no longer be covered by special pay rates because the General Schedule pay adjustments will have surpassed their special pay rates.

Efforts to increase  
FAA's police recruiting

FAA has authority to recruit and examine applicants for GS-083-4 police positions, establish applicant registers, and issue certificates of employment eligibility as defined by the November 1980 Special Examination Unit Delegation Agreement between OPM and FAA. In accordance with this agreement, OPM audited FAA's examination unit in December 1983. The audit indicated a "well run operation as well as aggressive recruitment efforts." However, the audit also indicated that several factors "including hiring freezes, substantial overtime work and concerns about pay have affected [police] recruitment and retention" at the airports.

OPM and FAA have implemented two joint efforts aimed at improving FAA's police recruiting program. Together, these efforts resulted in increasing FAA's potential police applicant pool by 1,764 individuals. In December 1983, OPM included FAA's airport police job announcements in its Federal Job Information Center telephone service. As a result, FAA received 1,521 responses between December 1983 and September 1984. Secondly, in February 1984, OPM informed applicants on the U.S. Deputy Marshal's Service register of the availability of FAA airport police positions. All individuals on the Deputy Marshal's Service register had previously passed the same written law enforcement test which is used for FAA police applicants. As a result of this effort, FAA received 243 additional applications between February and September 1984 and added these applicants to its own police register.

Since June 1983, FAA has postponed background investigation requirements for new police hires at the airports to expedite its police recruiting process (that is, shorten the time between a tentative selection and the date a new hire reports on board).

Previously, FAA required the successful completion of a background investigation prior to each officer being hired. However, new officers are now hired prior to the background investigation to avoid losses to other employers during this process. New hires are not permitted to carry guns until they successfully pass the background investigation requirement.

In addition, FAA has increased the frequency of its police applicant testing. In 1983, FAA scheduled 10 police test dates, an average of 0.8 tests per month. This average increased to 2.4 tests per month (22 test dates) between January 1, 1984, and September 30, 1984.

#### Results of FAA recruiting efforts

Between June 1983 and September 1984, FAA hired 52 police officers, an average of 3.25 hires per month. However, 33 FAA police officers left the force during this same period, an average loss of more than 2 officers per month. As a result, FAA's recruitment effort resulted in a net gain of 19 on-board police positions during this period.

The Secretary of Transportation's special pay rate request to OPM stated that FAA's experience in recruiting and retention has been dismal primarily because the pool of eligible FAA police applicants shrinks considerably throughout the recruitment process. FAA's police applicant data illustrates this point. Between June 1, 1983, and September 30, 1984, FAA scheduled 1,310 applicants for its police test. Only 727 applicants actually took the test. Of those who took the test, 322 applicants passed. The applicant pool continued to shrink throughout successive recruitment steps (interviews, medical exams). Of the 322 applicants who passed FAA's police exam, FAA tentatively selected 99, 36 declined FAA's formal job offer, 52 accepted, and the remainder dropped out at the medical exam phase.

Recruitment problems have been attributed by DOT and FAA officials to the low pay of FAA police officers compared to other police units in the Washington metropolitan area. The Secretary's special pay rates request to OPM stated that the pay for the grade level at which FAA is recruiting automatically works against the likelihood of attracting the best available candidates for FAA police work. FAA officials indicated that FAA police pay, despite current special pay rates for GS-4s and GS-5s, continues to adversely affect its police recruitment efforts.

In view of FAA's limited police recruiting success, FAA further relaxed its police recruiting requirements to expedite its hiring process. On July 6, 1984, FAA sent employment offers

to the top 50 applicants on its police register without interviewing these applicants and before administering medical exams. (Before this, police applicants had to pass the interview process and the medical exam, in addition to the written exam, before FAA offered them a position.) Thirty-eight of the 50 applicants were also on the Deputy Marshal's Service register. Twenty-four applicants accepted FAA's employment offer (of those who accepted, 18 were Deputy Marshal's Service candidates); 25 declined FAA's employment offer; and 1 offer was retracted. Six of the 24 applicants who accepted FAA's employment offer failed to report for duty and another quit after only 3 days.

While this single effort appears to have been successful in increasing the on-board staffing levels at the airports, an MWA official cautioned that the process may increase police attrition substantially. This official stated that FAA may need to fire some new hires for unsuitable behavior which might have been detected in interviews and others may not pass the medical exam or the background investigation.

FAA is considering further direct employment offers to its top register applicants. However, an MWA official said it will probably wait to see how successful this first effort is before initiating a second similar effort.

#### Other police forces' recruiting efforts

Other than FAA, only 1 of the 13 police forces we contacted in the Washington metropolitan area indicated that it was experiencing police recruiting problems. This was the Federal Protective Service, which is paid under the General Schedule. The other police forces contacted are not paid under the General Schedule.

Unlike the other Washington metropolitan police forces, FAA and the Federal Protective Service recruit continuously to fill staffing shortages. Despite extensive advertising efforts and the postponement of its full-field background investigation requirement (initiated to bring officers on board faster), a Federal Protective Service official said the Service was disappointed that it was only able to hire 57 of the 1,775 applicants tested between January and March 1984. Like FAA, this official attributed the Federal Protective Service's recruiting difficulties to its low police pay.

The remaining 12 police forces recruit either to fill staffing needs as they arise or in anticipation of future staffing needs. Although their recruitment processes differ, none of the units contacted indicated that they were experiencing any police

recruiting problems. Rather, each of these units reported that they always receive sufficient numbers of applicants to more than satisfy their staffing needs. For example, the Supreme Court received 275 applications between March and May 1984 for its announcement for 4 police positions. Likewise, a recruiting representative for the Virginia State Police stated that it usually has about 1,000 applications on hand at all times, even when there are no vacancies.

FAA's police turnover

Continuous police turnover at FAA has adversely affected on-board police staffing strength. Staffing data for January through September 1984 indicates that while FAA has increased its police hiring rate to an average of more than 4 per month, the rate of monthly police losses has also increased to about 3 per month. In fact, at the end of September 1984, FAA's police turnover rate had already exceeded its turnover rates for each of the 3 prior years. Table 3-2 highlights FAA's police turnover data between January 1, 1981, and September 30, 1984.

Table 3-2  
FAA POLICE TURNOVER FROM JANUARY 1, 1981  
THROUGH SEPTEMBER 30, 1984

Year	No. of Officers Hired	Hiring Rate Per Month	No. of Officers Who Left	Loss Rate Per Month	Net Staffing Gain (Loss)
1981	4	.33	23	1.92	(19)
1982	-	-	19	1.58	(19)
1983	15	1.25	14	1.16	1
1984	37	4.11	25	2.78	12
Total	56	1.24	81	1.80	(25)

Reasons for FAA police turnover  
based on questionnaire responses

As previously mentioned, we developed and administered two questionnaires--one to all former police officers who had left the FAA police force between January 1981 and March 1984, and one to all FAA police officers as of January 31, 1984. The questionnaire to former FAA police officers (76 percent response rate) was designed to solicit their reasons for leaving the force and their opinions about their former FAA police jobs. The questionnaire to active FAA police officers (85 percent response rate) was designed to solicit their opinions about their jobs.



### Former officers

Of the 41 former officers who responded to our questionnaire, about 68 percent indicated that they left the FAA police force to take other employment. Of this group, 79 percent were still at that same job. Increased salary was not the most frequently cited reason influencing the respondents' decision to leave the FAA police force--despite the fact that 68 percent of the officers who left for other employment stated they had received a salary increase at their next job. Rather, the respondents indicated that five reasons ranked above salary as factors which contributed to either a "great" or "very great" extent in their decision to seek other employment. These reasons were: management/employee communications (75 percent), better working conditions (71 percent), more opportunity for future advancement (68 percent), the fairness of the promotions process (68 percent), and the amount of management's recognition for good performance (61 percent). However, when asked what would have induced them to stay with the FAA police force, 63 percent of the respondents indicated that an immediate increase in salary would definitely or probably have induced them to stay. This factor ranked second, preceded by better working conditions (67 percent) and followed by better benefits (62 percent).

### Active officers

About 65 percent of the 93 officers who responded to the question on job satisfaction indicated that they were dissatisfied with their jobs. However, our analysis indicated that these officers are not as dissatisfied with the job, per se, as they are with specific job-related factors. Morale, for example, was cited as being "low" or "very low" by 98 percent of the respondents. The factor cited most often for low morale was a perceived pay disparity, which was cited by 98 percent of the respondents. Other major reasons which the respondents indicated as contributing to low morale were benefit disparities (89 percent), management policies (84 percent), management/employee relation practices (80 percent), retention problems (76 percent), limited promotion opportunities (74 percent), and staffing shortages (73 percent).

The questionnaire results further indicated that about 71 percent of the current officers had sought other employment within the past 2 years. Of this group, about 91 percent indicated that salary was a "great" or "very great" factor contributing to their decision to seek other employment. Other important factors which the respondents indicated as contributing to their decision to seek other employment were more opportunity for future advancement (85 percent), management/

employee relation practices (76 percent), better benefits (66 percent), and better working conditions (60 percent). Finally, about 60 percent of the respondents indicated that they "probably" or "definitely" would seek employment elsewhere within the next 12 months.

About 29 percent of the current officers who responded to our questionnaire indicated that they had not sought other employment within the past 2 years. Of this group, 75 percent indicated that age requirements for other jobs contributed to either a "great" or "very great" extent in their decisions not to seek other employment.

#### COMPARISON OF POLICE TURNOVER RATES

FAA's police turnover rate was higher than all but one of the police forces contacted. As stated in the Secretary of Transportation's request for special pay rates, continuous turnover necessitates an "inordinate amount of management attention because of recurring problems with levels of [police] staffing" (that is, scheduling difficulties and constant recruiting efforts).

