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FEDERAL PAY: SPECIAL RATES

Effect on Recruitment and Retention for Selected Clerical Occupations





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The Honorable John Glenn
Chairman, Committee on Governmental Affairs
United States Senate

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

Congress is considering proposals to reform the General Schedule (GS), the largest white-collar employee pay system in the federal government. The proposals have the objective of increasing federal salaries to make them more competitive with the nonfederal sector and include instituting a "locality pay" approach in which salary rates would vary by geographic area.

Currently, the only systematic way GS pay rates for particular jobs can vary by locality is if the Office of Personnel Management (OPM) approves agency requests for "special rates." Agencies may then pay higher rates for particular occupations in particular locations to counteract recruitment or retention problems caused by higher private sector pay or for other reasons. The agencies must certify that they have funds to pay the higher rates within their existing budgets. We therefore examined the effectiveness of special rates in recruiting and retaining employees in selected localities and for selected clerical occupations.

Results in Brief

Higher salaries paid under the special rates program appear to have helped to retain employees in the four clerical occupations we reviewed, at least in the short term. For example, in 18 of the 20 specific special rate cases we examined, quit rates declined in the year after the imposition of special rates.¹ By comparison, quit rates declined in about one-half of the 118 cases we examined where the same occupations in other localities did not receive special rates. However, as an indication that the special rates may not have been high enough to compete effectively with other employers, in 13 of the 18 special rate cases where quit rates declined in the first year, quit rates rose somewhat in the second year after special rates were granted.

¹In this report "quits" are defined by OPM's separation data classifications. The "quit" category applies only to those employees who voluntarily resigned their government jobs. It does not include retirements or any of several other possible forms of employee separation, including transfers to other agencies, discharges, and deaths.

Agency officials responding to our survey said special rates were generally effective in reducing turnover and improving recruitment. However, they more often said special rates were "somewhat" effective rather than "very" effective, and respondents in areas with high costs of living and high private sector pay rates were less likely to perceive special rates as "very" effective than those in areas where pay and costs of living were lower.

In addition, agency officials cited problems in the administration of special rates—problems that limited their effectiveness in attracting and keeping employees. The officials noted examples where special rates were too low to effectively alleviate recruitment and retention difficulties and where special rates actually contributed to morale and retention problems because the rates varied within and across occupations and grade levels in individual localities.

Our findings indicate that special rates may be a partial solution to recruitment and retention problems but are not a substitute for comprehensive reform of the federal pay system that would increase basic salaries to more competitive levels.²

Objectives, Scope, and Methodology

Because of the concern that federal pay rates are too low, particularly in high cost, high-paying localities, and the fact that the special rates program is the only systematic means by which higher salaries can be paid, we examined the effectiveness of special rates in recruiting and retaining employees in selected localities and occupations where they are paid. Our overall objective was to determine if higher pay rates did, in fact, enhance retention and recruitment of federal employees in specific cases.

To accomplish our objective, we obtained data from OPM on the number of employees in the special rates program at various points in time to show the changes in program participation over the past decade in general and by occupational group and geographic area. We also obtained OPM special rate authorizations for 1990 and previous years to determine the extent to which special rates varied by occupation within areas and grades.

²See also our report *Federal Recruiting and Hiring: Making Government Jobs Attractive to Prospective Employees* (GAO/IGD-90-105, Aug. 22, 1990). This report addresses federal recruiting and hiring issues, focusing on selected professional occupations. It reaches similar conclusions regarding special pay rates.

To test the effect of special rates on retention, we obtained data from OPM on employee quit rates in six metropolitan statistical areas (MSA)³ for four clerical occupations that received special rates in 1987.⁴ The occupations were clerk stenographer (GS-312), secretary (GS-318), clerk typist (GS-322), and data transcriber (GS-356). The localities were Eastern Massachusetts; Holtsville, N.Y.; San Francisco Bay Area; Dallas-Fort Worth; Northern New Jersey; and the Washington, D.C. MSA. We examined the quit rates in these occupations for the 3 years before and the 2 years after receipt of special rates. Using these data we attempted to determine whether the authorization of special rates had improved employee retention in these occupations and locations. To control for the effects of special rates, we also compared quit rate data for the same occupations during the same time periods in other areas that did not receive special rates.

Because we were unable to control for all possible factors associated with changes in federal quit rates (e.g., private sector wage rates, costs of living, availability of other jobs in the area, working conditions), our analysis cannot be considered a definitive test of the effect of special rates in these areas. Also, we focused on only 4 of the more than 160 occupations and 6 of the more than 150 MSAs where federal employees are currently receiving special pay rates. Therefore, no generalizations to other occupations or areas can be made.

As part of a separate review of recruitment and retention experiences for selected occupations in 8 federal agencies and 16 MSAs, we also obtained agency officials' views of the special rates program through questionnaires and follow-up interviews. The respondents provided their perceptions of how effectively and equitably the special rates program has addressed recruitment and retention problems in the selected occupations and facilities.

A more complete description of our objectives, scope, and methodology is in appendix I.

³An MSA is an area consisting of a large population nucleus together with adjacent communities having a high degree of economic and social integration with that nucleus. MSAs are composed of whole counties, except in New England where they are defined by city and town.

⁴Analysis of these special rate cases focused on retention because separation data were readily available from OPM's Central Personnel Data File (CPDF). Data indicating recruitment difficulties are not gathered by OPM and are only sporadically available from individual agencies.

Background and Changes in the Special Rates Program

The GS is the largest white-collar pay system in the federal government, covering about 1.5 million full-time employees as of March 31, 1990. The GS system applies governmentwide; employees at the same salary grades receive the same amounts regardless of their agency, job, or location. Similarly, the salary adjustment mechanism required by law specifies that GS pay rates are to be comparable with national average salaries paid by private companies for the same levels of work.

As administered, the system has not maintained competitive pay rates in many localities. Every year since 1977, the president and Congress have decided to adjust GS rates at lesser amounts than necessary to maintain national average comparability with the private sector. Moreover, the monolithic GS system does not recognize variations in private sector pay rates from one geographic area to another.

In establishing a national salary schedule for federal white-collar employees, Congress recognized that national average salaries could be insufficient to recruit and retain employees in all occupations and geographic locations. Accordingly, in 1954 Congress authorized the use of special rates to allow agencies to pay higher amounts to employees in particular occupations or locations when agencies could show the higher amounts were necessary to counteract recruitment or retention problems caused by higher private sector pay or other reasons.

Under the law, OPM may approve a minimum special salary rate for a position that is not more than 30 percent of the minimum rate payable for that position under the GS.⁵ OPM requires the heads of departments or agencies to certify in special rate requests that higher salaries are necessary to ensure adequate staffing to accomplish their missions and that funds are available within existing budgets to pay the added costs.

For a number of years after the program was enacted in 1954, relatively few employees were covered by special rates. However, as an indication of the severity of uncompetitive salary rates paid under the GS system, the use of special rates grew as average federal sector salaries fell further behind average private sector salaries from 1977 to 1990. In fiscal year 1977, for example, about 8,000 employees were receiving special rates. By 1985, over 36,000 employees received special rates. In 1987, the number of special rate employees increased dramatically to over

⁵Most special rates are authorized under title 5 of the U.S. Code. However, the Department of Veterans Affairs (VA) and the National Institutes of Health (NIH) can also use authority granted under title 38 to pay special rates for some occupations. In certain instances, their special rate increases may exceed 30 percent. (See app. II.)

127,000, primarily from the addition of thousands of clerical workers. By December 31, 1989, over 179,000 federal employees (13.8 percent of full-time, permanent GS personnel) were receiving special rates.⁶ In 27 MSAs, special rates cover over 20 percent of the full-time GS workforce. The annual cost of the program is now estimated to be about \$484 million. (For a more detailed discussion of changes in the size and scope of the special rates program, see app. II.)

Effect of Special Rates on Retention in Specific Cases

To assess whether higher pay had the desired effect of reducing quit rates in specific cases, we identified the occupations and locations for which special rates were first approved in 1987. In order to obtain sufficient data for meaningful analysis, we selected only those occupations that received special rates in more than one location in 1987 and those localities with over 100 authorized special rate positions in the selected job series. Selecting all cases that met these criteria, we examined quit rate data for four occupations across six geographic areas. Because special rates were not paid to employees in three of the occupations in all areas, and one area had no employees in one of the occupations, a total of 20 special rate cases were included in our review. (See app. I for a more complete description of the methodology we used in selecting the occupations and areas to be reviewed.)

Quit Rates Declined in Almost All Cases After Special Rates Were Authorized

We compared quit rates in the selected occupations and areas for the 1-year periods immediately before and after the authorization of special rates. Quit rates in the year following the establishment of special rates declined from the prior year in 18 of the 20 cases; this was statistically significant.⁷ We made the same comparisons using average quit rates for the aggregate 3-year period preceding and the 2-year period following special rates. In this longer-term comparison, average quit rates declined in 14 of the 20 cases. However, this was not statistically significant. These results suggest that the availability of higher pay through special rates increased retention only in the short term.

Also noteworthy was the fact that quit rates started going up again in the second year of special rates in 13 of the 18 cases where rates declined after the first year. One possible explanation is that the special rate increases were not large enough to have a long-term influence on

⁶The rapid growth in special rates employment contrasts with an increase of about 4.4 percent in the total number of GS employees from December 31, 1985, to December 31, 1989.

⁷We used a chi-square test to determine the statistical significance of the changes in quit rates.

quit rates. In a Holtsville case, for example, the data transcribers covered by special rates were all at the Internal Revenue Service (IRS) Brookhaven Service Center. In a telephone survey that reached 294 of the 366 data transcribers who quit during 1988, 46 percent of these former employees told the Service Center they quit because of inadequate pay.

We also assessed the effect of special rates by analyzing trends in quit rates before and after the pay increases were provided. For instance, quit rates had previously been moving down for a particular occupation in a particular area, a drop in the quit rate after the special rates would not be especially meaningful. In 8 of the 20 cases reviewed, quit rates had increased in each of the 3 years preceding the payment of special rates.⁸ We found that quit rates declined in the following year in seven of the eight cases, indicating that the special rates had a positive effect. Again, this reversal of the trend was short term; quit rates in five of those seven cases went back up in the second year of special rates. (App. VI shows the annual changes in quit rates for all of the special rate cases we examined.)

Quit Rates for Control Cases Did Not Show Similar Changes

As a further test of the effects of special salary rates on employee retention, we selected a control group of 118 cases in the same occupations in 42 MSAs that did not receive special rates during the 1987 to 1989 period. Because we were unable to control for all possible factors associated with changes in federal quit rates (e.g., the availability of other jobs in the areas), these cases cannot serve as perfect controls. Therefore, our analysis of quit rates in the nonspecial rate cases provided only a general baseline for comparisons rather than a definitive test of the effect of special rates.

In general, while quit rates fell in almost all of the special rate cases in the year after special rates were first authorized, quit rates in the 118 nonspecial rate cases were almost equally divided between those that rose and those that fell during that succeeding year (fiscal year 1988).⁹ (See fig. 1.)

⁸In the other 12 cases, quit rates either declined or had no consistent trend during the 3-year period. The trend for each special rate case is noted in appendix I, table I.1.

⁹While quit rates for nonspecial rate cases were based on fiscal years, the annual quit rate data for special rate cases was based on the date when special rates were established in each case. This was done to avoid having annual data representing only partial special rate coverage.

Figure 1: Changes in Quit Rates in the Year After Special Rates Were Granted in Four Clerical Occupations



Note: The post-special rate year is roughly equivalent to FY 1986. Results depicted are for 20 cases with special rates and 118 cases without special rates.

In 21 of the control cases, quit rates consistently increased each of the 3 years before higher pay was authorized in our special rate cases. We compared subsequent quit rate trends for these nonspecial rate cases with the eight special rate cases that also had upward trending quit rates going into 1987.¹⁰ Of the 21 nonspecial rate cases, 13 showed a continued increase in quit rates during the subsequent year compared to only one of the eight special rate cases. In general, these data also suggest that special rates improve retention, at least in the short term.