Between 1981 and 1983, FAA's average annual turnover rate was 14.3 percent. In contrast, the average annual turnover rate for the other police forces contacted was 5.6 percent during the same period. The seven federal police forces in the Washington metropolitan area had an average turnover rate of 7.8 percent, with a range of 3.8 to 15.9 percent. Only the National Zoological Park had a higher average annual turnover rate (15.9 percent) than FAA. The six nonfederal police forces contacted averaged a 5.9 percent turnover rate, with a range of 3.3 to 8.7 percent. The 10 other airports in FAA's Eastern Region averaged a 4.0 percent turnover rate and their range was 2.8 to 7 percent.

Table 3-3 shows a comparison of average annual turnover rates for the police forces contacted during our review.

Table 3-3

COMPARISON OF POLICE TURNOVER RATES1981 THROUGH 1983

Police Unit	Aver. Annual Turnover Rate (percent)
<u>Federal</u>	
FAA	14.3
National Zoological Park	15.9
Secret Service Uniformed Div.	8.7
Library of Congress	7.4
Fed. Protective Service	6.5
Capitol Police	4.6
U.S. Park Police	3.8
Supreme Court	Data not avail.
<u>Nonfederal</u>	
City of Alexandria	8.7
Arlington County	7.3
Fairfax County	6.8
Metro Transit	5.3
Metropolitan (D.C.)	3.7
Virginia State	3.3
<u>Other Airports</u>	
Richmond	7.0
Pittsburgh	4.2
Philadelphia	5.2
Baltimore-Washington	3.9
Rochester	3.7
Buffalo	3.5
J.F. Kennedy	2.8
Newark	2.8
LaGuardia	2.8
Albany	Data not avail.

Costs associated with FAA  
police turnover

High police turnover rates are costly to FAA. Two costs are directly attributable to FAA police turnover. First, the cost of filling each police vacancy is estimated by FAA to be \$5,000. This includes the costs associated with each recruit's medical examination, background investigation, basic police training, and uniforms. FAA spent approximately \$280,000 between January 1981 and September 1984 in such costs for its 56 hires. Secondly, overtime is required to compensate for FAA's police staffing shortages. For example, 85 percent of the total overtime approved during the second quarter of fiscal year 1984 was worked because of staffing shortages, at a cost of about \$124,000. For the second quarter of fiscal year 1985, overtime costs for FAA police officers totaled \$162,914.

FAA POLICE UNDERSTAFFING  
CREATES HIGH OVERTIME USAGE

During the past few years, understaffing of the FAA police at Washington National and Washington Dulles International Airports has kept the amount of overtime worked by police officers at a high level. Volunteers are continuously needed to work overtime to adequately staff most shifts. On an individual basis, FAA police officers averaged more overtime hours per week and per year than the other police forces included in our review, and about half of FAA's police officers work the majority of the overtime at the airports.

Historical overtime data

The average annual overtime costs for the past 4 years at National and Dulles have been in excess of \$500,000. Table 3-4 shows the annual overtime costs at National and Dulles for fiscal years 1981 through 1984.

Table 3-4

ANNUAL OVERTIME COSTS FOR  
NATIONAL AND DULLES AIRPORTS

<u>Fiscal Year</u>	<u>National</u>	<u>Dulles</u>	<u>Total</u>
1981	\$520,013	\$153,731	\$673,744
1982	261,107	70,654	331,761
1983	441,811	127,982	569,793
1984	408,337	226,883	635,220

FAA police officers work  
extensive overtime

During the second quarter of fiscal year 1984, the amount of overtime worked was about 14,500 hours, almost 7 staff years and approximately 22 percent of the regular duty hours worked at both airports. Almost 85 percent, or about 12,300 hours, of this overtime was worked by about half of the FAA police officers.

FAA Order 3550.12A establishes 300 or more hours of overtime a year or 100 or more hours of overtime a quarter as criteria for monitoring the use of individual overtime. In an effort to help supervisors monitor overtime use, various reports are produced by FAA's servicing and accounting offices. One report is the MWA's Overtime Exception Report which identifies all employees who have exceeded this criteria.

During fiscal year 1983, 52 of FAA's police officers, about one-half of the police force, worked more than 300 hours of overtime a year. They averaged about 700 hours of overtime for the year, with a range of 303 to 1,711 hours.

For the year ending March 17, 1984, 63 police officers worked more than 300 hours a year or 100 hours a quarter. The year-to-date total overtime hours ranged from 232 to 2,450 hours for these 63 police officers. Four police officers worked more than 1,000 hours of overtime and three others worked more than 2,000 hours of overtime.

FAA categorizes its police overtime into three approval categories: personnel shortages, emergencies, and court time. For the overtime that was approved for the second quarter of fiscal year 1984, 85 percent was approved because of personnel shortages. Emergencies and court time accounted for only 9 and 6 percent, respectively.

FAA police officers averaged  
more overtime than other  
police forces contacted

FAA police officers averaged more overtime hours per week and per year than officers at the other federal and nonfederal police forces and at the 10 airports contacted during our review. Table 3-5 shows the average number of overtime hours police officers worked per week and the average number of overtime hours officers worked per year as reported by the 24 police forces contacted.

Table 3-5

OVERTIME PER OFFICER ON A  
WEEKLY AND A YEARLY BASIS<sup>a</sup>

Police Unit	Average no. of overtime hours worked per week	Average no. of overtime hours worked per year
<u>Federal</u>		
FAA	7.6	397
Secret Service Uniformed Div.	4.4	229
Library of Congress	3.0	156
Capitol Police	1.8	92
U.S. Park Police	1.6	84
Supreme Court	0.4	20
National Zoological Park	0.4	18
Fed. Protective Service	Data not avail. Data not avail.	
<u>Nonfederal</u>		
Fairfax County	2.5	129
Metro Transit	2.5	129
Virginia State	1.8	95
City of Alexandria	1.3	68
Metropolitan (D.C.)	1.2	61
Arlington County	0.6	31
<u>Other Airports</u>		
J.F. Kennedy	6.6	343
LaGuardia	6.6	343
Newark	5.8	302
Rochester	2.3	117
Baltimore-Washington	2.0	106
Buffalo	1.9	98
Richmond	1.5	80
Albany	0.4	23
Pittsburgh	0.4	19
Philadelphia	0.3	16

<sup>a</sup>Generally, overtime hours worked by federal police forces were for fiscal year 1984; for nonfederal police forces, overtime hours reported were for calendar year 1983.

## Effects of extensive overtime

About 75 percent of the current officers who responded to our questionnaire indicated they believe that police officers working overtime are "less" or "much less" effective at ensuring airport and public safety than those officers who are not on overtime status. Moreover, both FAA officials and police officers have cited instances when police officers who had worked many hours of overtime were found sleeping while on duty. In addition, these officials said that working excessive amounts of overtime can lead to exhaustion, poor performance, and high sick leave usage.

## CHAPTER 4

### CONCLUSIONS AND RECOMMENDATION

#### CONCLUSIONS

Low pay is contributing to the difficulty FAA is having in attracting and retaining an adequate number of qualified police officers. Even though FAA has tried to correct the problem through more aggressive recruiting efforts and requests for special pay authority, staffing problems continue. In contrast, federal police forces whose officers are paid under separate pay schedules that offer higher pay rates generally are not experiencing staffing problems.

Over the years, several federal police groups covered by the General Schedule have sought and received separate pay schedules to enhance their staffing efforts. Some of these police forces' duties and responsibilities are comparable to or less difficult than FAA police duties and responsibilities.

We believe the police personnel staffing problems FAA is experiencing need to be resolved. However, we believe it would be more appropriate to treat these problems as part of an overall assessment of compensation issues covering all federal police forces rather than as a separate issue. Separate treatment of FAA would not solve the problem of pay disparities arising among federal police forces because of numerous systems.

OPM's effort, begun in 1980, to study federal police officers' compensation and classification processes might have resolved police compensation issues, but it was not completed. We believe OPM should reexamine these issues as well as the feasibility of creating a single pay system covering all federal police forces.

#### RECOMMENDATION TO THE DIRECTOR, OPM

We recommend that OPM report to the Congress on what administrative or legislative actions are needed to resolve FAA's police staffing problems. In its assessment of the actions needed, OPM should consider whether

- the work of General Schedule police officers, and in particular FAA police officers at National and Dulles airports, is properly valued in comparison with other General Schedule positions and other federal police work under special compensation systems and



--the work of police officers belongs under the General Schedule or whether a uniform and separate occupation schedule for federal police work with a single pay system should be developed.

#### AGENCY COMMENTS AND OUR EVALUATION

We sent a draft of this report to the Department of Transportation and to the Office of Personnel Management for review and comments. A discussion of their comments follows.

#### Comments by the Department of Transportation

DOT agreed with the report findings and said the OPM review we recommended was essential if a balanced review of the competing police compensation systems is to take place and an equitable solution provided. However, DOT said the recommended OPM review does not provide an immediate solution to its airport police staffing problems and recommended that we encourage an expedited OPM evaluation. DOT also believed an interim relief measure was needed and that this could be accomplished if OPM would support an increase in special salary rates for the airport police.

#### Comments by the Office of Personnel Management

OPM agreed there are disparities in pay among various federal police forces in the Washington metropolitan area. While OPM did not specifically address our recommendation, it believes that no basis exists for adjusting the grades of FAA police officers to make up for differences in compensation which exist among federal police forces. Further, OPM believes that the higher salaries paid to police forces whose duties and responsibilities are comparable to FAA police reflect an overpayment of other groups rather than an underpayment of the FAA police.

It was not the intent of this report to state that one police force was overpaid or underpaid relative to other police forces. However, the report does show that wide disparities exist in the salary schedules of federal police forces and that pay has been a contributing factor to FAA's inability to maintain a stable staffing level at National and Dulles airports. OPM recognized that FAA had experienced a significant staffing problem when it authorized special pay rates for these police forces in December 1983. The report also shows that FAA's police staffing problem has existed for several years and a solution is needed.

OPM was particularly interested to note that former FAA police officers did not cite salary as the primary factor in their decision to leave FAA and that an increase in pay was not cited as the primary change which would have induced them to stay. OPM added that it appears FAA's staffing difficulties are more a consequence of problems other than dissatisfaction with pay. Although an increase in pay was not the primary factor cited by former officers as a change which would have induced them to stay, a pay increase was second only to better working conditions. Also, most FAA police officers on board as of January 31, 1984, said that they had tried to find other employment primarily for more pay. Therefore, we believe there is ample reason to conclude that pay is a contributing factor to FAA's inability to maintain a stable police force at the airports.

OPM objected to the wording in the draft which stated that OPM authorized special rates in December 1983 in order to ". . . enhance FAA's ability to maintain a secure environment at the airports. . . ." OPM stated, in its comments, that its decision to authorize special rates was based on findings that FAA had experienced significant staffing problems, as required by the law and its regulations. We are not reporting that OPM authorized special rates in a manner which is not in accordance with the law, but that OPM had recognized FAA's inability to maintain a stable police force at the airports. A December 22, 1983, memorandum from OPM's Associate Director for Compensation to the Director, OPM, stated:

"Clearly, the decision on whether to grant special rates at any grade level was a judgement call. On balance, I concluded an increase was necessary to assure staffing stability and to enhance FAA's ability to maintain a secure environment at the airports." (Emphasis added)

The Director, OPM, approved this memorandum providing special rates to airport police.

OPM also pointed out a few other statements in our draft report that it believed needed to be clarified. We made changes where we considered it appropriate.

WILLIAM D. FORD, MICH., CHAIRMAN

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FRANK R. WOLF, VA.  
CONNIE MACK, FLA.

**House of Representatives**  
**Committee on Post Office**  
**and Civil Service**  
**Washington, D.C. 20515**

TELEPHONE (202) 225-4054

October 28, 1983

The Honorable Charles A. Bowsher  
Comptroller General  
General Accounting Office  
441 G Street, N.W.  
Washington, D.C. 20548

Dear Mr. Bowsher:

We have received information indicating that public safety at National and Dulles Airports is threatened by an underpaid, understaffed, and overworked police force serving those airports. As a result, we would like your office to assess the adequacy of the compensation and personnel staffing levels of the Federal Aviation Administration (FAA) police force serving the two airports. Specifically, we would like your office to:

- compare FAA police pay levels at National and Dulles with the pay levels of other federal and nonfederal police jurisdictions in the Washington metropolitan area;
- determine the extent that pay disparities between FAA police salaries and other federal and nonfederal police salaries are contributing to recruitment and retention problems at the two airports;
- determine if the authorized and on-board staffing levels are sufficient to provide appropriate police services for the two airports; and
- identify what changes should be made to the compensation system to improve the staffing situation at the airports.

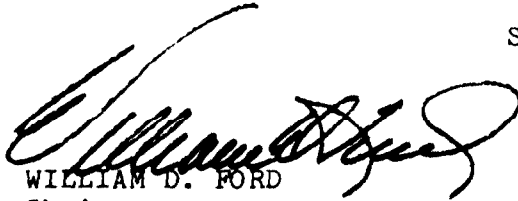
Hon. Charles A. Bowsher

- 2 -

October 28, 1983

We would appreciate your assistance in this matter. If you have any questions, please contact Pat Rissler at 225-4054.

Sincerely,



WILLIAM D. FORD  
Chairman  
Committee on Post Office and  
Civil Service



MARY ROSE OAKAR  
Chairwoman  
Subcommittee on Compensation  
and Employee Benefits



DONALD J. ALBOSTA  
Chairman  
Subcommittee on Human Resources



NORMAN Y. MINETA  
Chairman  
Subcommittee on Aviation  
Committee on Public Works  
and Transportation

QUESTIONNAIRE RESPONSE ANALYSESINTRODUCTION

To obtain data relevant to the staffing and compensation of airport police at Dulles and National airports, we surveyed both current employees and recent former employees. Because of the relatively small number of officers involved, we attempted to collect information from all active duty officers as of January 31, 1984, and also from all former officers who had left the force between January 1, 1981 and March 31, 1984.

The survey instruments were two questionnaires, one for each of the two categories of officers. Each was pretested before being mailed out. At that time there were 112 active duty officers and 63 former officers who had left FAA within the specified time period. Ninety-five current employees and 41 former employees returned questionnaires.

The results from the completed questionnaires were edited for consistency, coded, and entered into a computer data base. The resulting data sets were then verified for accuracy. The discussion that follows is based on analyses of these data. Facsimilies of the two questionnaires with appropriate numerical summary data are included as part of this appendix. The questionnaire for the active duty officers (ADOQ) is shown on pages 53 to 60, and the questionnaire for the former officers (FOQ) is shown on pages 61 to 65.

POSSIBLE SOURCES OF ERROR

There are several possible sources of error in any survey. These may be classified as follows:

- sampling error;
- errors introduced in editing, coding, and tabulating the results;
- errors of measurement on a unit; and
- failure to measure some of the units in the chosen sample.

Generally, the term sampling error refers to errors that result from the variability inherent in taking a sample instead of a census. As noted earlier, we did attempt to obtain

responses from all current officers and all officers who had left the service between January 1, 1981 and March 31, 1984. Therefore, there is no sampling error. However, the other possible error sources merit some attention.

Regarding the second item, we were very careful when editing, coding, and entering the data, and we have checked the data listings equally carefully. Hence, we are confident that any such errors have been eliminated.

Errors of measurement can occur in at least three ways in a survey such as ours. First, a respondent can put a check mark in the wrong box by mistake. For example, in our questionnaire for active duty officers, one officer said that he worked about 50 hours of overtime per week. Then, two questions later, he marked a box indicating that he had no basis to judge how effective officers are when they work overtime. It seems likely that this respondent marked the wrong box when answering the latter question. Second, a respondent can place checkmarks in two boxes on one line and check no boxes on the next line. When this occurs, both questions must be excluded from the set of responses. This did occur. Finally, a respondent can simply forget to answer a question.

Organizations doing survey work rarely receive 100 percent of the questionnaires they mail to potential respondents, and we were no exception to this rule. This phenomenon is referred to as nonresponse. The fraction or percentage of responses is referred to as the response rate. As indicated earlier, 95 out of 112 active duty officers returned the questionnaire, for a response rate of 85 percent. Forty-one of the questionnaires mailed to the former officers were returned, for a response rate of 65 percent. Generally speaking, there are several possible reasons for nonresponse, but only three seem to be of importance here. First, people receive the questionnaire but for one reason or another choose not to respond. This occurred with both of our questionnaires. Second, people are "not found." This might happen, for example, if they have moved but did not give a forwarding address, or if their address is simply incorrectly given. This happened in nine instances for the questionnaire sent to the former officers. The effect of this was to reduce the set of possible responses from 63 to 54 for that questionnaire. Thus, about 76 percent of the questionnaires that were received by former officers were returned to us. Finally, a respondent might choose not to answer one or more of the questions.

Nonresponse can pose a problem for the following reason. If nonrespondents' opinions differ from those of the respondents, then the responses reflect only a subpopulation, not the

universe. Worse, the extent of the difference is unknown. Any error introduced by this phenomenon is referred to as nonresponse bias. When an insufficient number of persons respond, this bias can be huge. Generally, it is not possible to check this. However, it is worth noting that, where checks have been made on items that are measurable, it frequently turns out that the two classes--respondents and nonrespondents--differ. Since this occurs frequently for measurable items, it is not unreasonable to suppose that the same could be true of attitudes or opinions such as those requested in our two questionnaires. This is potentially a greater problem for the questionnaire sent to the former officers than for the one sent to the active duty officers because of the lower response rate.

### ACTIVE DUTY OFFICERS

In this section, we provide a brief summary of some of the more important findings concerning the perceptions of the active duty officers.

#### Morale Is Low

There is only one point of near universal agreement--that morale is very low (see question 18, ADOQ, p. 58). Of the 95 officers who answered this question, 72, or 76 percent, responded "Very low"; 21, or 22 percent, said "Low"; and 2, or 2 percent, were "Uncertain."

A related question asked the respondents to rate several possible causes for poor morale on a 5-point scale ranging from "Very great extent," to "Very little extent" (see question 19, ADOQ, p. 59). The following two methods were devised to enable us to obtain a "consensus" rank ordering of the 11 items in the question. The first method simply assigns to each of the 11 factors the percent of respondents who selected the first category, "Very great extent," and then lists them in descending order by the percentages. The second method uses the same basic idea, but combines the first two categories, "Very great extent" and "Great extent." These methods are used again on several other questions having extent scales. The results of both these rank orderings are displayed in table 1 below. The first column in the table lists the 11 reasons. Column two contains the percentages calculated by the first method and is labeled "Percent by M 1," and column four contains the percentages calculated using the second method and is labeled "Percent by M 2."

Table 1Rankings of Reasons for Low Morale

<u>Reasons</u>	<u>Percent by M 1</u>	<u>Rank 1</u>	<u>Percent by M 2</u>	<u>Rank 2</u>
Pay disparity	91*	1	98*	1
Benefit disparity	76	2	89	2
Management policies	67	3	84	3
Management/ employee relations	63	4	80	4
Staffing	56	5	73	7
Promotion opportunity	54	6	74	6
Retention	53	7	76	5
Grievance procedures	27	9**	51	8
Overtime	27	9**	41	9
Equipment	27	9**	35	11
Adequate training	19	11	37	10

\*All percentages have been rounded to two significant digits for display purposes.  
\*\*Reasons with tied scores are assigned the average of the ranks they would have had if no ties had occurred.

As can be seen from the second column in the table, the most important contributing factor cited was perceived pay disparities. However, benefit disparities, management policies, management/employee relations, staffing, retention, and promotion opportunity were all cited by more than 50 percent of the respondents.