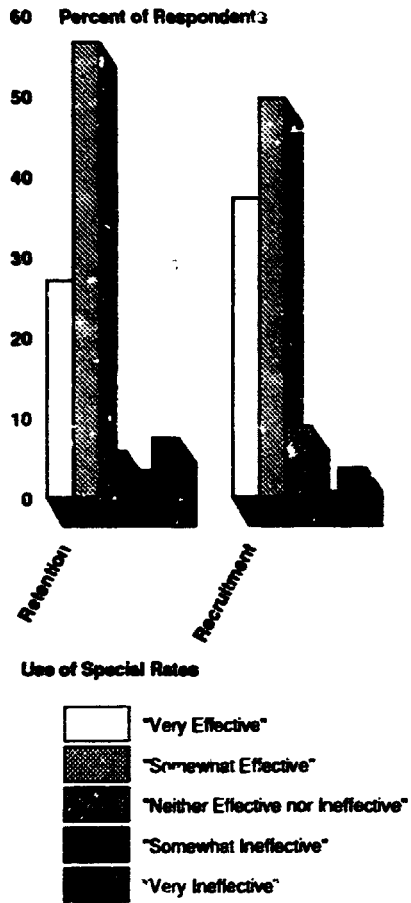
¹⁰For this trend analysis, quit rate data in the nonspecial rate cases were matched to the same time periods as each special rate case. For example, quit rate data for the data transcriber series in control MSAs such as Austin, Tex.; Memphis; and Philadelphia (all of which had upward trending quit rates) were matched to the annual cycle for Eastern Massachusetts data (based on a special rate authorization date of March 9, 1987).

Agency Officials' Views on Effectiveness of Special Rates

As another test of the special rates program, we asked agency officials to provide their perceptions on the effectiveness of special rates in addressing recruitment and retention difficulties in 11 occupations with high national quit rates. The questionnaire respondents, primarily agency personnel officers and line managers, represented 8 different agencies in 16 MSAs. A total of 271 questionnaires were distributed and completed. (See app. I for a more complete description of the survey methodology.)

Slightly more than half the respondents indicated that the occupations for which they were responding received special rates in their installations. In those cases where special rates were being received, the officials had a generally favorable perception of special rates' effectiveness in addressing recruitment and retention problems. About 85 percent said the special rates had been "somewhat effective" or "very effective" in reducing turnover and improving recruitment. However, the respondents more often said special rates were "somewhat" effective rather than "very" effective. (See fig. 2.) This view of special rates as being only "somewhat" effective was particularly prevalent in MSAs with the highest costs of living and private sector pay rates.

Figure 2: Reported Effectiveness of Special Rates on Retention and Recruitment



In follow-up interviews, respondents cited examples of how special rates had improved recruitment and/or retention of federal workers, including the following:

- According to an IRS-Atlanta special rate analysis, the presence of special rates for data transcribers contributed to (1) an improvement in the return rate for seasonal employees from 53 percent to 82 percent, (2) a 22 percent increase in total productivity due to lower turnover rates, and (3) a reduction in the error rate from 10.9 percent to 8.3 percent because employees took more pride in their work.
- At Ft. Devens in the Boston area, an agency official said fewer clerks resigned to take jobs in the private sector and fewer employees were actively looking for new jobs after they received special rates. She also

said their recruitment problems subsided significantly after their October 1987 special rate increase.

- A Department of the Treasury official at the U.S. Mint in Philadelphia said the special pay rate has drastically changed the Mint's ability to get more applicants for police positions. She noted that before the special rate, at the end of 1988, an announcement drew only 10 applicants, 5 of whom declined because the pay was too low. By contrast, in 1989, with the new rate, the same announcement produced over 50 applicants.

Problems in the Administration of Special Rates That Can Limit Effectiveness

In addition to the quit rate analysis, we found evidence during this review of several problems in the administration of the special rates program. We also identified several factors that we believe contribute to these problems.

Federal Salaries Are Often Uncompetitive Even With Special Rates

In a May 1990 comparison of federal and private sector pay by job and locality, we showed that special rates often failed to match private sector salaries for particular jobs in particular areas.¹¹ We noted that average federal pay in 1988 fell short of the average pay in the private sector in all of the applicable MSAs and job levels studied where special rates were in effect. For example, average private sector pay for entry level typists in the San Francisco MSA in 1988 was 61.3 percent higher than the average federal rate for that job in that MSA after a special rate adjustment of about 22 percent.

The inability of special rates to compete with private sector salaries was also noted by agency officials during our survey follow-up interviews. Respondents who said special rates were only "somewhat" effective also often said their special rate salaries were still not competitive with the private sector. For example

- An Occupational Safety and Health Administration (OSHA) management officer in New York did not believe the special rate for industrial hygienists would improve retention and recruitment to a great extent because the 17-percent increase was not sufficient to eliminate the federal-private sector pay gap. The officer said some OSHA industrial

¹¹Federal Pay: Comparisons with the Private Sector by Job and Locality (GAO/GGD-90-81FS, May 15, 1990).

hygienists are going to the private sector where they can get salaries 25 percent higher.

- An official at the San Francisco Veterans Affairs Medical Center (VAMC) said that, even after receiving the special rate, medical clerks at the center were paid about \$2,000 less than their private sector counterparts in San Francisco. At the same facility, another official said the starting salary for pharmacists (with a special rate) was \$38,713, and the top rate (after 15 years) was \$47,819 while at two nearby private hospitals the starting salary for pharmacists was \$51,730.
- At the Army Health Services Command in Baltimore, agency officials said that even with the special rates, federal pay for environmental engineers was uncompetitive. As a result, they said they target their recruiting efforts at the bottom half of the graduating classes from less prestigious schools.

Variations in Special Rates Raise Equity Concerns

Also during follow-up interviews, survey respondents noted equity problems that they felt limited the effectiveness of special rates. Agency officials cited examples where differences in pay rates for those employees with special rates and those without or receiving lesser special rate increases contributed to morale, recruiting, and retention difficulties. These undesirable effects of the program appear to be a reflection of the great variation in the special rate increases authorized to different grade levels within individual occupations, to different occupations within the same geographic area, or to different agencies for the same occupation. (See app. VII for examples of such variations.)

Among the examples provided by the agency officials of difficulties caused by special rates were the following:

- An Environmental Protection Agency (EPA) official in Chicago believed special rates cause morale problems when one occupation receives them while another does not. The official also noted that, because special rates at that location applied only through GS-11, a GS-12 supervisor could be paid less than the person being supervised.
- At the Bedford (Mass.) VA hospital, an agency official told us that when Hanscom Air Force Base was allowed higher special rates than the VA hospitals, many of the hospital's clerical employees transferred to Hanscom.
- The chief of the IRS New York regional personnel section said some clerk typists were accepting reductions in their grades in order to qualify for a special rate pay increase that was applicable only at the lower grades.

- Officials at VA medical centers in Dallas; Norfolk, Va; and St. Louis reported that special rates had limited success in retaining nurses because the special rate applied only to entry level employees, not experienced staff. The Bronx VAMC director documented that some nurses who were promoted actually received lower salaries.
- At the National Guard in Boston, an agency official said it was much harder to recruit on Cape Cod, where there were no special rates, than in the rest of Eastern Massachusetts covered by special rates, even though Cape Cod had about the same cost of living and private sector salary rates as the rest of Eastern Massachusetts.
- In the New York MSA, a VA chief of pharmacy said special salary rates cause severe morale problems by allowing some VA staff pharmacists to earn more than their supervisors (including the chief of pharmacy who has taken a second job with a national drugstore chain). The official also said that, because of this diminished salary differential, the special rates have made it almost impossible to recruit anyone at the supervisory and administrative levels.
- A representative of U.S. Park Police and U.S. Secret Service Uniformed Division testified that under the variations in special rates authorized at different levels

"[t]he incentive for entry level officers to seek promotion within their respective agency is greatly reduced. In effect the entry level officers cannot afford to be promoted. Some officers promoted to Sergeant immediately after the pay rate took effect are actually making less than entry level officers with the same number of years seniority."

Several Factors Contribute to Special Rate Difficulties

We found that a number of factors contribute to the problems with the administration of special rates, including the following:

- Different special rates statutes apply to specific employee groups. Some special rates in VA and NIH are governed by title 38 of the U.S. Code, which allows those agencies greater flexibility in setting pay for certain medical occupations. For these occupations, VA and NIH are not subject to the title 5 limitation applicable to other agencies that sets the maximum allowable special rate increase at 30 percent for any salary grade.
- According to an OPM official, special rates may not always be competitive with local nonfederal rates because the agency that has the greatest number of positions in an occupation usually prepares the special rates application on behalf of all agencies in the locality. In doing so, the lead agency can exert significant influence in deciding what special rates to

request even if other agencies want to pay higher amounts in order to be competitive.

- OPM officials told us that, although they attempt to reduce drastic differences in rates paid at succeeding grade levels in approving special rate authorizations, they target the special rate increases at the grade levels and in the amounts they feel are most appropriate to address documented retention and recruiting problems.
- OPM officials also noted that the salary compression problems—supervisors being paid less than those supervised or employees making less by being promoted—are often caused by overtime policies rather than the special rates program itself. Supervisors and other higher graded employees may be eligible for overtime pay at reduced rates or not at all, so the higher special rates and overtime payments, in combination, cause lower graded employees to receive higher total pay.

An underlying problem in the special rates program is that all agencies do not have the financial resources to pay the additional costs of special rates, and agencies must agree to absorb the costs for the special rates to be approved. An OPM official said that while the number of positions eligible for special rates might otherwise be expected to continue to grow, agencies are likely to find it increasingly difficult to find sufficient funds within their appropriations to pay for the program.

Conclusions

The special rates program was originally intended to be an “escape valve” from national GS rates for all occupations to deal with isolated pay problems. However, the program has become much more than a remedy for local recruitment and retention difficulties for particular occupations. It is now the only systematic mechanism by which agencies can attempt to deal with the widening gap between federal and nonfederal salaries. We believe many of the undesirable effects of the program are attributable to the program being stretched beyond its original purpose or because agencies have varying abilities to pay for the program.

Our findings indicate that special rates are not a substitute for comprehensive pay reform. Although the evidence suggests that special rates helped agencies in recruiting and retaining employees, the positive effect of the higher rates appeared to be limited or short term. Even with special rates, federal pay was still not competitive in many cases we examined.

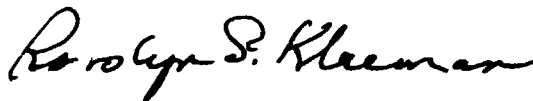
While the program has helped agencies to be more competitive with other employers, it is not as effective as it could be if basic salaries were more reasonable. By adopting a more systematic annual adjustment process and making basic salary rates more competitive by locality, as the pay reform proposals (H.R. 3979 and Amendment No. 2616 to H.R. 5241) being considered by Congress would accomplish, the special rates program can return to its original purpose. Otherwise, we believe the program will become less effective over time and create even greater inequities among employee groups than now exist.

Agency Comments

We met with officials from OPM and other agencies to review our objectives, scope, methodology, and findings. The officials generally agreed with the analysis and our conclusions. Their informal comments have been incorporated in the text of this report.

Copies of this report are being sent to parties interested in federal pay matters and will be available to others on request.

The major contributors to this report are listed in appendix VIII. Please contact me on 275-6204 if you have any questions concerning the report.



Rosslyn S. Kleeman
Director, Federal Workforce
Future Issues

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Abbreviations

CMSA	consolidated metropolitan statistical area
CPDF	Central Personnel Data File
EPA	Environmental Protection Agency
GS	General Schedule
GSA	General Services Administration
IRS	Internal Revenue Service
MSA	metropolitan statistical area
NIH	National Institutes of Health
OPM	Office of Personnel Management
OSHA	Occupational Safety and Health Administration
PMSA	primary metropolitan statistical area
VA	Department of Veterans Affairs
VAMC	Veterans Affairs Medical Center

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Objectives, Scope, and Methodology

The objectives of this review were (1) to review the development of the special rates program, (2) to assess whether granting higher pay rates improved retention, and (3) to identify any problems evident in the administration of the special rates program. Each of these objectives were met using a different methodology.