Level of Job Satisfaction

About 65 percent of the officers indicated that they were dissatisfied with their job (see question 1, ADOQ, p. 53, and table 6, p. 49). A related question asked the officers to indicate how satisfied or dissatisfied they were with several job-related factors (see question 2, ADOQ, p. 54). An examination of these factors indicates that they don't seem to be dissatisfied with the job, per se, but rather with some of the factors listed in the question. For example, 70 percent of those who answered this question indicated that they were either "Very satisfied" or "Generally satisfied" with their overall duties. Sixty-nine percent also said they were either "Very satisfied" or "Generally satisfied" with the variety of their work. Additionally, the respondents' comments tended to support



this observation. The most frequent theme in these comments was a complaint about poor management practices.

Many Officers Have Sought Other Employment

Sixty-seven, or about 71 percent, of the officers who responded indicated that they had sought other employment within the past 2 years (see question 3, ADOQ, p. 55). Fifty-five, or about 60 percent, of the respondents indicated that they "probably" or "definitely" would seek other employment within the next year (see question 6, ADOQ, p. 56). The 67 officers who had sought other employment were asked the extent to which several job-related factors had contributed to their decision to seek other employment (see question 4, ADOQ, p. 55). The responses were ranked in the same manner as were those in table 1. Both methods resulted in essentially the same rank ordering, and the results are displayed in table 2.

Table 2

Ranking of Reasons for Seeking Other Employment

<u>Reasons</u>	<u>Percent by M 1</u>	<u>Rank 1</u>	<u>Percent by M 2</u>	<u>Rank 2</u>
Salary	70*	1	91*	1
Advancement opportunity	64	2	85	2
Employee relations	51	3.5**	76	3
Benefits	51	3.5**	66	4
Working conditions	45	5	60	5
Training	27	6	37	6
Grievance procedures	21	7	35	7
Overtime policy	14	8	29	8
Career change	8	9	11	9
Location	4	10	7	10

\*All percentages have been rounded to two significant digits for display purposes.  
 \*\*Reasons with tied scores are assigned the average of the ranks they would have had if no ties had occurred.

Twenty-eight, or about 29 percent, of the active duty officers who responded to our questionnaire indicated that they had not sought other employment within the past 2 years. These officers were asked to identify the extent to which six specific factors influenced their decision not to seek other employment (see question 5, ADOQ, p. 56). Table 3 displays the results.

Table 3Rankings of Reasons for not Seeking Other Employment

<u>Reasons</u>	<u>Percent by M 1</u>	<u>Rank 1</u>	<u>Percent by M 2</u>	<u>Rank 2</u>
Over age	57*	1	75*	1
Close to retirement	29	2	43	2
Loss of benefits	12	3.5**	28	5
Satisfied	12	3.5**	35	3
Limited opportunities	9	5	30	4
Job security	4	6	24	6

\*All percentages have been rounded to two significant digits for display purposes.  
 \*\*Reasons with tied scores are assigned the average of the ranks they would have had if no ties had occurred.

The most compelling reason for not seeking other employment was simply that they felt they were too old to find another job at least as good as the one they presently held. The second item in both rankings, "Close to retirement," is, of course, closely related to the first item.

Overtime Effectiveness

There were 95 responses to this question (see question 23, ADOQ, p. 60). Of these, 16 indicated that officers were equally effective, 28 indicated that officers were less effective, and 43 felt that officers were much less effective when working overtime. Thus, if we combine the last two categories, about 75 percent of the respondents said that police officers working overtime were less effective at ensuring airport and public safety than those not on overtime status.

FORMER OFFICERS

Sixty-eight percent of the respondents who left the FAA police force indicated that they did so to take other employment (see question 1, FOQ, p. 61). Of these, 79 percent are still at that same job (see question 5, FOQ, p. 62). Sixty-eight percent received a raise (see question 6, FOQ, p. 62).

Reasons for Seeking  
Other Employment

The former officers were asked to indicate on a 5-point scale the extent to which several specific factors influenced their decision to leave the FAA (see question 10, FOQ, p. 63). The results are summarized in table 4 below.

Table 4

Ranking of Reasons for Leaving the FAA Police

<u>Reasons</u>	<u>Percent by M1</u>	<u>Rank 1</u>	<u>Percent by M2</u>	<u>Rank 2</u>
Fairness of promotions	64*	1	68*	3.5**
Communications	57	2	75	1
Advancement opportunity	54	3	68	3.5**
Better working conditions	50	4.5**	71	2
Salary	50	4.5**	57	6
Recognition	43	6.5**	61	5
Develop police skills	43	6.5**	43	8
Grievance procedures	29	8.5**	46	7
Benefits	29	8.5**	32	10
Overtime policy	26	10	41	9
Career change	14	11	14	11
More convenient location	7	12	7	12

\*All percentages have been rounded to two significant digits for display purposes.  
\*\*Reasons with tied scores are assigned the average of the ranks they would have had if no ties had occurred.

It is noteworthy that salary was not the most frequently cited reason influencing the respondent's decision to seek other employment. Fairness of promotions, communications, and advancement opportunity all ranked above salary as reasons for seeking other employment.

In a second part of this same question, the former officers were asked whether they would have stayed with the FAA police if any of the above factors had been changed to their satisfaction. The results of ranking the responses to this question by both methods are displayed in table 5 below.

Table 5

Ranking of Inducements to Stay with FAA Police

<u>Reasons</u>	<u>Percent by M1</u>	<u>Rank 1</u>	<u>Percent by M2</u>	<u>Rank 2</u>
Better working conditions	37*	1.5**	67*	1
Advancement opportunity	37	1.5**	56	5.5**
Benefits	35	3	62	3
Salary	33	4	63	2
Develop police skills	27	5	50	7
Fairness of promotions	26	6.5**	59	4
Communications	26	6.5**	56	5.5**
Recognition	21	8	46	9
Grievance procedures	19	9	42	10
Overtime policy	11	10	48	8
More convenient location	8	11	33	11

\*All percentages have been rounded to two significant digits for display purposes.  
\*\*Reasons with tied scores are assigned the average of the ranks they would have had if no ties had occurred.

It is interesting to observe that the highest ranked items in table 5, better working conditions and advancement opportunity, did not receive as high a percentage by method 1 as the first seven reasons listed in table 4, indicating that simply improving these items would not necessarily have induced former officers to remain with the FAA police. When ranked by the second method, better working conditions moved into first place, providing some indication that the single item most likely to have induced former officers to stay with the FAA police was an improvement in overall working conditions. Salary ranked second with 63 percent, and benefits ranked third with 62 percent.

QUESTIONNAIRE COMPARISONS

In the following sections we discuss four items from the two questionnaires that could be compared. Three of these involve attitudes or opinions, and the other is age.

Level of Job Satisfaction

The first item deals with overall satisfaction. The results from both questionnaires are displayed in table 6 below (see question 1, ADOQ, p. 53, and question 12, FOQ, p. 64).

As can be seen from table 6, about 65 percent of the current employees are dissatisfied, and about 27 percent are satisfied. On the other hand, about 41 percent of the former officers were dissatisfied, and about 44 percent of the former officers were satisfied with their jobs with the FAA police force. Thus, more than twice as many current employees are dissatisfied as are satisfied with their jobs, while the split is just about even for former employees.

Table 6

Level of Job Satisfaction for Active and Former Officers

<u>Responses</u>	<u>Active officers</u>		<u>Former officers</u>	
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
Very satisfied	3	3*	5	13*
Generally satisfied	22	24	12	31
Neither	7	8	6	15
Generally dissatisfied	30	32	5	13
Very dissatisfied	31	33	11	28
<u>Total</u>	<u>93</u>	<u>100</u>	<u>39</u>	<u>100</u>

\*All percentages have been rounded to two significant digits for display purposes.

Reasons for Seeking  
Other Employment

Next we compared those factors in question 4 of the active duty officer questionnaire which correspond directly with factors in question 10 on the former officer questionnaire. Eight job factors were common to both questionnaires. They are listed in the first column in table 7 in the order of decreasing importance as determined by the first method described earlier.

While the rankings displayed in columns three and five are somewhat different, both the active and former officers believe salary, advancement opportunity, and working conditions were important reasons for seeking other employment.

Table 7Ranking of Reasons for Seeking Other Employment

<u>Reasons</u>	<u>Active officers</u>		<u>Former officers</u>	
	<u>Percent</u>	<u>M1 Rank</u>	<u>Percent</u>	<u>M1 Rank</u>
Salary	70*	1	50*	2.5**
Advancement opportunity	64	2	54	1
Benefits	51	3	29	4.5**
Working conditions	45	4	50	2.5**
Grievance procedures	21	5	29	4.5**
Overtime policy	14	6	26	6
Career change	8	7	14	7
More convenient location	4	8	7	8

\*All percentages have been rounded to two significant digits for display purposes.  
\*\*Tied observations are each assigned the average of the ranks they would have been assigned had no ties occurred.

Adequacy of Police Services

The next comparison deals with the issue of the overall adequacy of the law enforcement services (see question 16, ADOQ, p. 58, and question 11, FOQ, p. 64). The former officers were asked to rate this on a 5-point scale ranging from "Very adequate" to "Very inadequate." The active duty officers were asked to rank 11 specific law enforcement services on the same scale. Thus, these items are not directly comparable. On the active duty officer questionnaire we added up the total number of responses in each category. This number yielded a good approximation of the general feeling about the overall adequacy of the law enforcement services. The results are given in table 8 below.

If we combine "Very adequate" and "Adequate" and also combine "Very inadequate" and "Inadequate" for both sets of respondents in table 8, it turns out that 45 percent of the current employees and 42 percent of the former employees feel services are at least adequate. Using the same procedure for the two inadequate categories, 45 percent of the active officers feel that services are inadequate, and 48 percent of the former officers feel that services are inadequate. This is basically an even distribution of responses between the favorable and unfavorable situations.

Table 8  
Overall Adequacy of Police Services

<u>Responses</u>	<u>Percent of responses in each category</u>	
	<u>Active officers</u>	<u>Former officers</u>
Very adequate	12*	16*
Adequate	33	26
Uncertain	10	10
Inadequate	23	32
Very inadequate	22	16
<u>Total</u>	<u>100</u>	<u>100</u>

\*All percentages have been rounded to two significant digits for display purposes.

Age Comparison

The age distributions of the two classes of officers are displayed in Table 9 below.

Table 9  
Age Distributions of Active and Former Officers

<u>Age range</u>	<u>Active duty officers</u>	<u>Former officers</u>
20-24	4	0
25-29	9	10
30-34	12	9
35-39	16	5
40-44	10	4
45-49	13	1
50-54	13	1
55-59	13	4
60-64	4	2
65-69	0	1
<u>Total</u>	<u>94</u>	<u>37</u>

The median age of active duty officers is 43 years, and the average age is 42.2 years with a standard deviation of 10.9 years. The median age of the former officers is 34 years, and the average age is 38.4 years with a standard deviation of 12.3 years. This would seem to indicate that turnover occurs more among the younger officers. This is, of course, consistent with the observation made earlier that many of the active officers had not attempted to look for another job because they felt they were beyond the age limit. The median age of the active duty officers who sought other employment was 37 years, and the average age was 38.1 years, with a standard deviation of 9.4 years. Conversely, the median age of those officers who did not seek other employment was 54.5, and the average age was 52, with a standard deviation of 7.3.



U.S. GENERAL ACCOUNTING OFFICESurvey of Staffing and Compensation of  
Federal Aviation Administration PoliceActive Duty OfficersINSTRUCTIONS

The U.S. General Accounting Office (GAO), an independent agency, has been asked by Members of Congress to review the recruitment and retention of Federal Aviation Administration (FAA) police personnel and to determine if FAA police salaries and benefits are comparable to those of similar local police jurisdictions. We are distributing this questionnaire to all active duty FAA police officers to solicit your opinions about these and other issues.

All responses will be treated as confidential. The questionnaire is numbered only to permit us to followup with nonrespondents. When we receive your questionnaire, the number will be deleted to ensure your confidentiality.

Please return the completed questionnaire in the enclosed pre-addressed envelope within 5 days, if possible. In the event the envelope is misplaced, the return address is:

Tim Outlaw  
U.S. General Accounting Office  
441 G Street, NW.  
Room 5077  
Washington, D.C. 20548

If you have any questions about the survey, please call Tim Outlaw or Kathy Turner at (202) 275-8904.

1. Overall, how satisfied or dissatisfied are you with your job with the FAA police? (Check one.)

- 1. [ 3 ] Very satisfied
- 2. [ 22 ] Generally satisfied
- 3. [ 7 ] Neither satisfied nor dissatisfied
- 4. [ 30 ] Generally dissatisfied
- 5. [ 31 ] Very dissatisfied
- [ 2 ] Missing data

2. Please indicate below how satisfied or dissatisfied you currently are with each of the following job-related factors. (Check one box in each row.)

	1	2	3	4	5	
1. Your overall duties as an FAA police officer.	7	57	6	16	6	3
2. Amount of prestige or professional respect afforded you as an FAA police officer.	4	12	7	26	45	1
3. Variety in the type or nature of your work.	6	60	1	17	11	0
4. Your salary.	0	6	1	13	75	0
5. Fringe benefits available to you (retirement, leave, holidays, etc.).	8	26	1	19	41	0
6. Job security.	8	31	27	11	18	0
7. Opportunities for promotion.	0	8	14	20	53	0
8. Fairness of the promotion process.	1	9	12	17	56	0
9. Fairness of the performance awards process.	0	11	11	16	57	0
10. Amount of recognition you receive from PSD top management for good work performance.	3	9	7	16	60	0
11. The opportunities to develop your police skills and abilities.	2	24	11	24	34	0
12. The overall level of management/employee communications within FAA police.	0	8	4	21	62	0
13. The conditions of your physical work environment.	3	42	9	17	22	2
14. The adequacy/reliability of equipment issued to FAA officers.	4	33	10	22	26	0
15. Other(s); please specify.						

3. Since you have been with the FAA police force, have you applied for or actively sought other employment within the last 2 years?

1. | 67 | Yes (Go to question 4.)

2. | 28 | No (Skip to question 5.)

| 0 | Missing data

4. The following may be reasons why you have looked for another job. Please indicate to what extent, if any, each of these reasons contributed to your decision to seek other employment. (Check one box in each row and then skip to question 6.)

	1	2	3	4	5	
1. Immediate increase in salary.	47	14	3	2	1	28
2. Better benefits (retirement, insurance, etc.).	34	10	13	4	6	28
3. More opportunity for future advancement.	42	14	7	3	0	29
4. Better working conditions.	30	10	13	8	6	28
5. More convenient location.	3	2	4	8	50	28
6. Career change to nonpolice work.	5	2	5	9	45	29
7. Public Safety Division's (PSD's) grievance procedures.	14	9	5	13	25	29
8. PSD's mandatory overtime policy.	9	10	10	9	28	29
9. PSD's management/employee relation practices.	34	17	6	2	8	28
10. Lack of adequate training.	18	7	12	11	19	28
11. Other(s); please specify.						

(AFTER ANSWERING QUESTION 4, PLEASE SKIP TO QUESTION 6)

5. The following may be reasons why you have chosen not to seek other employment. Please indicate to what extent, if any, each of these reasons contributed to your decision not to seek other employment. (Check one box in each row.)

	1	2	3	4	5	
1. Satisfied with my position with the FAA police.	3	6	5	8	4	69
2. Feel job opportunities outside FAA are limited.	2	5	5	7	4	72
3. Beyond age requirements for other jobs.	16	5	2	4	1	67
4. Close to retirement.	8	4	7	3	6	67
5. Level of job security at FAA.	1	5	7	7	5	70
6. Loss of benefits (e.g., pension, sick leave, seniority, etc.).	3	4	6	2	10	70
7. Other(s); please specify.						

6. During the next 12 months, do you plan to actively seek employment in an effort to leave the FAA police force? (Check one.)

- 1. [ 10 ] Definitely not
- 2. [ 8 ] Probably not
- 3. [ 19 ] Uncertain
- 4. [ 16 ] Probably yes
- 5. [ 39 ] Definitely yes
- [ 3 ] Missing data

7. In total, how long have you worked for the federal government (including credited military service)?

Ninety four officers answered this question. The median length of service was 14.8 years. The average length was 17.6 years with a standard deviation of 11.3 years.

8. Other than social security, are you eligible for, or currently receiving, a pension from any other organization in addition to your FAA police salary?

- 1. [ 23 ] Yes
- 2. [ 72 ] No
- [ 0 ] Missing data

9. How long have you been working for the FAA police force?

Ninety four officers responded to this question. The median length of service was 9.8 years. The average length of service was 9.4 years with a standard deviation of 6.3 years.

10. Prior to FAA service, how many years of police service did you have? (Exclude time spent in a guard capacity.)

Sixty-one officers indicated that they had had prior police service. The median length of prior service was six years. The average was 9.4 years with a standard deviation of 7.7 years.

11. What is your age?

Ninety-four officers answered this question. The median age was 43 years. The average age was 42.2 years with a standard deviation of 10.9 years.

12. What is your current grade and step?

Ninety officers provided both their grade and step. The median response, which was the same as the mode, was Grade 5, Step 10.

13. What is the highest educational level or degree that you have attained? (Check one.)

- 1. [ 29 ] High school diploma or equivalent
- 2. [ 21 ] Associate's degree
- 3. [ 11 ] Bachelor's degree
- 4. [ 1 ] Master's degree
- 5. [ 23 ] \_\_\_\_\_ credit hours of undergraduate work; no degree
- 6. [ 4 ] \_\_\_\_\_ credit hours of graduate work; no degree
- 7. [ 5 ] Other; please specify \_\_\_\_\_
- [ 1 ] Missing data

14. Please check below the training courses, or their equivalent, that you have taken. If the course was taken while employed with FAA, check the box under Column 1. If the course (or equivalent training) was taken before you were employed at FAA, check the box under Column 2.

	(1) While at FAA	(2) Before FAA
1. Federal Law Enforcement Training Center	66	14
2. River Rescue School	23	2
3. Emergency Medical Technician	42	4
4. Motorcycle School	8	2
5. Management Training School	21	13
6. Instructor Development Northern Virginia Police Academy.	4	2
7. Heavy Rescue Training	14	3
8. Rescue Diving School	0	2
9. Air Marshal School	24	1
10. Cardio-Pulmonary Resuscitation (CPR)	66	16
11. Other(s); please specify		

15. Where are you currently assigned? (Check one.)

- 1. [ 38 ] Dulles
- 2. [ 57 ] National
- [ 0 ] Missing data

16. In your opinion, how adequate or inadequate are the law enforcement services provided by the FAA police at the airport where you are currently assigned? (Please check one box in each row.)

	1	2	3	4	5	6	
1. Passenger's safety—inside terminal.	13	31	9	28	12	0	2
2. Screening areas--"Quick response".	15	47	7	18	8	0	0
3. Police response to emergency security situations (other than "Quick Response").	16	41	6	20	11	1	0
4. Parking lot surveillance.	4	10	9	28	42	1	1
5. Airport perimeter checks.	9	20	8	23	34	0	1
6. Access road patrol (Dulles).	4	20	2	7	7	0	55
7. Cab control.	11	22	6	26	30	0	0
8. Other traffic control.	7	31	10	26	17	1	3
9. River rescue (National).	6	4	12	8	19	4	42
10. Night deposit escorts.	19	39	7	9	11	8	2
11. Safety of concessions and airline ticket counters.	11	36	12	22	14	0	0
12. Other(s); please specify.							

17. In your opinion, what, if anything, should be done to improve the adequacy of any of the police services listed in question 16 above? (Use another sheet, if necessary).

Seventy-six officers supplied suggestions. The one that occurred most frequently was, "More personnel."