Review of the Growth of the Special Rates Program

To review the development of the special rates program, we examined the program's legislative history and other relevant literature and collected information on program growth. Data on the number of special rate employees, the occupations, locations and agencies where special rates are paid, and how special rates coverage has changed over time were derived primarily from the following five sources:

- "Current Title 5 Special Rate Authorizations for General Schedule Employees," Federal Personnel Manual Supplement 990-2, OPM (January 1, 1990);
- "Report of Current Special Rates Program Costs Sorted by Generic Job Classification for Title 5 or Title 38 Cases," OPM, Special Rates Branch (February 20, 1990);
- Pay Structure of the Federal Civil Service, OPM, Office of Workforce Information, (prepared annually);
- "Distribution of Special Rate Personnel by MSA as of December 1989, December 1987, and December 1985," a report prepared by OPM at our request from its CPDF; and
- Reports prepared by OPM from the CPDF showing the number of GS employees and special rate employees by federal agency as of March 31, 1990.

The special rates coverage data obtained from OPM for calendar years 1989, 1987, and 1985 represented the most recent year available (1989), the year when special rates expanded most rapidly (1987), and the year 2 years before the rapid expansion of special rates (1985). In addition to obtaining governmentwide data for each year, we also obtained MSA-specific data for any of the 152 MSAs with at least 1,000 full-time, permanent federal GS employees that also had any employees receiving special rates as of December 31, 1989. We calculated the percentage of employees that was covered by special rates in each of the MSAs. (See app. III.) We also ranked the MSAs in the order of those percentages for each of the 3 years. (See table II.4.)

Analysis of OPM Quit Rate Data in Selected Cases

Another objective was to assess whether granting higher pay rates improved retention. Specifically, we wanted to determine whether quit rates had gone down in those localities and occupations that received special rates, as compared to those localities and occupations that did not receive special rates.

We selected localities and occupations where special rates were first authorized in 1987 because we wanted to focus on the growth in special rates which occurred in that year. In order to obtain sufficient data for meaningful analysis, we selected only those occupations that received special rates in more than one location in 1987 and those localities with over 100 authorized special rate positions in the selected job series.¹ The four occupations that met these criteria were clerk stenographer (GS-312), secretary (GS-318), clerk typist (GS-322), and data transcriber (GS-356). The six localities that met the criteria were Eastern Massachusetts; Holtsville, N.Y.; San Francisco Bay Area; Dallas-Fort Worth; Northern New Jersey; and the Washington, D.C. MSA. Since all 4 occupations did not receive special rates in each of the localities, there were a total of 20 cases in our "special rate" case group.² (See table I.1.)

Table I.1: Special Rate Occupations Reviewed in Each Locality

Locality	Clerk Stenographer	Secretary	Clerk Typist	Data Transcriber
Eastern Massachusetts	e	c	c	c
Holtsville, N.Y.	a	b	b	c
San Francisco Bay Area	e	d	d	e
Dallas-Fort Worth	e	d	d	b
Northern New Jersey	e	e	c	e
Washington, D.C. MSA	e	c	c	c

Key
 a=No employees in this occupation in this locality
 b=No special rate for this occupation in this locality
 c=Quit rates trended upward before special rates
 d=Quit rates trended downward before special rates
 e=Quit rates had no clear trend before special rates

We obtained, but did not verify, data from OPM on annual quit rates for 5 consecutive years for each of the locality/occupation special rate cases selected. In each case, we compared quit rates for the 3 years preceding

¹Each of the localities ultimately selected actually had a total of 500 or more full-time, permanent GS employees in the selected occupations.

²Each locality/occupation combination (i.e., Washington/clerk typist) was considered an individual case for purposes of this study.

the establishment of special rates with the quit rates in the 2 years following the authorization of special rates. The dates used for each locality varied according to the date in 1987 when special rates were first authorized. We compared changes in quit rates in two ways: (1) a straightforward examination of whether quit rates declined in the year following the authorization of special rates and (2) a comparison of the average quit rates for the 3 years before and 2 years after the establishment of special rates. We then tested the statistical significance of the results of these comparisons.

We also assessed the effect of special rates on employee retention by analyzing trends in quit rates before and after the special rates were approved. If, for instance, quit rates had been declining for a particular occupation in a locality, a further reduction in the quit rate could not be attributed with any certainty to the special rate. To assess these dynamics, we classified the 20 special rate cases into the following three groups:

- quit rates trending upward before special rates,
- quit rates trending downward before special rates, and
- quit rates with no clear trend before special rates.

Trends were identified on the basis of an analysis of the change in quit rates in each of the 3 years before the payment of special rates. Thus, for example, a case characterized by a 10-percent quit rate in year 1, a 12-percent rate in year 2, and a 15-percent rate in year 3 was placed in the first category; a case with a reverse pattern—i.e., 15 to 12 to 10 percent—was placed in the second; and a case that went from 12 to 15 to 10 percent was placed in the third. (See table I.1.)

We then focused on cases falling in the first category, since clear evidence of a special rate effect in the other two categories would be difficult to identify. If special rates had a positive effect on retention in the upward trending cases, one would expect to see a slowing in the quit rate trend or even a reversal in quit rates in the post-special rate years.

In a separate test of the effect of special rates on employee retention, we also examined changes in quit rates for the same four jobs in MSAs that did not have special rates for those series. We identified 42 such MSAs that, like the special rate localities, each had a total of 500 or more full-time, permanent GS employees in those series. In 50 of the 168 possible cases, the MSAs had 25 or fewer employees in 1 or more of the job series in at least 1 of the years examined, and we eliminated the 50 cases from

further review. In this way, we avoided dramatic quit rate variations that could be caused by low numbers of incumbent employees.

For a general control, we first compared changes in the quit rates of the 118 nonspecial rate cases to the changes in the quit rates of special rate cases from the year before the authorizations to the year after special rates were granted (roughly fiscal year 1987 to fiscal year 1988).

For a more specific test, we compared special rate and nonspecial rate cases that had increasing quit rates during the 3-year period before special rates were initiated. To match all quit rate data to the same time periods, quit rates were calculated for the nonspecial rate areas using the dates of the special rate authorizations. For example, we compared quit rates for secretaries in the nonspecial rate area of Oxnard-Ventura, California, to quit rates for secretaries in the Eastern Massachusetts special rate area using the Eastern Massachusetts authorization date of March 9, 1987. Using these criteria, we identified 21 control cases with upward trending quit rates. In all of our analyses of changes in quit rates for special rate and nonspecial rate cases, we were assisted by a consultant.

Because we were unable to control for all possible factors associated with changes in federal quit rates (e.g., the availability of other jobs in the area, costs of living, nonfederal pay rates), these analyses cannot be considered definitive tests of the effect of special rates on employee retention. We also recognize that pay is not the only factor influencing retention; therefore, the special rate is not the sole factor influencing changes in quit rates. However, the cases studied do allow us to examine, in general, whether there were differences in quit rates before and after special rates were authorized. As a control, we also looked at quit rate cases in locations that did not receive special rates for particular job series.

Other limitations on the applicability of our work included the fact that (1) it covered only 4 of the more than 160 occupations that receive special rates and (2) it examined those occupations in only 6 of the more than 150 MSAs where federal employees are receiving special rates. Therefore, no generalizations of our findings to other occupations or localities can be made.

Agency Questionnaires on Recruitment and Retention Factors

In a review of the perceived causes and effects of federal recruitment and retention difficulties, we surveyed and later met with personnel officials and line managers in 8 agencies and 16 MSAs. In that review, the results of which are included in a September 1990 report,³ we concentrated on 11 high quit rate occupations. The MSAs, agencies, and occupations in the survey are listed in table I.2.

Table I.2: MSAs, Agencies, and Occupations in the Survey

MSAs	Agencies	Occupations
Atlanta	Department of the Air Force	Clerk typist
Baltimore	Department of the Army	Data transcriber
Boston	Department of the Navy	Environmental engineer
Chicago	Environmental Protection Agency	General attorney
Dallas	Department of Health and	Industrial hygienist
Denver	Human Services	Medical clerk
Detroit	Department of Labor	Registered nurse
Kansas City	Department of the Treasury	Pharmacist
Los Angeles	Department of Veterans Affairs	Police
New York		Practical nurse
Norfolk		Tax examiner
Philadelphia		
St. Louis		
San Antonio		
San Diego		
San Francisco		

As part of this review, we administered a total of 271 questionnaires (1 questionnaire for each occupation for each agency component in each MSA). All 271 questionnaires were completed. In each targeted location, management officials were contacted by our regional staff and asked to designate a focal point who would be responsible for completing each questionnaire. In many instances, that focal point provided responses for more than one occupation at the facility. Therefore, the number of focal points or respondents (175) was less than the number of questionnaires (271). However, the focal points were encouraged to obtain input from line managers responsible for the occupations being surveyed; thus, the number of individuals involved in completing the questionnaires was larger than the number of respondents.

A series of questions in the survey asked respondents to tell us whether employees in the occupations in question were receiving special rates and, if so, the extent to which the program was effective in helping to recruit and retain needed employees. We then held follow-up interviews

³Recruiting and Retention: Inadequate Federal Pay Cited as Primary Problem by Agency Officials (GAO/GGD-90-117, Sept. 11, 1990).

**Appendix I
Objectives, Scope, and Methodology**

with all respondents to (1) verify their responses on the written questionnaire, (2) obtain, but not verify, documentation to support the responses wherever possible, and (3) probe for additional information.

The methodology we used in selecting the occupations, agencies, and MSAs for the review is discussed in the September 1990 report. Like the quit rate analyses, the findings from the review cannot be projected to occupations, agencies, or MSAs not covered in the review.

Our audit work was done between August 1989 and July 1990 in accordance with generally accepted government auditing standards.

Background and Scope of the Special Rates Program

Congress initially established the special rates program to provide agencies pay flexibility when federal white-collar rates were insufficient to attract and hold employees in hard-to-fill positions in particular geographic areas.¹ The president was authorized to establish special salary rates when (1) the government was handicapped significantly in the recruitment or retention of well qualified individuals in one or more occupations in one or more areas or locations and (2) this staffing problem was caused by private salary rates that are substantially higher than statutory rates of pay for comparable occupations.

In 1987, Public Law 100-202 expanded the circumstances under which the special rate setting authority could be exercised.² The statute now provides that special rates may be authorized to counter recruitment or retention problems caused by

- pay rates for the positions involved being generally less than the rates payable for similar positions held by individuals outside the government or by other individuals within the executive branch of the government;
- remoteness of the area or location involved;
- the undesirability of the working conditions or the nature of the work involved, including exposure to toxic substances or other occupational hazards; or
- any other circumstances that the president (or an agency duly authorized or designated by the president) may identify.

Special salary rates may be authorized for positions classified under the GS, the Veterans Health Services and Research Administration Pay System in the Department of Veterans Affairs, the Foreign Service Act System, and any other pay system established by or under federal statute for positions in the executive branch.³ The maximum increase

¹In 1954, Congress first authorized the use of temporary adjustments of minimum pay rates to recruit and retain needed personnel. The Federal Salary Reform Act of 1962 established the special rates program in its present general form (see 5 U.S.C. 5303).

²Congress has extended these provisions for 1 year each year since 1987.

³The Secretary of the Department of Veterans Affairs may also establish and pay special rates for (1) Veterans Health Services and Research Administration GS employees providing direct patient care or services incident to direct patient care under 38 U.S.C. 4107(g), (2) employees who are VA police officers providing services under 38 U.S.C. 218, and (3) nurses and certain other employees of the Veterans Health Services and Research Administration appointed under 38 U.S.C. chapter 73. Special rate increases for nurse anesthetists and licensed physical therapists can exceed the limits imposed on other title 38 and title 5 special rates as long as their increased pay does not exceed the amount paid to the same category of personnel at nonfederal facilities in the same labor market. Under section 214 of Public Law 100-436, NIH can pay nurses and allied health professionals using the same options as provided for VA nurses under 38 U.S.C. chapter 73. Also, a new law (Public Law 101-366) restructures the pay system for nurses at VA to allow locality pay and other monetary incentives.

allowed by 5 U.S.C. 5303 is approximately 30 percent at each grade level. Under OPM regulations, agencies are responsible for paying the increased rates from their existing appropriations.

OPM is responsible for administering the special rates program under authority delegated by section 301 of Executive Order 11721. OPM's responsibilities include developing and issuing basic policies, regulations, procedures, and instructions for the program; establishing, adjusting, and canceling special rates; specifying the occupational and geographic coverage of special rates; and completing an annual review of each authorized special salary rate schedule.