18. How would you describe the morale of the FAA police force? (Check one.)

- 1. | 0 | Very high
  - 2. | 0 | High
  - 3. | 2 | Uncertain
  - 4. | 21 | Low
  - 5. | 72 | Very low
  - 6. | 0 | No basis to judge
- (Skip to Question 20)
- (Go to Question 19)
- (Skip to Question 20)

19. The following may be factors which contribute to low morale on the FAA police force. Please indicate to what extent, if any, each of these factors has contributed to low morale. (Check one box in each row.)

	1	2	3	4	5	
1. Retention problems.	50	21	7	8	8	1
2. Staffing shortages.	52	16	15	7	3	2
3. Equipment inadequacies.	25	8	27	12	21	2
4. Pay disparities (compared to other police forces).	85	5	1	1	1	2
5. Benefit disparities (compared to other police forces).	71	13	7	1	2	1
6. Management policies.	62	16	11	3	1	2
7. Lack of promotion opportunities.	50	19	17	5	2	2
8. Mandatory overtime.	25	14	25	19	11	1
9. Management/employee relations practices.	59	16	11	5	3	1
10. Grievance procedures.	25	23	21	10	15	1
11. Lack of adequate training.	18	16	20	18	21	2
12. Other(s); please specify.						

20. On the average, how many hours of overtime do you work each week? (If none, enter "0".)

Of the 92 officers who responded to this question, 77 indicated that they did work overtime. For these 77 officers, the median number of overtime hours was 12, the average was 14.3, and the mode was eight.

21. Is the amount of overtime you work, if any, more than you like, about the right amount, or less than you like? (Check one.)

- 1. ( 11 ) Much more than I like
- 2. ( 18 ) More than I like
- 3. ( 41 ) About the right amount
- 4. ( 4 ) Less than I like
- 5. ( 4 ) Much less than I like
- 6. ( 15 ) No basis to judge; I very seldom, if ever, work overtime. (Skip to Question 23)

22. Which of the following factors is the primary reason you work overtime? (Check one.)

1. [ 14 ] I work overtime only when I'm required.
  2. [ 14 ] I volunteer to work overtime so that I can select the days best for me and thus avoid required overtime later.
  3. [ 40 ] I prefer to work overtime to earn more money.
  4. [ 18 ] Other; please specify.
- 
- 

[ 9 ] Missing data.

23. In your opinion, are FAA officers working overtime as effective at ensuring airport and public safety as those officers who are not on overtime status? (Check one.)

The officers working overtime are . . .

1. [ 1 ] much more effective.
2. [ 0 ] more effective.
3. [ 16 ] the same.
4. [ 28 ] less effective.
5. [ 43 ] much less effective.
6. [ 7 ] I have no basis to judge.

[ 0 ] Missing data.

24. What changes, if any, would you make in the current overtime policy? (Use another sheet, if necessary.)

Sixty two officers supplied comments.

25. If you would like to make any additional comments regarding your work at FAA or on any of the previous questions, please use the space below or attach another sheet.

Fifty-six officers supplied comment.

THANK YOU

MMS-4/84



U.S. GENERAL ACCOUNTING OFFICE

Survey of Staffing and Compensation of  
Federal Aviation Administration Police

Former Officers

INTRODUCTION

The U.S. General Accounting Office (GAO), an Independent agency, has been asked by Members of Congress to review the recruitment and retention of the Federal Aviation Administration (FAA) police personnel and to determine if FAA police salaries and benefits are comparable to those of similar local police jurisdictions. We are distributing this questionnaire to former FAA police officers to solicit your opinions about why you left the force, what type of work you subsequently took, and what might have been done to encourage you to stay.

All responses will be treated as confidential. The questionnaire is numbered only to permit us to follow up with nonrespondents. When we receive your questionnaire, the number will be deleted to ensure the confidentiality of your responses.

Please return your completed questionnaire in the accompanying pre-addressed, postage paid envelope within 5 days, if possible. In the event the envelope is misplaced, the return address is:

Tim Outlaw  
U.S. General Accounting Office  
441 G Street, NW.  
Room 5077  
Washington, D.C. 20548

If you have any questions about the survey, please call Tim Outlaw or Kathy Turner at (202) 275-8904.

1. Did you leave the FAA police force to take other employment?

1.  28  Yes (SKIP TO QUESTION 3.)

2.  13  No (GO TO QUESTION 2.)

0  Missing data

2. Why did you leave the FAA police force? (Check one.) (AFTER ANSWERING THIS QUESTION, PLEASE SKIP TO QUESTION 11.)

1.  6  Retired

2.  2  Fired

3.  2  Medical reasons

4.  0  Returned to school

5.  3  Other, please specify

\_\_\_\_\_  
\_\_\_\_\_

0  Missing data

3. After leaving the FAA police force, who was your next employer?

Twenty-eight of the former officers identified their next employer.

4. What type of position did you take at that time?

Twenty-eight officers responded.

5. Are you still at that job?

1. | 22 | Yes

2. | 6 | No

| 13 | Missing

6. Did your base salary (excluding overtime) increase, decrease, or remain about the same at that job? (Check one.)

1. | 19 | Increased (GO TO QUESTION 7.)

2. | 5 | Remained about the same (SKIP TO QUESTION 8.)

3. | 4 | Decreased (SKIP TO QUESTION 8.)

| 13 | Missing data

7. Approximately how much of a yearly base pay increase did you receive at that job? (Check one.)

1. | 2 | Less than \$1,000

2. | 4 | \$1,000 - \$1,999

3. | 6 | \$2,000 - \$2,999

4. | 1 | \$3,000 - \$3,999

5. | 3 | \$4,000 - \$4,999

6. | 3 | \$5,000 or more

| 22 | Missing data

8. Overall, did your benefits (e.g. retirement, annual/sick leave, etc.) increase, decrease, or remain about the same at that job? (Check one.)

1. | 8 | Increased (GO TO QUESTION 9)

2. | 17 | Remained about the same (SKIP TO QUESTION 10.)

3. | 3 | Decreased (SKIP TO QUESTION 10.)

| 13 | Missing data

9. Which benefits increased at that job? (Check all that apply.)

1. | 1 | Retirement

2. | 1 | Life insurance

3. | 1 | Medical insurance

4. | 1 | Annual/sick leave

5. | 1 | Other (please specify)

10. The following may be factors which contributed to your decision to leave the FAA police force. For each job factor below, please indicate: (1) to what extent, if any, each factor contributed to your decision to leave and (2) if any of the factors had changed to your satisfaction, would you have stayed? (In each row, check one box under (1) and one box under (2).)

(1)

(2)

Extent Contributed to Decision:      If Changed, would you have stayed?

	1	2	3	4	5	1	2	3	4	5
1. Immediate increase in salary.	14	2	4	2	6	9	8	4	4	2
2. Better benefits (retirement, insurance, etc.).	8	1	3	1	15	9	7	4	6	0
3. More opportunity for future advancement.	15	4	8	1	0	10	5	7	3	2
4. Better working conditions.	14	6	4	0	4	10	8	4	4	1
5. More convenient location.	2	0	0	4	21	2	6	4	6	6
6. Career change to nonpolice work.	3	0	3	4	11					
7. Public Safety Division's (PSD) grievance procedures.	8	5	1	2	12	5	6	3	6	6
8. PSD's mandatory overtime policy.	7	4	5	4	7	3	10	5	6	3
9. Fairness of the promotion process.	18	1	5	0	4	7	9	4	3	4
10. Amount of recognition you receive from PSD top management for good work performance.	12	5	4	2	5	6	7	8	3	4
11. Overall level of management/employee communications within the FAA police.	16	5	1	2	4	7	8	6	3	3
12. Opportunities to develop your police skills and abilities.	12	0	6	3	7	7	6	6	3	4
13. Other, please specify.										

11. Overall, how adequate or inadequate were the law enforcement services provided by the FAA police at the airport where you were last assigned? (Check one.)

- 1. [ 6 ] Very adequate
- 2. [ 10 ] Adequate
- 3. [ 4 ] Uncertain
- 4. [ 12 ] Inadequate
- 5. [ 6 ] Very inadequate
- [ 3 ] Missing data

12. Overall, how satisfied or dissatisfied were you with your FAA police position? (Check one.)

- 1. [ 5 ] Very satisfied
- 2. [ 12 ] Generally satisfied
- 3. [ 6 ] Neither satisfied nor dissatisfied
- 4. [ 5 ] Generally dissatisfied
- 5. [ 11 ] Very dissatisfied
- [ 2 ] Missing data

13. When you joined the FAA police force, was police work your career goal? (Check one.)

- 1. [ 32 ] Yes
- 2. [ 0 ] No
- 3. [ 7 ] Not a major consideration
- [ 2 ] Missing data

14. How long did you work for the FAA police force?

There were 41 responses to this question. The median length of service was 4.9 years, and the average was 7 years with a standard deviation of 6.4 years.

15. What was your last duty station? (Check one.)

- 1. [ 15 ] Dulles Airport
- 2. [ 24 ] National Airport

16. What was your grade level and step when you: (1) joined the FAA police force; (2) left the force; and (3) currently, if applicable. If not currently working for the Federal Government, please enter your current annual base salary, if applicable.

1. When you joined: Median = mode =  
GS grade 4 - Step 1

2. When you left: Median = mode =  
GS grade 5 - Step 10

3. Currently: Median =  
GS grade 7 - Step 3

OR

Salary: \$ 19,850 per year was the median salary.

OR

[ 9 ] Not currently employed.

17. Prior to your FAA police service, how many years of police service did you have? (Exclude time spent in a guard capacity. If none, enter "0".)

The median and the mode were both equal to zero. The mean was equal to 3.9 years with a standard deviation of 3.9 years.