Government departments and agencies are responsible for initiating requests to OPM for special salary rates and for responding to OPM requests for staffing and salary data in connection with its annual review of special salary rates. Before requesting special salary rates from OPM, agencies are to consider using other remedies to relieve or overcome the recruitment or retention difficulty, such as job redesign, improvement of working conditions, or use of direct hire authority.⁴ Each request must include a certification by the head of the department or agency that special rates are necessary to ensure adequate staffing to accomplish the agency's mission and that funds are available to cover increased expenditures for salaries and benefits resulting from approval of the request. Unless otherwise indicated, all agencies in the geographic area covered by an approved special salary rate authorization must pay the specified rates to their employees. However, an agency may also request to be exempted from the coverage of proposed or existing special rate authorizations.

Size and Scope of the Special Rates Program Have Changed Over Time

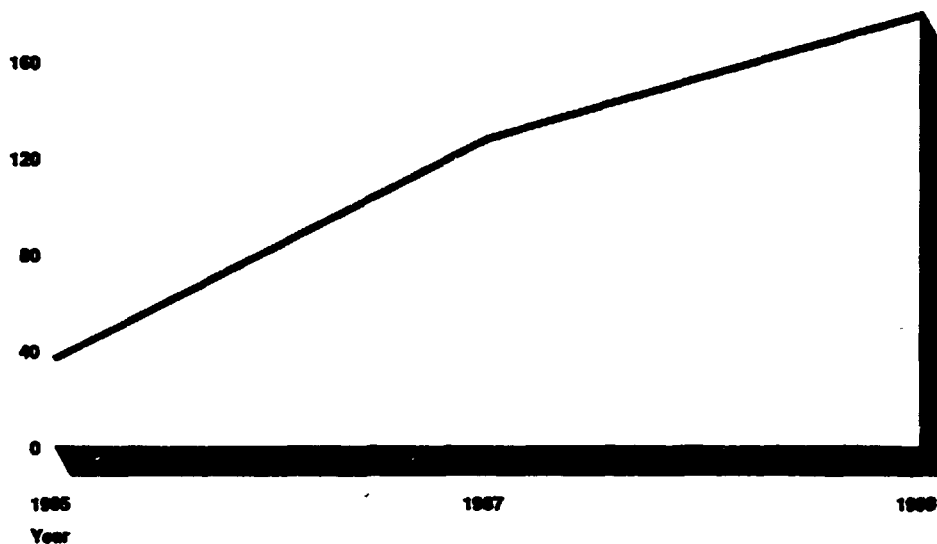
For most of the time since special rates were first authorized in 1954, the percentage of the federal white-collar workforce covered by special rates has been relatively small, and the program has grown slowly. From fiscal year 1977 through fiscal year 1983, special rate coverage increased from 0.6 percent to 2.1 percent of the total white-collar workforce. From 1983 through March 1986, the percentage of white-collar employees being paid special rates remained between 2 and 3 percent. However, the number of employees covered by special rates has increased dramatically since 1986, increasing to 13.8 percent of the GS workforce by December 31, 1989. (See fig. II.1 and table II.1.)

⁴Under direct hire authority, OPM permits agencies to make offers to qualified candidates in shortage occupations without using OPM's central registers of eligible candidates.

**Appendix II
Background and Scope of the Special
Rates Program**

**Figure II.1: Growth in the Number of
Employees Receiving Special Rates
(1985-1989)**

200 Number of Special Rate Employees (in thousands)



Special rate employment as of December 31 of each year

**Table II.1: Number and Percentage of
Full-Time Permanent White-Collar
Employees Receiving Special Rates (As
of December 31, 1985, 1987, and 1989)**

Year	Number of special rate employees	Percent of employees receiving special rates
1985	36,196	2.9
1987	127,711	10.0
1989	179,280 ^a	13.8

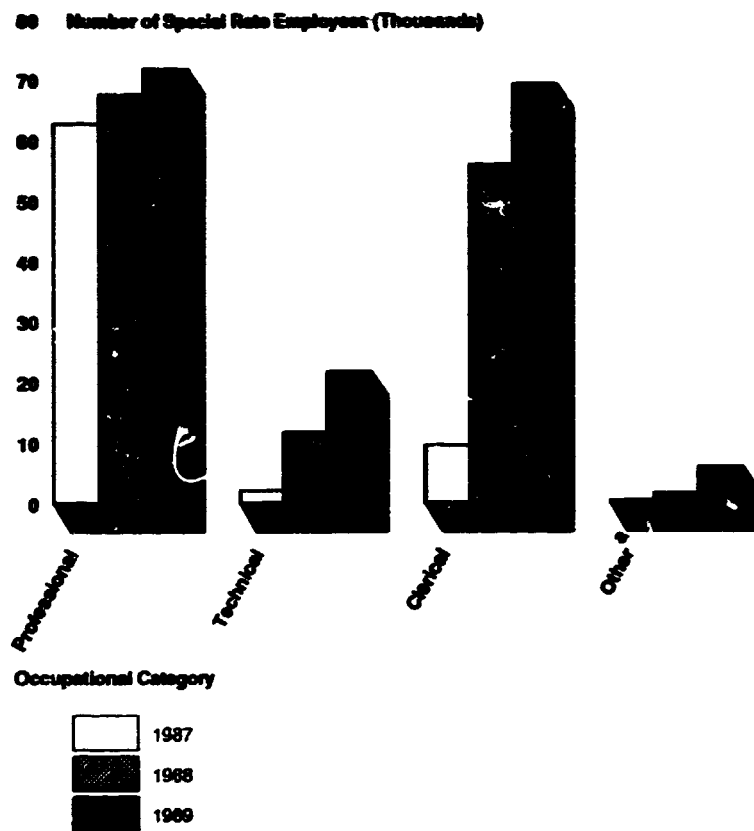
^aAs of January 1990, OPM had authorized special rates for a total of 189,196 positions. OPM officials noted, however, that not all authorized positions are currently filled.

The occupational mix of special rate employees has also changed over time. Earlier in the program, professional occupations, particularly engineers, accounted for most special rates. For example, 23,039 of the 29,744 special rate employees in fiscal year 1983 were in professional jobs. By March 1988, professionals represented less than one-half of all special rate employees. In 1990, almost 50 percent of all authorized special rate positions are in clerical occupations. Other occupational categories experiencing large increases in special rates since 1987 include "Technical" (primarily hospital technicians) and "Other" (primarily protective services). Figure II.2 and table II.2 show the number of special rate employees by occupational category for the years 1987 through

**Appendix II
Background and Scope of the Special
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1989, as of March 31 of each year (the latest dates for which OPM published such occupational breakdowns). (Also see app. V for a listing of all special rate authorizations in effect as of January 1, 1990, by location.)

**Figure II.2: Growth in Special Rate
Employment by Occupational Category**
(As of March 31, 1987, 1988, and 1989)



²Other primarily refers to protective services

Note: The Administrative category is not shown because of the small numbers of employees involved. (See table II.2.)

**Appendix II
Background and Scope of the Special
Rates Program**

Table II.2: Special Rate Employment by Occupational Category (As of March 31, 1987, 1988, and 1989)

Category	Special rate employees					
	1987		1988		1989	
	Number	Percent	Number	Percent*	Number	Percent
Professional	62,759	84.0	67,575	49.4	71,752	42.3
Administrative	4	0.0	146	0.1	1,140	0.7
Technical	2,111	2.8	11,746	8.6	21,709	12.8
Clerical	9,476	12.7	55,914	40.9	69,349	40.8
Other	376	0.5	1,502	1.1	5,841	3.4
Total	74,726	100.0	136,883	100.1	169,795	100.0

*Does not total to 100.0 due to rounding

The number and proportion of employees receiving special rates vary considerably by location. Appendix I shows, by MSA, the total number of full-time, permanent GS employees and the number and percentage of those employees receiving special rates as of December 31, 1985, 1987, and 1989. In Albany, Ga., for example, 1.3 percent of the GS employees received special rates in 1989, compared to Boston where 42 percent of all GS employees were on special rates.

These data also show the growth in special rate employment within particular MSAs. In Los Angeles-Long Beach, for instance, the number of full-time permanent GS employees on special rates increased from 1,648 in 1985 (7.1 percent of all GS employees) to 2,372 in 1987 (10.3 percent) and 7,138 in 1989 (31.6 percent). Table II.3 shows the 10 MSAs in 1985, 1987, and 1989 with the largest numbers of special rate employees. Table II.4 lists the 10 MSAs in each of those years with the highest percentage of special rate coverage.

As table II.4 shows, special rates in 1989 covered a much larger percentage of the workforce in particular MSAs than in earlier years. In 1985, only 5 MSAs had more than 10 percent of GS personnel on special rates. Panama City, Fla., was the highest at 13.3 percent. By December 1987, Vallejo, Calif. had the highest percentage of special rate employees, at 41.8 percent, and 13 MSAs exceeded 20 percent. By December 1989, the highest percentage was in the Lawrence-Haverhill MSA (Massachusetts-New Hampshire) with 82.2 percent of the workforce getting special rates. A total of 27 MSAs had over 20 percent of the workforce on special rates in 1989, and 8 MSAs had 40 percent or more. New England had 5 of the 10 MSAs with the highest percentages of special rate employees in 1989. In general, MSAs in California, New Jersey,

**Appendix II
Background and Scope of the Special
Rates Program**

and New York locations often had high percentages of special rate employees during the 1985-1989 period. (See app. III.)

**Table II.3: MSAs With the Largest
Numbers of Special Rate Employees (As
of December 1985, 1987, and 1989)**

Year/Rank	MSA	Number
1989		
1	Washington, DC-MD-VA	53,764
2	New York, NY	7,923
3	Los Angeles-Long Beach, CA	7,138
4	Boston, MA	6,525
5	San Francisco, CA	4,117
6	Chicago, IL	3,832
7	Newark, NJ	3,509
8	Philadelphia, PA-NJ	3,244
9	Oakland, CA	3,071
10	Norfolk-VA Bch-Newport News, VA	2,858
1987		
1	Washington, DC-MD-VA	46,130
2	New York, NY	4,802
3	San Francisco, CA	3,658
4	Boston, MA	3,408
5	Philadelphia, PA-NJ	2,668
6	Oakland, CA	2,534
7	Los Angeles-Long Beach, CA	2,372
8	Newark, NJ	2,224
9	Norfolk-VA Bch-Newport News, VA	2,188
10	Vallejo-Fairfield-Napa, CA	1,900
1985		
1	Washington, DC-MD-V	3,384
2	Los Angeles-Long Beach, CA	1,648
3	Philadelphia, PA-NJ	1,159
4	Norfolk-VA Bch-Newport News, VA	1,118
5	Boston, MA	931
6	Monmouth-Ocean, NJ	844
7	Bremerton, WA	756
8	Oxnard-Ventura, CA	700
9	Honolulu, HI	689
10	Baltimore, MD	653

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**Table II.4: MSAs With the Highest
Percentage of Special Rate Employees
(As of December 1985, 1987, and 1989)**

Year/Rank	MSA	Percent
1989		
1	Lawrence-Haverhill, MA-NH	82.2
2	Portsmouth-Dover-Rochester, NH-ME	59.2
3	New Haven-Menden, CT	49.1
4	Vallejo-Fairfield-Napa, CA	48.4
5	Middlesex-Somerset-Hunterdon, NJ	48.1
6	New London-Norwich, CT-RI	47.5
7	Boston, MA	42.0
8	Newark, NJ	40.0
9	San Jose, CA	37.3
10	New York, NY	36.5
1987		
1	Vallejo-Fairfield-Napa, CA	41.8
2	San Jose, CA	32.2
3	San Francisco, CA	26.4
4	Washington, DC-MD-VA	25.7
4	Newark, NJ	25.7
6	Portsmouth-Dover-Rochester, NH-ME	24.6
7	Oakland, CA	23.4
8	Oxnard-Ventura, CA	23.1
9	Bremerton, WA	22.9
10	Panama City, FL	22.3
1985		
1	Panama City, FL	13.3
2	Portsmouth-Dover-Rochester, NH-ME	12.5
3	Bremerton, WA	12.1
4	Vallejo-Fairfield-Napa, CA	11.6
5	Oxnard-Ventura, CA	11.8
6	New London-Norwich, CT-RI	9.9
7	Texarkana, TX-AR	9.3
8	San Jose, CA	9.0
9	Monmouth-Ocean, NJ	8.8
10	Tulsa, OK	8.1

The number and proportion of employees receiving special rates also vary considerably by federal agency. Appendix IV shows, by agency, the total number of GS employees and the number and percentage of those employees receiving special rates as of March 31, 1990 (the most recent figures available from OPM). Tables II.5 and II.6 show the federal

**Appendix II
Background and Scope of the Special
Rates Program**

Agencies with the largest numbers and percentages of special rate employees.

Table II.5: Federal Agencies With the Highest Numbers of Special Rate Employees (As of March 31, 1990)

Rank	Agency	Number of special rate employees
1	Department of the Navy	38,871
2	Department of the Army	28,435
3	Department of Veterans Affairs	25,132
4	Department of the Air Force	14,107
5	Department of the Treasury	11,528
6	Department of Health and Human Services	9,853
7	Department of Justice	9,059
8	Department of Agriculture	5,651
9	Department of the Interior	4,653
10	Defense Logistics Agency	4,166
11	National Aeronautics and Space Administration	4,132
12	Department of Transportation	4,012
13	Other defense activities	3,985
14	Department of Commerce	3,395
15	Environmental Protection Agency	2,402

Table II.6: Federal Agencies With Highest Percentage of Special Rate Employees (As of March 31, 1990)

Rank	Agency	Percent
1	National Science Foundation	36.7
2	Smithsonian Institution	31.3
3	U.S. Soldiers' and Airmen's Home	29.9
4	Selective Service System	28.7
5	International Development Coop. Agency	27.1
6	National Foundation on Arts and Humanities	26.7
7	United States Tax Court	23.9
8	Joint Chiefs of Staff	22.0
9	Arms Control and Disarmament Agency	20.9
10	Department of State	19.7
11.5	Department of Veterans Affairs	19.5
11.5	Department of the Navy	19.5
13	Pension Benefit Guaranty Corporation	19.3
14	National Aeronautics and Space Administration	18.7
15	Securities and Exchange Commission	18.6

Distribution of Special Rates Personnel by MSA (As of December 31, 1985, 1987, and 1989)

MSA ^a	1985		
	Total employees ^b	Total special rates ^c	Percent special rates
Albany, GA	1,602 ^d	12 ^e	0.7
Albany-Schenectady-Troy, NY	3,198	89	2.8
Albuquerque, NM	6,625	208	3.1
Alexandria, LA	1,113	19	1.7
Anaheim-Santa Ana, CA	3,718	61	1.6
Anchorage, AK	4,135	299	7.2
Ann Arbor, MI	1,111	63	5.7
Anniston, AL	2,692	47	1.7
Asheville, NC	1,207	9	0.7
Atlanta, GA	18,594	209	1.1
Atlantic City, NJ	1,438	38	2.6
Augusta, GA-SC	4,789	24	0.5
Austin, TX	6,956	22	0.3
Bakersfield, CA	3,482	158	4.5
Baltimore, MD	32,176	653	2.0
Battle Creek, MI	2,618	4	0.2
Biloxi-Gulfport, MS	4,326	70	1.6
Birmingham, AL	4,448	2	0.0
Boise City, ID	1,746	22	1.3
Boston, MA	15,778	931	5.9
Boulder-Longmont, CO	1,296	32	2.5
Bremerton, WA	6,255	756	12.1
Buffalo, NY	2,977	28	0.9
Champaign-Urbana-Rantoul, IL	1,340	64	4.8
Charleston, SC	6,789	511	7.5
Charlotte-Gastonia-Rock Hill, NC-SC	1,533	3	0.2
Cheyenne, WY	1,144	16	1.4
Chicago, IL	19,261	243	1.3
Cincinnati, OH-KY-IN	5,828	24	0.4
Clarksville-Hopkinsville, TN-KY	1,886	19	1.0
Cleveland, OH	8,223	307	3.7
Colorado Springs, CO	3,656	50	1.4
Columbia, SC	3,426	40	1.2
Columbus, GA-AL	3,258	38	1.2
Columbus, OH	6,941	94	1.4
Corpus Christi, TX	919	4	0.4
Dallas, TX	8,312	126	1.5
Davenport-Rock Island-Moline, IA-IL	6,628	149	2.2

**Appendix III
Distribution of Special Rates Personnel by
MSA (As of December 31, 1985, 1987,
and 1989)**

1987			1989		
Total employers ^b	Total special rates ^c	Percent special rates	Total employees ^b	Total special rates ^c	Percent special rates
1,784	21	1.2	1,801	24	1.3
3,262	197	6.0	3,326	386	11.6
6,930	376	5.4	7,247	497	6.9
1,152	40	3.5	1,194	41	3.4
4,193	154	3.7	4,255	1,195	28.1
4,873	413	8.5	4,777	405	8.5
1,179	124	10.5	1,233	303	24.6
2,733	74	2.7	2,566	75	2.9
1,127	33	2.9	1,083	31	2.9
20,123	535	2.7	21,023	1,018	4.8
1,363	34	2.5	1,385	96	6.9
4,708	101	2.1	4,463	104	2.3
7,380	57	0.8	6,325	63	1.0
2,847	347	12.2	3,110	413	13.3
30,244	1,114	3.7	29,742	1,425	4.8
2,544	7	0.3	2,537	75	3.0
4,338	153	3.5	4,402	176	4.0
4,074	30	0.7	4,358	67	1.5
1,777	68	3.8	1,886	79	4.2
15,592	3,408	21.9	15,532	6,525	42.0
1,339	84	6.3	1,099	39	3.5
6,467	1,482	22.9	7,313	1,672	22.9
3,055	206	6.7	3,130	248	7.9
1,253	74	5.9	1,205	73	6.1
7,187	1,062	14.8	7,651	1,183	15.5
1,667	17	1.0	1,722	106	6.2
1,201	32	2.7	1,201	31	2.6
19,230	682	3.5	19,002	3,832	20.2
6,895	135	2.0	7,916	168	2.1
1,830	20	1.1	1,805	32	1.8
8,202	560	6.8	8,360	805	9.6
4,059	109	2.7	4,176	114	2.7
3,395	80	2.4	3,441	141	4.1
3,386	65	1.9	3,199	56	1.8
6,986	220	3.1	8,028	250	3.1
1,035	15	1.4	1,179	24	2.0
9,193	1,093	11.9	9,614	1,102	11.5
6,204	384	6.2	5,985	350	5.8

**Appendix III
Distribution of Special Rates Personnel by
MSA (As of December 31, 1986, 1987,
and 1988)**

MSA ^a	1985			
	emp ^b	Total payees ^b	Total special rates ^c	Percent special rates
Dayton-Springfield, OH		16,817	503	3.0
Denver, CO		17,226	498	2.9
Des Moines, IA		1,657	12	0.7
Detroit, MI		12,534	180	1.4
Dothan, AL		2,532	30	1.2
El Paso, TX		4,682	42	0.9
Fayetteville, NC		4,044	42	1.0
Ft Lauderdale-Hollywood, FL		713	3	0.4
Ft Walton Beach, FL		2,925	116	4.0
Ft Worth-Arlington, TX		5,292	239	4.5
Fresno, CA		5,918	55	0.9
Gainesville, FL		1,109	3	0.3
Greensboro-Winston Salem, NC		1,283	1	0.1
Harrisburg-Lebanon-Carl. PA		10,108	105	1.0
Hartford, CT		2,033	33	1.6
Honolulu, HI		11,955	689	5.8
Houston, TX		8,551	332	3.9
Huntington-Ashland, WV-KY-OH		1,255	43	3.4
Huntsville, AL		11,951	552	4.6
Indianapolis, IN		9,275	561	6.0
Jackson, MS		2,255	28	1.2
Jacksonville, FL		6,591	216	3.3
Jacksonville, NC		1,161	7	0.6
Jersey City, NJ		1,680	22	1.3
Johnson City-Kingsport, TN-VA		1,016	9	0.9
Kansas City, MO-KS		16,137	175	1.1
Killeen-Temple, TX		4,129	78	1.9
Knoxville, TN		1,438	13	0.9
Lake County, IL		3,808	26	0.7
Las Cruces, NM		3,377	134	4.0
Las Vegas, NV		2,176	58	2.7
Lawrence-Haverhill, MA-NH		2,123	0	0.0
Lawton, OK		2,635	39	1.5
Lexington-Fayette, KY		2,618	34	1.3
Lincoln, NE		990	6	0.6
Little Rock-N Little Rock, AR		3,846	78	2.0
Los Angeles-Long Beach, CA		23,151	1,648	7.1
Louisville, KY-IN		4,204	234	5.6
Macon-Warner Robins GA		9,007	277	3.1

**Appendix III
Distribution of Special Rates Personnel by
MSA (As of December 31, 1985, 1987,
and 1989)**

1987			1989		
Total employees ^a	Total special rates ^c	Percent special rates	Total employees ^b	Total special rates ^c	Percent special rates
16,755	1,452	8.7	17,153	1,704	9.9
17,536	985	5.6	18,131	1,172	6.5
1,761	17	1.0	1,803	20	1.1
12,744	516	4.0	12,119	710	5.9
2,651	64	2.4	2,540	41	1.6
4,782	91	1.9	4,879	280	5.7
4,053	87	2.1	3,875	96	2.5
1,133	21	1.9	1,385	46	3.3
3,087	435	14.1	3,295	510	15.5
5,971	867	14.5	6,083	813	13.4
5,807	80	1.4	6,426	85	1.3
1,116	34	3.0	1,116	73	6.5
1,271	13	1.0	1,297	16	1.2
10,407	217	2.1	9,760	374	3.8
1,934	162	8.4	1,994	671	33.7
12,309	1,311	10.7	12,415	1,580	12.7
9,198	700	7.6	9,565	963	10.1
1,257	116	9.2	1,276	124	9.7
12,770	1,395	10.9	13,073	1,502	11.5
9,777	957	9.8	9,885	1,059	10.7
2,278	74	3.2	2,320	169	7.3
6,903	364	5.3	7,518	462	6.1
1,236	21	1.7	1,328	60	4.5
1,630	58	3.6	1,608	514	32.0
1,040	18	1.7	1,054	36	3.4
16,634	415	2.5	17,199	531	3.1
3,950	144	3.6	3,606	121	3.4
1,545	31	2.0	1,615	36	2.2
3,930	90	2.3	3,802	851	22.4
3,408	410	12.0	3,344	430	12.9
2,414	118	4.9	2,600	144	5.5
2,674	274	10.2	2,565	2,109	82.2
2,560	52	2.0	2,539	60	2.4
2,741	108	3.9	2,688	215	8.0
1,024	28	2.7	1,069	52	4.9
3,926	164	4.2	3,925	241	6.1
23,100	2,372	10.3	22,563	7,138	31.6
4,274	418	9.8	4,424	474	10.7
8,773	744	8.5	8,724	849	9.7

(continued)

Appendix III
Distribution of Special Rates Personnel by
MSA (As of December 31, 1985, 1987,
and 1990)

MSA ^a	1985		
	Total employees ^b	Total special rates ^c	Percent special rates
Madison, WI	1,283	10	0.8
Melbourne-Titusville-Palm Bay, FL	3,116	175	5.6
Memphis, TN-AR-MS	7,153	77	1.1
Miami-Hialeah, FL	5,942	55	0.9
Middlesex-Somerset-Hunterdon, NJ	1,503	26	1.7
Milwaukee, WI	3,286	20	0.6
Minneapolis-St Paul, MN-WI	6,418	188	2.9
Mobile, AL	1,375	107	7.8
Monmouth-Ocean, NJ	9,644	844	8.8
Montgomery, AL	3,113	22	0.7
Nashville, TN	3,697	46	1.2
Nassau-Suffolk, NY	7,167	83	1.2
New Haven-Meriden, CT	1,028	6	0.6
New London-Norwich, CT-RI	2,399	237	9.9
New Orleans, LA	7,560	227	3.0
New York, NY	23,149	482	2.1
Newark, NJ	9,125	572	6.3
Norfolk-VA Bch-Newp't News, VA	26,143	1,118	4.3
Oakland, CA	11,043	609	5.5
Oklahoma City, OK	14,080	370	2.6
Omaha, NE-IA	3,743	210	5.6
Orange County, NY	1,675	19	1.1
Orlando, FL	2,658	72	2.7
Oxnard-Ventura, CA	6,220	700	11.3
Panama City, FL	1,499	199	13.3
Parkersburg-Marietta, WV-OH	1,170	1	0.3
Pensacola, FL	4,286	164	3.8
Philadelphia, PA-NJ	32,578	1,159	3.6
Phoenix, AZ	5,998	242	4.0
Pittsburgh, PA	5,052	135	2.7
Portland, OR	6,110	292	4.8
Portsmouth-Dover-Rochester, NH-ME	3,356	419	12.5
Providence, RI	1,630	6	0.4
Raleigh-Durham, NC	3,077	48	1.6
Reno, NV	1,064	28	2.6
Richmond-Petersburg, VA	7,957	44	0.6
Riverside-San Bernardino, CA	7,110	258	3.6
Roanoke, VA	1,491	7	0.5
Rochester, NY	1,227	3	0.2