18. What is the highest educational level or degree that you have attained? (Check one.)

- 1. [ 11 ] High school diploma or equivalent
- 2. [ 7 ] Associate's degree
- 3. [ 11 ] Bachelor's degree
- 4. [ 1 ] Master's degree
- 5. [ 6 ] \_\_\_\_\_ credit hours of undergraduate work; no degree
- 6. [ 1 ] \_\_\_\_\_ credit hours of graduate work; no degree
- 7. [ 2 ] Other, please specify \_\_\_\_\_

19. What is your age?

Thirty-seven former officers responded to this question. The median age was 34 years. The mean age was 38.4 years with a standard deviation of 12.3 years.

20. If you would like to make comments about any of the previous questions, your work while you were employed with the FAA police force, or any other comments about why you left, please feel free to write in the space below or attach an additional sheet.

Thirty former officers provided comments.

THANK YOU

MMS-4/84

SCHEDULE OF MINIMUM AND MAXIMUM SALARIES FOR SELECTED PERFORMANCE  
POSITIONS AT VARIOUS FEDERAL AND NONFEDERAL POLICE JURISDICTIONS

Police Jurisdiction	Full Performance Level		First Level Supervision		Second Level Supervision	
	Min	Max	Min	Max	Min	Max
Arlington County.....	\$20,386	\$25,786	\$23,161	\$30,915	\$25,492	\$34,039
Metropolitan (D.C.).....	19,850	28,584	26,959	33,700	31,161	37,395
Virginia State <sup>a</sup> .....	19,825	27,095	25,912	35,382	28,321	38,692
Alexandria.....	19,483	27,351	25,476	35,880	28,083	39,555
Fairfax County.....	19,442	28,725	22,326	32,986	25,676	37,936
Park Police.....	19,281	27,767	26,185	32,732	30,268	36,321
Secret Service (Uniform).	19,277	27,751	26,176	32,717	30,253	36,307
Metro Transit.....	18,923	25,660	24,236	32,432	27,290	36,519
Capitol.....	18,987	26,506	24,982	32,501	29,978	37,497
Supreme Court.....	18,987	26,506	24,982	32,501	29,978	37,497
Library of Congress.....	17,221	19,517	19,073	21,617	21,066	23,874
National Zoological.....	17,221	19,517	19,073	21,617	21,066	23,874
Fed. Aviation Admin.....	14,298	18,447	17,221	22,387	19,073	24,797
Fed. Protective Service..	13,903	18,070	17,221	22,387	21,066	27,384

<sup>a</sup>A 20-percent differential is included for Virginia State Troopers assigned to the Northern Virginia area.

RANKING OF MINIMUM AND MAXIMUM SALARY  
SCALES FOR FULL PERFORMANCE POSITIONS  
OF VARIOUS POLICE UNITS

<u>Minimum Salary Rankings</u>	<u>Amt.</u>	<u>Maximum Salary Rankings</u>	<u>Amt.</u>
1. Arlington County.....	\$20,386	1. Fairfax County.....	\$28,725
2. Metropolitan (D.C.).....	19,850	2. Metropolitan (D.C.).....	28,584
3. Virginia State <sup>a</sup> .....	19,825	3. Park Police.....	27,767
4. Alexandria.....	19,483	4. Secret Service (Uniform).	27,751
5. Fairfax County.....	19,442	5. Alexandria.....	27,351
6. Park Police.....	19,281	6. Virginia State <sup>a</sup> .....	27,095
7. Secret Service (Uniform).	19,277	7. Capitol.....	26,506
8. Capitol.....	18,987	7. Supreme Court.....	26,506
8. Supreme Court.....	18,987	9. Arlington County.....	25,786
10. Metro Transit.....	18,923	10. Metro Transit.....	25,660
11. Library of Congress.....	17,221	11. Library of Congress.....	19,517
11. National Zoological.....	17,221	11. National Zoological.....	19,517
13. Fed. Aviation Admin.....	14,298	13. Fed. Aviation Admin.....	18,447
14. Fed. Protective Service..	13,903	14. Fed. Protective Service..	18,070

<sup>a</sup>A 20-percent differential is included for Virginia State Troopers assigned to the Northern Virginia area.

RANKING OF MINIMUM AND MAXIMUM  
SALARY SCALES FOR FIRST LEVEL SUPERVISORY  
POSITIONS OF VARIOUS POLICE UNITS

<u>Minimum Salary Rankings</u>	<u>Amt.</u>	<u>Maximum Salary Rankings</u>	<u>Amt.</u>
1. Metropolitan (D.C.).....	\$26,959	1. Alexandria.....	\$35,880
2. Park Police.....	26,185	2. Virginia State <sup>a</sup> .....	35,382
3. Secret Service (Uniform). 26,176		3. Metropolitan (D.C.).....	33,700
4. Virginia State <sup>a</sup> .....	25,912	4. Fairfax County.....	32,986
5. Alexandria.....	25,476	5. Park Police.....	32,732
6. Capitol.....	24,982	6. Secret Service (Uniform). 32,717	
6. Supreme Court.....	24,982	7. Capitol.....	32,501
8. Metro Transit.....	24,236	7. Supreme Court.....	32,501
9. Arlington County.....	23,161	9. Metro Transit.....	32,432
10. Fairfax County.....	22,326	10. Arlington County.....	30,915
11. Library of Congress.....	19,073	11. Fed. Aviation Admin.....	22,387
11. National Zoological.....	19,073	11. Fed. Protective Service.. 22,387	
13. Fed. Aviation Admin.....	17,221	13. Library of Congress.....	21,617
13. Fed. Protective Service.. 17,221		13. National Zoological.....	21,617

<sup>a</sup>A 20-percent differential is included for Virginia State Troopers assigned to the Northern Virginia area.



RANKING OF MINIMUM AND MAXIMUM  
SALARY SCALES FOR SECOND LEVEL SUPERVISORY  
POSITIONS OF VARIOUS POLICE UNITS

<u>Minimum Salary Rankings</u>	<u>Amt.</u>	<u>Maximum Salary Rankings</u>	<u>Amt.</u>
1. Metropolitan (D.C.).....	\$31,161	1. Alexandria.....	\$39,555
2. Park Police.....	30,268	2. Virginia State <sup>a</sup> .....	38,692
3. Secret Service (Uniform).	30,253	3. Fairfax County.....	37,936
4. Capitol.....	29,978	4. Capitol.....	37,497
4. Supreme Court.....	29,978	4. Supreme Court.....	37,497
6. Virginia State <sup>a</sup> .....	28,321	6. Metropolitan (D.C.).....	37,395
7. Alexandria.....	28,083	7. Metro Transit.....	36,519
8. Metro Transit.....	27,290	8. Park Police.....	36,321
9. Fairfax County.....	25,676	9. Secret Service (Uniform).	36,307
10. Arlington County.....	25,492	10. Arlington County.....	34,039
11. Fed. Protective Service..	21,066	11. Fed. Protective Service..	27,387
11. Library of Congress.....	21,066	12. Fed. Aviation Admin.....	24,797
11. National Zoological.....	21,066	13. Library of Congress.....	23,874
14. Fed. Aviation Admin.....	19,073	13. National Zoological.....	23,874

<sup>a</sup>A 20-percent differential is included for Virginia State Troopers assigned to the Northern Virginia area.



United States  
**Office of  
Personnel Management**

Washington, D.C. 20415

In Reply Refer To

**FEB 13 1985**

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INDEX & FILES  
1005 FEB 19  
PM 4 03  
Your Reference

Honorable Charles W. Bowsher  
Comptroller General of the United  
States  
United States General Accounting Office  
Washington, D.C. 20548

Dear Mr. Bowsher:

We have reviewed the draft report "Compensation and Staffing Levels of the FAA Police Force at Washington National and Washington Dulles International Airports" (GGD-85-24).

The principal finding of the report appears to be that there are disparities in pay among the various police forces operating in the Washington, D.C. area. These obvious and well-known disparities are a consequence of either preferential pay treatment for some Federal police forces whose duties and responsibilities are of no higher level than those of FAA police (for example, Zoo police or Supreme Court police) or higher rates for police work that is clearly of a higher level than FAA police work (for example, U.S. Park Police or any of the local municipal police forces). Where disparities reflect work level differences, the pay differences may well be proper. Where duties and responsibilities of higher paid forces are no greater than those of the FAA police, we believe that is a reflection of overpayment of the other groups rather than underpayment of the FAA police. This pay problem has been created, within the Federal system at least, over the years by the statutory exception of some Federal police forces from the General Schedule.

The issue of pay alignment between General Schedule police forces and those police forces enjoying the benefits of special compensation systems is covered in detail in the GAO report, and we have nothing to add. There is no basis for adjusting the grades of individual General Schedule occupations to make up for differences in compensation that have been created by legislated individual pay systems.

We were particularly interested to note that GAO found that salary was not the primary factor cited by former FAA police officers in their decisions to leave FAA, and that an increase in pay was not cited as the primary change that would have induced them to stay (see pages 47 and 48 of the draft report).\* It appears, in fact, that FAA's staffing difficulties are more a consequence of problems other than dissatisfaction with pay.

\*See GAO note 1.

Honorable Charles W. Bowsher

2

Under the current law, where higher non-Federal pay does in fact cause significant problems in recruiting or retaining qualified employees, OPM can and will authorize special salary rates. As noted in the report, such special rates were authorized in December 1983 for FAA police at GS-4 and GS-5. Because under present law special rates increase only when staffing problems, as presented by the agencies, warrant them--and not automatically when the General Schedule increases--these special rates are not as far above the regular General Schedule as they were when first established. At GS-5, in fact, the special rates have now been terminated because the regular rates, as a consequence of the 3.5 percent General Schedule increase in January 1985, are now higher. The FAA has not submitted a request that they be continued.