**Appendix III
Distribution of Special Rates Personnel by
MSA (As of December 31, 1965, 1967,
and 1969)**

1967			1969		
Total employees ^b	Total special rates ^c	Percent special rates	Total employees ^b	Total special rates ^c	Percent special rates
1,280	37	2.9	1,295	109	8.4
3,356	474	14.1	3,687	570	15.5
7,629	168	2.2	8,418	214	2.5
6,338	116	1.8	6,615	1,223	18.5
1,493	171	11.5	1,686	811	48.1
2,352	168	5.0	3,322	203	6.1
6,853	576	8.4	6,846	1,633	23.9
1,378	243	17.6	1,348	231	17.1
9,297	1,460	15.7	9,108	2,387	26.2
3,214	64	2.0	3,237	70	2.2
3,986	156	3.9	4,079	196	4.8
7,621	529	6.9	7,313	1,296	17.7
1,006	68	6.8	1,033	507	49.1
2,585	562	21.7	2,605	1,237	47.5
7,765	401	5.2	8,102	475	5.9
22,111	4,802	21.7	21,689	7,923	36.5
8,666	2,224	25.7	8,775	3,509	40.0
27,319	2,188	8.0	28,913	2,858	9.9
10,840	2,534	23.4	10,928	3,071	28.1
14,235	919	6.5	14,600	1,054	7.2
3,984	357	9.0	4,085	41	10.2
1,689	39	2.3	1,664	174	10.5
2,970	263	8.9	3,068	287	9.4
6,417	1,480	23.1	6,837	1,608	23.5
1,689	377	22.3	1,760	365	20.7
1,235	6	0.5	1,280	4	0.3
4,469	266	6.0	4,806	272	5.7
34,424	2,668	7.8	33,360	3,244	9.7
6,402	336	5.2	6,735	538	8.0
5,396	458	8.5	5,361	620	11.6
6,279	581	9.3	6,571	695	10.6
3,521	866	24.6	3,723	2,205	59.2
1,457	41	2.8	1,476	112	7.6
3,116	130	4.2	3,221	212	6.6
1,043	87	8.3	1,090	93	8.5
8,306	130	1.6	7,964	277	3.5
7,439	515	6.9	7,639	1,233	16.1
1,471	17	1.2	1,365	36	2.6
1,247	11	0.9	1,194	52	4.4

(continued)

Appendix III
Distribution of Special Rates Personnel by
MSA (As of December 31, 1986, 1987,
and 1988)

MSA ^a	1985		
	Total employees ^b	Total special rates ^c	Percent special rates
Sacramento, CA	13,580	530	3.9
St Louis, MO IL	19,755	291	1.5
Salinas-Seaside-Monterey, CA	3,709	49	1.3
Salt Lake City-Ogden, UT	15,150	173	1.1
San Antonio, TX	20,851	307	1.5
San Diego, CA	15,524	417	2.7
San Francisco, CA	14,009	550	3.9
San Jose, CA	4,788	433	9.0
San Juan, PR	3,225	36	1.1
Santa Barbara-Santa Maria, CA	1,798	49	2.7
Savannah, GA	1,400	80	5.7
Scranton—Wilkes-Barre, PA	3,539	124	3.5
Seattle, WA	8,549	199	2.3
Shreveport, LA	1,507	30	2.0
Spokane, WA	1,422	60	4.2
Springfield, MA	1,249	8	0.6
Stockton, CA	1,897	22	1.2
Syracuse, NY	1,326	6	0.5
Tacoma, WA	4,234	58	1.4
Tampa-St Petersburg-Clearwater, FL	4,651	63	1.4
Texarkana, TX-AR	2,613	243	9.3
Topeka, KS	1,306	5	0.4
Trenton, NJ	1,105	74	6.7
Tucson, AZ	2,578	65	2.5
Tulsa, OK	1,710	138	8.1
Utica-Rome, NY	2,162	130	6.0
Vallejo-Fairfield-Napa, CA	4,471	519	11.6
Vancouver, WA	1,098	77	7.0
Waco, TX	1,376	7	0.5
Washington, DC-MD-VA	173,865	3,384	1.9
Wichita, KS	1,675	21	1.3
Wichita Falls, TX	1,145	7	0.6
Wilmington, DE-NJ-MD	1,523	3	0.2
Subtotal	1,020,487	30,006	2.9
Other locations/MSAs	221,320	6,190	2.8
Grand total	1,241,817	36,196	2.9

**Appendix III
Distribution of Special Rates Personnel by
MSA (As of December 31, 1985, 1987,
and 1989)**

1987			1989		
Total employees ^b	Total special rates ^c	Percent special rates	Total employees ^b	Total special rates ^c	Percent special rates
13,217	1,154	8.7	12,308	1,198	9.7
19,858	689	3.5	19,410	672	3.5
3,823	148	3.9	3,841	184	4.8
15,255	625	4.1	15,864	732	4.6
21,288	759	3.6	21,192	845	4.0
16,524	932	5.6	17,315	1,501	8.7
13,863	3,658	26.4	13,443	4,117	30.6
4,997	1,611	32.2	4,960	1,851	37.3
3,370	65	1.9	2,268	52	2.3
1,712	90	5.3	1,759	275	15.6
1,376	194	14.1	1,294	170	13.1
3,451	166	4.8	3,338	176	5.3
8,836	508	5.7	9,357	527	5.6
1,620	69	4.3	1,602	68	4.2
1,458	72	4.9	1,420	100	7.0
1,204	50	4.2	1,244	262	21.1
1,763	37	2.1	1,671	30	1.8
1,330	34	2.6	1,361	121	8.9
4,256	119	2.8	4,170	306	7.3
4,919	141	2.9	4,969	531	10.7
2,541	298	11.7	2,607	274	10.5
1,279	18	1.4	1,272	102	8.0
1,092	167	15.3	1,062	284	26.7
2,752	116	4.2	2,831	163	5.8
1,730	230	13.3	1,718	230	13.4
2,151	315	14.6	2,113	373	17.7
4,542	1,900	41.8	4,586	2,218	48.4
1,056	158	15.0	1,012	169	16.7
1,380	26	1.9	1,322	24	1.8
179,691	46,130	25.7	180,430	53,764	29.8
1,723	39	2.3	1,690	56	3.3
1,084	15	1.4	1,028	13	1.3
1,525	11	0.7	1,476	121	8.2
1,044,730	116,061	11.1	1,053,562	163,066	15.5
236,206	11,650	4.9	243,451	16,194	6.7
1,280,936	127,711	10.0	1,297,013	179,260	13.8

Appendix III
Distribution of Special Rates Personnel by
MSA (As of December 31, 1986, 1987,
and 1989)

^aMSAs listed are those with at least 1,000 full-time, permanent GS employees which also had any GS employees receiving special rates as of December 31, 1989. Numbers for other MSAs and non MSA locations where special rates are paid are aggregated under the "Other Locations/MSAs" category

^b"Total employees" refers to the total number of full-time, permanent General Schedule (GS) personnel.

^c"Total special rates" is the total number of GS employees receiving special rates

Distribution of Special Rates Personnel by Federal Agency (As of March 31, 1990)

Agency	Number of General Schedule employees ^a	Number of special rate employees	Percentage of special rate employees
Legislative branch			
United States Tax Court	284	68	23.94
Legislative branch total	4,477	68	1.52
Executive branch			
Office of Management and Budget	444	51	11.49
National Security Council	61	5	8.20
Office of Administration	184	20	10.87
Office of Science and Technology Policy	9	2	22.22
Office of the U.S. Trade Representative	108	6	5.56
Department of State	4,961	975	19.65
Department of the Treasury	14,852	11,528	7.76
Joint Chiefs of Staff	1,440	317	22.01
Department of the Army	257,947	28,435	11.02
Department of the Navy	199,226	38,871	19.51
Department of the Air Force	150,929	14,107	9.35
Defense Logistics Agency	40,563	4,166	10.27
Other Defense Activities	25,342	3,985	15.72
Department of Justice	70,446	9,059	12.86
Department of the Interior	52,625	4,653	8.84
Department of Agriculture	94,108	5,651	6.00
Department of Commerce	23,047	3,395	14.73
Department of Labor	16,386	2,091	12.76
Department of Housing and Urban Development	12,859	1,387	10.79
Department of Transportation	60,337	4,012	6.65
Department of Energy	14,395	1,919	13.33
Department of Health and Human Services	101,510	9,853	9.71
Department of Education	4,407	593	13.46
Department of Veterans Affairs	128,742	25,132	19.52
ACTION	416	30	7.21
Administrative Conference of the U.S.	17	4	23.53
Advisory Council on Historic Preservation	6	1	16.67
African Development Foundation	30	5	16.67
American Battle Monuments Commission	48	2	4.17
Architectural and Transportation Barriers Compliance Board	25	5	20.00
Arms Control and Disarmament Agency	139	29	20.86
Board for International Broadcasting	8	1	12.50
Commission of Fine Arts	6	3	50.00
Commission on Civil Rights	5	14	24.56

(continued)

**Appendix IV
Distribution of Special Rates Personnel by
Federal Agency (As of March 31, 1999)**

Agency	Number of General Schedule employees^a	Number of special rate employees	Percentage of special rate employees
Commodity Futures Trading Commission	482	87	18.05
Consumer Product Safety Commission	472	71	15.04
Environmental Protection Agency	14,240	2,402	16.87
Equal Employment Opportunity Commission	2,644	235	8.89
Export-Import Bank of the United States	318	51	16.04
Federal Communications Commission	1,591	250	15.71
Federal Election Commission	224	35	15.63
Federal Emergency Management Agency	2,211	271	12.26
Federal Labor Relations Authority	215	20	9.30
Federal Maritime Commission	198	36	18.18
Federal Mediation and Conciliation Service	313	34	10.86
Federal Mine Safety and Health Review Commission	41	9	21.95
Federal Retirement Thrift Investment Board	62	9	14.52
Federal Trade Commission	827	108	13.06
General Services Administration	13,991	2,364	16.90
Harry S. Truman Scholarship Foundation	3	2	66.67
Interagency Council on the Homeless	8	1	12.50
Inter-American Foundation	66	15	22.73
International Development Cooperation Agency	1,443	391	27.10
Intra-state Commerce Commission	613	103	16.80
Japan-U.S. Friendship Commission	4	1	25.00
Marine Mammal Commission	9	1	11.11
Merit Systems Protection Board	262	40	15.27
National Aeronautics and Space Administration	22,086	4,132	18.71
National Archives and Records Administration	1,936	114	5.89
National Capital Planning Commission	38	6	15.79
National Commission for Employment Policy	8	1	12.50
National Commission on Libraries and Information Science	7	1	14.29
National Council for the Handicapped	5	1	20.00
National Credit Union Administration	709	55	7.76
National Foundation on the Arts and the Humanities	505	135	26.73
National Labor Relations Board	2,095	270	12.89
National Mediation Board	46	7	15.22
National Science Foundation	828	304	36.71
National Transportation Safety Board	296	39	13.18
Nuclear Waste Technical Review Board	5	4	80.00
Occupational Safety & Health Review Commission	70	7	10.00
Office of Government Ethics	36	6	16.67
Office of National Drug Control Policy	79	1	1.27

(continued)

**Appendix IV
Distribution of Special Rates Personnel by
Federal Agency (As of March 31, 1988)**

Agency	Number of General Schedule employees^a	Number of special rate employees	Percentage of special rate employees
Office of Personnel Management	5,241	477	9.10
Office of Special Counsel ¹	74	9	12.16
Panama Canal Commission	16	1	6.25
Pennsylvania Avenue Development Corporation	25	2	8.00
Pension Benefit Guaranty Corporation	518	100	19.31
Railroad Retirement Board	1,598	230	14.39
Securities and Exchange Commission	1,977	368	18.61
Selective Service System	251	72	28.69
Small Business Administration	5,426	338	6.23
Smithsonian Institution	3,611	1,131	31.32
U.S. Information Agency	3,155	460	14.58
U.S. Holocaust Memorial Council	16	5	31.25
U.S. Institute of Peace	30	3	10.00
U.S. International Trade Commission	461	68	14.75
U.S. Soldiers' and Airmen's Home	469	140	29.85
Executive branch, total	1,501,271	185,330	12.34
Grand total	1,505,748	185,368	12.31

^a"Number of General Schedule employees" in this appendix refers to the total of all GS employees, whereas "Total employees" in appendix III was limited to only full-time, permanent GS personnel

Special Rate Authorizations—Occupations and Covered Populations by Geographic Area (As of January 1, 1990)

Geographic area ^a	Occupation	Covered population ^b
Alabama		
Fort Rucker	Pharmacist	3
Redstone Arsenal	Nurse Anesthetist	1
Subtotal		4
Alaska		
Alaska	Medical Technologist	26
Alaska	Practical Nurse	11
Alaska	Nursing Assistant	18
Alaska	Diagnostic Radiologic Technologist	19
Alaska	Dental Assistant	16
Anchorage	Medical Machine Technologist	3
Barrow	Clericals ^c	1
Bethel	Clericals	26
Clear Air Force Base (AFB)	Firefighters	24
Juneau	Clericals	99
Subtotal		243
Arizona		
Navajo/Phoenix	Medical Technologist	110
Phoenix	Clinical Psychologist	4
Subtotal		114
California		
Boron	Clinical Psychologist	1
California	Dental Hygienist	18
Camp Pendleton	Nurse	50
China Lake	Police Officer	18
Fort Irwin	Engineers	13
Fort Irwin	Electrical/Nuclear/Computer/ Electronics Engineering	1
Fort Irwin	Polysenes	688
Fort Ord	Nurse	29
Fort Ord	Pharmacist	10
Fort Ord	Diagnostic Radiologic Technologist	10
Fort Ord	Diagnostic Medical Sonograph	1
Fort Ord/Presidio	Police	88
Greater San Francisco Bay	Clericals	6,365
Letterman AMC, SF	Dietetic Technician	27
Lompoc	Correctional Officer	137
Long Beach	Police Officer	46
Los Angeles	Clinical Psychologist	1

(continued)

**Appendix V
Special Rate Authorizations—Occupations
and Covered Populations by Geographic Area
(As of January 1, 1999)**

Geographic area^a	Occupation	Covered population^b
Los Angeles	Field Representative	103
Los Angeles	Securities Compliance Examiner	3
Los Angeles	Deputy US Marshal	32
Los Angeles	Police Officer	26
Los Angeles County	Clerical	4,712
Los Angeles County	Forestry Technician	323
Los Angeles County/ Orange County	Contract Specialist	1,207
Los Angeles County/ Orange County	Per / Specialist	47
Los Angeles District	Consumer Safety Officer	21
Los Angeles Metro	Accountant/Auditor	604
Los Angeles/San Bernardino	Pharmacist	7
Los Angeles/Terminal Island	Legal Clerk/Technician	177
Mare Island	Physical Science Technician	187
Mare Island	Guard	11
Mare Island	Police Officer	148
Martinez	Medical Transcription	3
North San Francisco Bay Area	Park Ranger	120
Orange County	Clericals	1,440
Palo Alto	Math Statistician	1
Pleasanton	Correctional Officer	61
San Diego	Cytogenetics Technologist	3
San Diego	Nurse	143
San Diego	Therapeutic Radiologic Technologist	2
San Diego	Cytology Technician	2
San Diego	Correctional Officer	74
San Francisco	Police	71
San Francisco Bay Area	Accountant/Auditor	300
San Francisco CMSA	Pharmacy Technician	3
San Francisco District	Consumer Safety Officer	5
San Francisco/Oakland	Pharmacist	30
San Francisco/Oakland	Medical Technologist	69
San Francisco/Oakland	Medical Technician	22
San Francisco/Oakland	Diagnostic Radiologic Technologist	12
San Francisco/Oakland PMSA	Nurse	76
San Francisco/Oakland PMSA	Vocational Nurse	57
San Francisco/Oakland PMSA	Respiratory Therapist	7
San Francisco/Oakland PMSA	Math Polyseries	132
San Francisco/Oakland PMSA	Realty Specialist	78
South San Francisco Bay	Clericals	1,632
Terminal Island	Clinical Psychologist	2

(continued)

**Appendix V
Special Rate Authorizations—Occupations
and Covered Populations by Geographic Area
(As of January 1, 1999)**

Geographic area^a	Occupation	Covered population^b
Terminal Island/Los Angeles	Correctional Officer	218
Travis AFB	Nurse	23
Travis AFB	Therapeutic Radiologic Technologist	1
Subtotal		19,698
Colorado		
Aurora	Physical Therapist	2
Aurora	Nurse Anesthetist	5
Aurora	Practical Nurse	73
Aurora	Nurse	54
Aurora	Pharmacist	22
Aurora	Diagnostic Radiologic Technologist	28
Aurora	Therapeutic Radiologic Technologist	4
Subtotal		188
Connecticut		
Connecticut	Clericals	2,984
Connecticut	Accountant/Auditor	124
Danbury	Clinical Psychologist	4
Danbury	Correctional Officer	90
Fairfield County	Quality Assurance Specialist	144
Groton	Physical Therapist	2
Groton	Practical Nurse	6
Groton	Cytology Technician	2
Groton	Police Officer	23
Groton	Guard	55
Groton/New London	Clinical Nurse/Nurse Educator	9
Subtotal		3,343
Florida		
Jacksonville	Pharmacist	1
Miami	Clericals	1,012
Miami	Deputy US Marshal	42
Miami	Correctional Officer	112
Pensacola	Pharmacist	1
Subtotal		1,168
Georgia		
Atlanta	Data Transcribers	1,255
Atlanta	Legal Clerk/Technician	187
Atlanta	Occupational Health Nurse	1
Atlanta	Clinical Psychologist	5
Atlanta District	Consumer Safety Officer	15
Fort Benning	Pharmacist	11

(continued)

**Appendix V
Special Rate Authorizations—Occupations
and Covered Populations by Geographic Area
(As of January 1, 1990)**

Geographic area^a	Occupation	Covered population^b
Fort Gordon	Clinical Nurse	31
Fort Gordon	Operating Room Nurse	1
Fort Gordon	Nurse Anesthetist	2
Fort Gordon	Pharmacist	10
Fort Stewart	Pharmacist	4
Fort Stewart	Dental Hygienist	6
Subtotal		1,528
Hawaii		
Hawaii	Therapeutic Radiologic Technologist	4
Hawaii	Nuclear Medicine Technician	5
Honolulu	Cytologist	2
Honolulu	Nurse Series	120
Honolulu	Pharmacist	14
Honolulu	Respiratory Therapist	8
Honolulu	Diagnostic Radiologic Technologist	13
Pearl Harbor	Physical Science Technician	115
Subtotal		281
Illinois		
Chicago	Clericals	3,600
Chicago	Computer Specialist	168
Chicago	Police Officer	15
Chicago	Guard	34
Chicago	Accountant/Auditor	88
Chicago	Correctional Officer	81
Lake County	Pharmacist	1
Scott Air Force Base	Cytotechnologist	3
Subtotal		3,980
Kansas		
Fort Riley	Pharmacist	6
Leavenworth	Clinical Psychologist	3
Subtotal		9
Kentucky		
Fort Campbell	Pharmacist	11
Fort Knox	Nurse Series	83
Fort Knox	Pharmacist	11
Subtotal		105

(continued)

**Appendix V
Special Rate Authorizations—Occupations
and Covered Populations by Geographic Area
(As of January 1, 1980)**

Geographic area^a	Occupation	Covered population^b
Maine		
Bath	On Site Clericals	2
Portsmouth Shipyard	Police	114
Portsmouth Shipyard	Guard	21
Subtotal		137
Maryland		
Aberdeen	Pharmacist	4
Annapolis	Police Officer	19
Anne Arundel/Baltimore Co.	Guard	57
Baltimore	Actuaries	11
Fort Meade	Clericals	700
Subtotal		791
Massachusetts		
Boston	Police Officer	27
Boston	Park Ranger	153
Boston Area	Firefighter	202
Cape Cod	Police Officer	29
Eastern Massachusetts	Clericals	9,900
Eastern Massachusetts	Accountant/Auditor	139
Fort Devens	Licensed Vocational Nurse	5
Fort Devens	Nurse	15
Fort Devens	Pharmacist	5
Fort Devens	Nursing Assistant/LPN	6
Watertown/Natick	Guard	17
Westover AFB	Guard	83
Subtotal		10,586
Michigan		
Milan	Correctional Officer	107
Mount Clemens	Police Officer	74
Subtotal		181
Minnesota		
Minneapolis/St. Paul	Clericals	1,121
Rochester	Nurse	49
Subtotal		1,170
Mississippi		
Biloxi	Heartlung Technician	2
Biloxi/Gulfport	Pharmacist	1
Subtotal		3

(continued)

**Appendix V
Special Rate Authorizations—Occupations
and Covered Populations by Geographic Area
(As of January 1, 1989)**

Geographic area^a	Occupation	Covered population^b
Missouri		
Fort Leonard Wood	Pharmacist	5
Springfield	Nurse	18
Subtotal		23
Nevada		
Boulder City	Police	11
Indian Springs	Police	18
Subtotal		29
New Hampshire		
Nashua	On Site Clericals	14
Portsmouth	Engineering/Electronics/Industrial Engineering Technician	621
Portsmouth	Physical Science Technician	71
Subtotal		706
New Jersey		
Atlantic City	Computer Specialist	48
Bayonne	Police Officer	68
Fort Dix	Diagnostic Radiologic Technologist	8
Fort Dix/McGuire AFB	Nurse	42
Fort Dix/McGuire AFB	Pharmacist	6
Fort Monmouth	Vocational/Practical Nurse	7
Fort Monmouth	Pharmacist	4
Fort Monmouth	Police Officer	28
Mercer County	Clericals	121
Monmouth	Nurse	16
Monmouth County	Clericals	1,220
Newark District	Consumer Safety Officer	25
North/Central New Jersey	Quality Assurance Specialist	288
Northern New Jersey	Clericals	1,720
Northern New Jersey	Clericals (SSA/IRS/Customs)	289
Northern New Jersey	Legal Clerk/Technician	68
Northern New Jersey	Accountant/Auditor	88
Picatinny Arsenal	Guards	56
Subtotal		4,102
New Mexico		
Albuquerque	Nurse	15
Kirtland AFB	Physicist/Engineer (Optics)	39
White Sands	Nurse	5
Subtotal		59

(continued)

**Appendix V
Special Rate Authorizations—Occupations
and Covered Populations by Geographic Area
(As of January 1, 1990)**

Geographic area^a	Occupation	Covered population^b
New York		
Fort Drum	Pharmacist	2
Holtsville	Data Transcriber	921
Long Island	Clericals	207
Long Island	Quality Assurance Specialist	267
New York	Clinical Psychologist	3
New York City	Clericals	4,714
New York City	Legal Clerk/Technician	235
New York City	IRS Agent	510
New York City	Securities Compliance Examiner	21
New York City	Immigration Inspector/Examiner	331
New York City	Deputy US Marshal	56
New York City	Agricultural Commodity Grader	21
New York City	Correctional Officer	104
New York City	Quality Assurance Specialist	158
New York City/Long Island	Accountant/Auditor	201
New York District	Consumer Safety Officer	14
New York MSA	Police	102
New York MSA	Realty Specialist	57
NY/White Plains	Shorthand Reporter	6
Otisville	Clinical Psychologist	3
Otisville	Correctional Officer	100
Plum Island	Clericals	12
Raybrook	Clinical Psychologist	3
Raybrook	Correctional Officer	60
Schenectady	On Site Clerk	20
West Point	Nurse	18
West Point	Police Officer	35
Westchester County	Clericals	201
Subtotal		8,402
North Carolina		
Camp Lejeune	Nurse/Clinical Nurse	82
Fort Bragg	Nurse	88
Fort Bragg	Pharmacist	7
Subtotal		177
Ohio		
Cleveland	Police Officer	7
Oklahoma		
El Reno	Clinical Psychologist	2