There are a few specific statements in the draft report that need to be clarified: (1) The opening sentence of the second paragraph on page 24 "According to OPM, section 5303 of Title 5 requires that for special pay rates to be warranted there must be evidence of a significant recruitment or retention problem attributable to substantially higher salaries paid by non-Federal establishments"--implies that OPM is simply voicing an opinion or a policy interpretation. In fact, this is a paraphrase (and very nearly a direct quotation) of the language of the law cited. (2) The fourth full paragraph on page 24 states that OPM authorized special rates in December 1983 in order to "enhance FAA's ability to maintain a secure environment at the airports. . . ". While it is certainly desirable to have such a secure environment, our decision to authorize special rates was based on a finding that FAA was experiencing significant staffing problems, as required by the law and our regulations. (3) The second paragraph on page 36 implies that the separate pay schedules for several Federal police forces whose duties are of no higher level than those of FAA police were necessary to enhance staffing efforts. We have no evidence which suggests these exceptions to the general pay law were based upon objective staffing information.

Finally, we must point out that the 1980 OPM study of the police occupation which is cited several times in the draft report was distributed in draft form to interested and knowledgeable people, in the same way that GAO draft reports are circulated for comment. Since the report was never approved or put in final form, we believe it is inappropriate for it to be cited as a definitive source, in the same way that it would be inappropriate for anyone to cite an unreleased GAO draft report. (See GAO note 2.)

Sincerely,



Donald J. Devine  
Director

GAO note 1: All page references have been changed to correspond to the page numbers in the final report.

GAO note 2: All references to the preliminary study's findings and conclusions have been deleted from the final report.



U.S. Department of  
Transportation

Assistant Secretary  
for Administration

400 Seventh St., S.W.  
Washington, D.C. 20590

MAR 13 1985

Mr. J. Dexter Peach  
Director, Resources, Community  
and Economic Development Division  
U. S. General Accounting Office  
Washington, D.C. 20548

Dear Mr. Peach:

We have enclosed two copies of the Department of Transportation's (DOT) reply to the General Accounting Office (GAO) draft report, "Compensation and Staffing Levels of the FAA Police Force at Washington National and Washington Dulles International Airports," GAO/GGD-85-24.

In this report, GAO concluded that:

- o FAA police officers are paid less than other Federal and nonfederal police forces in the Washington metropolitan area, except those at the Federal Protection Service;
- o the duties and responsibilities of the FAA police are the same as or greater than 40 percent of police forces evaluated;
- o low pay is contributing to FAA's recruitment and retention problems; and,
- o the airports' authorized staffing levels appear reasonable compared to ten other similar airports, although onboard staffing is 16 percent less than authorized.

GAO recommends that the Director, Office of Personnel Management (OPM), report to the Congress on actions needed to resolve police personnel and compensation issues. Such an OPM Review is essential if a balanced review of the competing police compensation systems is to take place and an equitable solution provided.

Even with immediate action and a full allocation of resources by OPM, such a review could require up to a year to complete. Pending conclusion of even such an expedited OPM survey, some interim action to address the current staffing situation is needed. We have seen limited relief through aggressive recruiting efforts such as the use of the OPM Deputy Marshal candidate register. As a result, 17 of the existing, funded vacancies in the airport police work force have been filled and efforts are under way to fill the remaining vacant positions from a pool of 160 candidates.

-2-

We intend, on our part, to enhance our recruiting effort even further by such activities as contacting the 67 local candidates who have been identified in this pool, and encouraging FAA security personnel in field locations to expedite recruitment by conducting interviews with regional candidates. An interim relief measure available from OPM would be OPM support of an increase in special salary rates for the airport police.

The draft GAO report properly identifies the pay inequities arising from the several police pay systems now in operation and calls for an OPM evaluation of the issue. We believe such a review would also be of benefit to any future independent airport authority in initiating its own police compensation system. Though we will continue to seek an interim solution to our staffing problems through expanded recruitment, GAO should encourage an expedited OPM evaluation and resolution of the issue of police compensation.

If we can be of further assistance, please let us know.

Sincerely,



Jon H. Seymour  
Acting

Enclosures

DEPARTMENT OF TRANSPORTATION REPLY  
TO  
GAO DRAFT REPORT OF JANUARY 2, 1985  
ON  
COMPENSATION AND STAFFING LEVELS  
OF THE FAA POLICE FORCE  
AT WASHINGTON NATIONAL AND  
WASHINGTON DULLES INTERNATIONAL AIRPORTS

SUMMARY OF GAO FINDINGS AND RECOMMENDATIONS

The General Accounting Office (GAO), at the request of Congress, evaluated the adequacy of compensation and staffing levels of the Federal Aviation Administration (FAA) police force at Washington National and Washington Dulles International Airports. GAO included in its evaluation 7 Federal and 6 nonfederal police forces located in the Washington metropolitan area and police forces located at 10 other similar airports located within FAA's Eastern Region. According to GAO, most Federal police officers, including FAA police, are under the General Schedule (GS) police series; however, some are paid under separate pay systems authorized by special legislation.

GAO concludes that: (1) FAA police officers are paid less than other Federal and nonfederal police forces in the Washington metropolitan area, except those at the Federal Protective Service; (2) the duties and responsibilities of the FAA police are the same as or greater than 40 percent of police forces evaluated; (3) low pay is contributing to FAA's recruitment and retention problems; and (4) the airports' authorized staffing levels appear reasonable compared to 10 other similar airports, although onboard staffing is 16 percent less than authorized.

In the area of compensation, GAO found that, at the full performance level, FAA police officers' starting salaries are about \$2,900 to \$5,000 (20 to 35 percent) lower than other Federal officers and about \$4,600 to \$6,100 (32 to 43 percent) lower than nonfederal officers. Also, the duties and responsibilities of FAA police officers are the same as or greater than 4 of 10 Federal and nonfederal police forces evaluated. According to GAO, police officers at three of these four police forces are paid higher salaries than FAA officers. Further, there are differences in certain fringe benefits provided Federal and nonfederal officers, particularly in the retirement area. GAO found that the retirement benefits provided FAA and most other Federal police forces are the same, but that the remaining few Federal and most nonfederal police officers had more liberal retirement benefits. In the other areas (e.g., injury leave compensation, survivor annuities, etc.), benefits to some Federal and nonfederal police officers are substantially greater.

Regarding police staffing at the airports, GAO found that as of September 30, 1984, the airports were 16 percent under their authorized police staffing levels (124 onboard versus 148 authorized). GAO believes that the authorized levels appear reasonable compared to those at other similar airports in FAA's Eastern Region. However, GAO notes that the vacancy and turnover rates for FAA police officers have generally been higher than those at other similar airports and at most other Federal and nonfederal police forces in the Washington area. They found that FAA's vacancy and turnover rates were 16 and 14.3 percent, respectively, compared to 2 and 5.6 percent, on average, for the other police forces GAO contacted. GAO believes that hiring freezes, staffing restrictions, and

low pay have contributed to FAA's limited hiring success and continuing police turnover. GAO states that between January 1981 and September 1984, 81 FAA police officers left the force and only 56 were hired. Also, because of the staffing shortages, significant amounts of overtime were being worked.

According to GAO, FAA has taken immediate measures to recruit more officers by postponing background investigations until after they are hired and has increased the frequency of its applicant testing. Also, on November 2, 1983, the Secretary of Transportation, requested a special pay rate from the Office of Personnel Management (OPM) to improve FAA's ability to compete with other Federal and nonfederal police forces in the Washington metropolitan area. As a result of that request, on December 22, 1983, OPM granted special pay rates for FAA's GS-4 and GS-5 airport police; however, no pay increases were granted in the GS-6 through GS-10 categories.

GAO recommends that the Director of OPM report to the Congress on actions needed to resolve police personnel and compensation issues. In this regard, GAO believes an overall assessment of compensation issues should be made which covers all, not individual, Federal police forces. GAO specifically recommends that OPM's report to Congress should consider whether: (1) the work of GS police officers is properly valued in comparison with other GS positions and other Federal police work under special compensation systems; and (2) the work of police officers belongs under GS, or whether a uniform and separate occupation schedule for Federal police work with a single pay system should be developed.

#### DEPARTMENT OF TRANSPORTATION POSITION

The Department agrees with the substance and factual findings of the draft report. The report reaffirms and documents the beliefs we have expressed regarding this issue over the past year; however, the recommendations do not provide for any short-term pay solutions to solve the immediate problem of obtaining and retaining quality police personnel.

The House Committee on Post Office and Civil Service letter of October 28, 1983, which requested the GAO audit, emerged from a concern that public safety at the airports may be threatened due to an underpaid, understaffed, and an overworked police force. The GAO review which began shortly thereafter took over 1 year to accomplish. If OPM agrees to implement the GAO recommendations, a significant amount of additional time will be required to complete the overall assessment of compensation issues.

During this period, the conditions documented by GAO will continue unabated. To further illustrate the acuteness of this problem, since September 30, 1984, the end of the period covered by the audit, the airport police staffs have experienced significant additional attrition. In this 3-month period, the airports have lost an additional 26 officers and have only been able to recruit 12 new officers. This has reduced onboard staffing to 110 of 148 authorized (74 percent).

Throughout the course of this problem, we have sought to take advantage of every opportunity available to maintain staffing. These efforts have included requesting exemptions to hiring freezes, altering hiring methods to cut down on "leadtime," requesting a special pay rate for airport police, and expanding testing and recruiting activities. While we have undertaken these initiatives, we have also consistently maintained that some form of pay equity must be achieved in order to attain some stability in the airport police work force.

We believe that the draft GAO report contains information which clearly supports an early remedy to our police pay problems. We believe that such a remedy should offer at least interim relief until OPM resolves the larger Federal pay issues. Accordingly, we recommend that GAO modify the recommendations in the subject report to reflect the requirement that OPM take action to provide a timely solution to the airport police wage problems the Department is facing. This action should be taken notwithstanding the proposed legislation to transfer the Metropolitan Washington Airports to an independent airport authority.



ID

Civil Serv. Retirement System

<sup>general</sup>  
GS-083 Occupational Series  
<sub>schedule</sub>

OPM Central Personnel Data File

Federal Classification System

Special Examination Unit  
Delegation Agreement

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