(continued)

**Appendix V
Special Rate Authorizations—Occupations
and Covered Populations by Geographic Area
(As of January 1, 1990)**

Geographic area^a	Occupation	Covered population^b
Oregon		
Portland	Medical Transcription	74
Pennsylvania		
Carlisle Barracks	Optometrist	
Carlisle Barracks	Pharmacist	
Cumberland/York Co	Guard	16
Loretto	Clinical Psychologist	2
Philadelphia	Police/Guards	295
Philadelphia	Park Ranger	93
Philadelphia Metro	Accountant/Auditor	209
Warminster	Computer Scientist	71
Warminster	Guard	26
Subtotal		786
South Carolina		
Beaufort	Nurse	15
Charleston	Licensed Practical Nurse	99
Charleston	Nurse Series	71
Fort Jackson	Clinical Nurse	55
Fort Jackson	Pharmacist	7
Subtotal		247
South Dakota		
Yankton	Clinical Psychologist	1
Texas		
Dallas/Fort Worth	clericals	2,418
Dallas/Fort Worth	Computer Operator	68
El Paso	Vocational Nurse	52
Fort Bliss	Nurses	123
Fort Bliss	Pharmacist	19
Fort Hood	Pharmacist	6
Lackland AFB	Clinical Psychologist	5
San Antonio	Nurse	36
San Antonio	Pharmacist	22
Texarkana	Clinical Psychologist	1
Subtotal		2,750
Utah		
Dugway/Todele	Pharmacist	2

(continued)

Appendix V
Special Rate Authorizations—Occupations
and Covered Populations by Geographic Area
(As of January 1, 1990)

Geographic area^a	Occupation	Covered population^b
Virginia		
Alexandria	Deputy US Marshal	7
Arlington	Patent Examiner (Biological)	60
Fort Lee	Nurse Anesthetist	1
Portsmouth	Cytotechnologist	2
Portsmouth	Therapeutic Radiologic Technologist	5
Portsmouth	Cytology Technician	1
Portsmouth/Norfolk	Pharmacist	11
Portsmouth/VA Bch/ Norfolk/ Yorktown	Nurse	247
Subtotal		334
Washington		
Fairchild AFB	Ultrasound Technologist	1
Fort Lewis	Pharmacist	17
Seattle	Clerk Typist	3
Tacoma	Nurse	147
Tacoma	Practical Nurse	117
Tacoma	Respiratory Therapist/Training Instructor	19
Subtotal		304
West Virginia		
Morgantown	Clinical Psychologist	2
Washington, DC MSA		
Washington, DC	Finger Print Examiner	732
Washington, DC	Respiratory Therapist	13
Washington, DC	Mathematical Statistician	274
Washington, DC	Deputy US Marshal	45
Washington, DC	Patent Examiner (Engineering)	411
Washington, DC	Clericals	44,125
Washington, DC	Sales Store Clerk	331
Washington, DC	Field Representative	102
Washington, DC	Physical Therapist	10
Washington, DC	Cytotechnologist	3
Washington, DC	Nurse Anesthetist	7
Washington, DC	Practical Nurse	196
Washington, DC	Nurses	632
Washington, DC	Nuclear Medicine Technician	1
Washington, DC	Ultrasound Technologist	54
Washington, DC	Diagnostic Radiologic Technologist	49

(continued)

Appendix V
Special Rate Authorizations—Occupations
and Covered Populations by Geographic Area
(As of January 1, 1999)

Geographic area^a	Occupation	Covered population^b
Washington, DC	Medical Technologist	173
Washington, DC	Therapeutic Radiologic Technologist	10
Washington, DC	Cartographer	1,269
Washington, DC	Computer Scientist	531
Washington, DC	Police Officer	953
Washington, DC	Guard	1,356
Washington, DC	Accountant/Auditor	1,080
Washington, DC	Patent Examiner (Other)	23
Washington/Fort Meade	Occupational Therapist	10
Washington/Fort Meade	Pharmacist	74
Subtotal		52,464
Multiple-state authorizations		
AZ/CA/FL/LA/NM/TX/AL/MS	Border Patrol Agent	1,316
Boston Area (CT/MA/RI/VT)	Consumer Safety Officer	5
Dahlgren, VA/Patuxent, MD	Police	67
Mid Atlantic	Soil Conservation/Science Series	86
New England	Field Representative	44
Newport, RI/New London, CT	Computer Scientist	199
NY/NJ/CT	Food Inspection/Food Technology	189
NYC/Northern NJ	Field Representative	197
NYC/Northern NJ	Park Ranger	334
NYC/Sandyhook, NJ	Lifeguard	875
Philadelphia Area (PA/DE)	Consumer Safety Officer	14
Portsmouth/Dover/Rochester, NH-ME MSA	Clericals	889
Subtotal		3,527
Nationwide^a		
Nationwide	Industrial Hygienist	1,553
Nationwide	Indian Health Service Nurse	2,038
Nationwide	Physician's Assistant	487
Nationwide	Petroleum Engineers	213
Nationwide	Mining Engineers	117
Nationwide	Chemist (Forensic)	131
Nationwide	Metallurgist	39
Nationwide	Actuaries	56
Nationwide	Secret Service Uniformed Division/ US Park Police	1,761
Nationwide	Air Force/Air National Guard/ Air Force Reserve Pilots, Etc.	975
Nationwide	Power Plant Superintendent/Assistant	55
Subtotal		7,425

(continued)

Appendix V
Special Rate Authorizations—Occupations
and Covered Populations by Geographic Area
(As of January 1, 1989)

Geographic area^a	Occupation	Covered population^b
Worldwide^d		
Worldwide	Medical Officer (Clinical)	1,106
Worldwide	Medical Officer (Research)	398
Worldwide	Medical Officer (Other)	342
Worldwide	Engineers	40,184
Worldwide	Electrical/Nuclear/Computer/ Electronics Engineers	21,968
Worldwide	Agricultural Commodity Grader (Tobacco)	195
Subtotal		64,193
Other		
Johnston Island	Polyseries	25
Yokosuka, Japan	Physical Therapist	6
Yokosuka, Japan	Occupational Therapist	10
Subtotal		41
Grand total		109,196

^aOPM defines the geographic coverage of individual special rate authorizations. The locations covered by individual authorizations may be defined in terms of regions (e.g., Mid Atlantic, Greater San Francisco Bay Area, Atlanta District), MSAs, Primary Metropolitan Statistical Areas (PMSAs), Consolidated Metropolitan Statistical Areas (CMSAs), states, counties, cities, or individual facilities (e.g., Redstone Arsenal, Carlisle Barracks). Some authorizations apply nationwide or worldwide. Each special rate authorization also defines the agencies and organizations covered by that authorization.

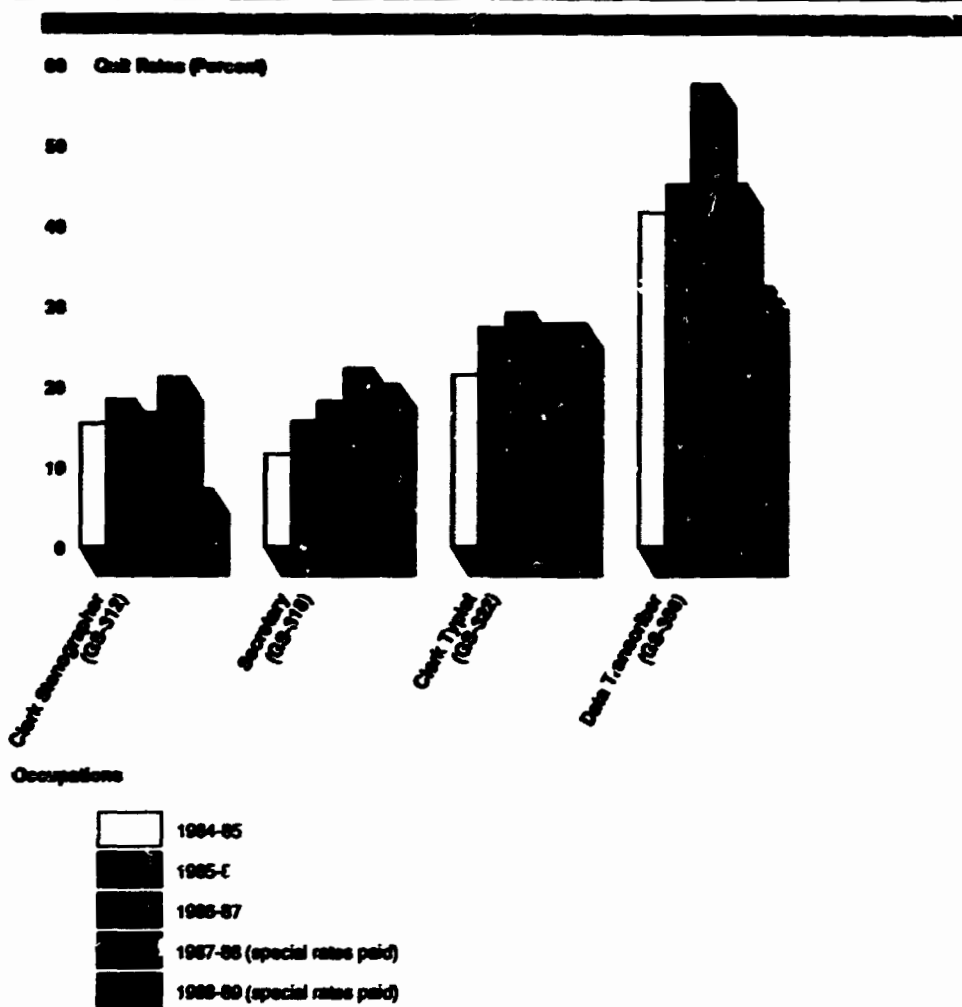
^b"Covered Population" denotes the number of positions for which special rates are authorized. Not every authorized position is filled. Note also that the covered population subtotals listed for individual states do not include special rate positions covered under multiple state, nationwide, or worldwide authorizations.

^c"Clericals" throughout this appendix normally refers to such occupations as clerk stenographer, secretary, clerk typist, and data transcriber.

^dThe covered population subtotals for nationwide and worldwide authorizations do not include special rate positions listed under individual state or multiple state authorizations.

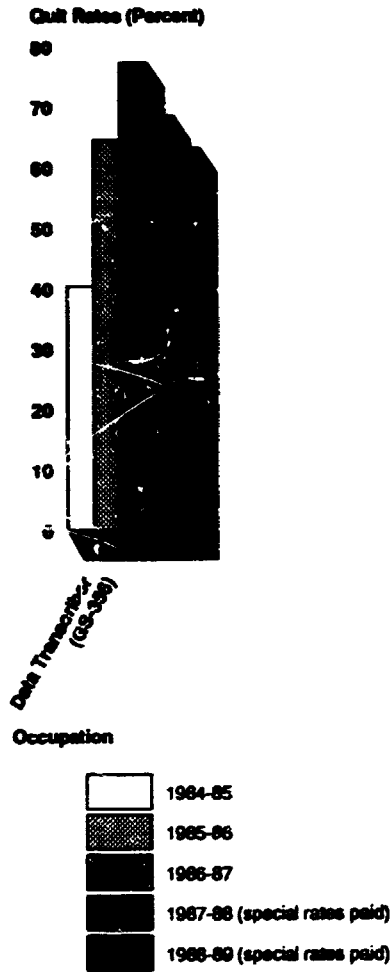
Quit Rates Before and After the Authorization of Special Rates in Selected Cases

Figure VI.1: Quit Rates - Eastern Massachusetts



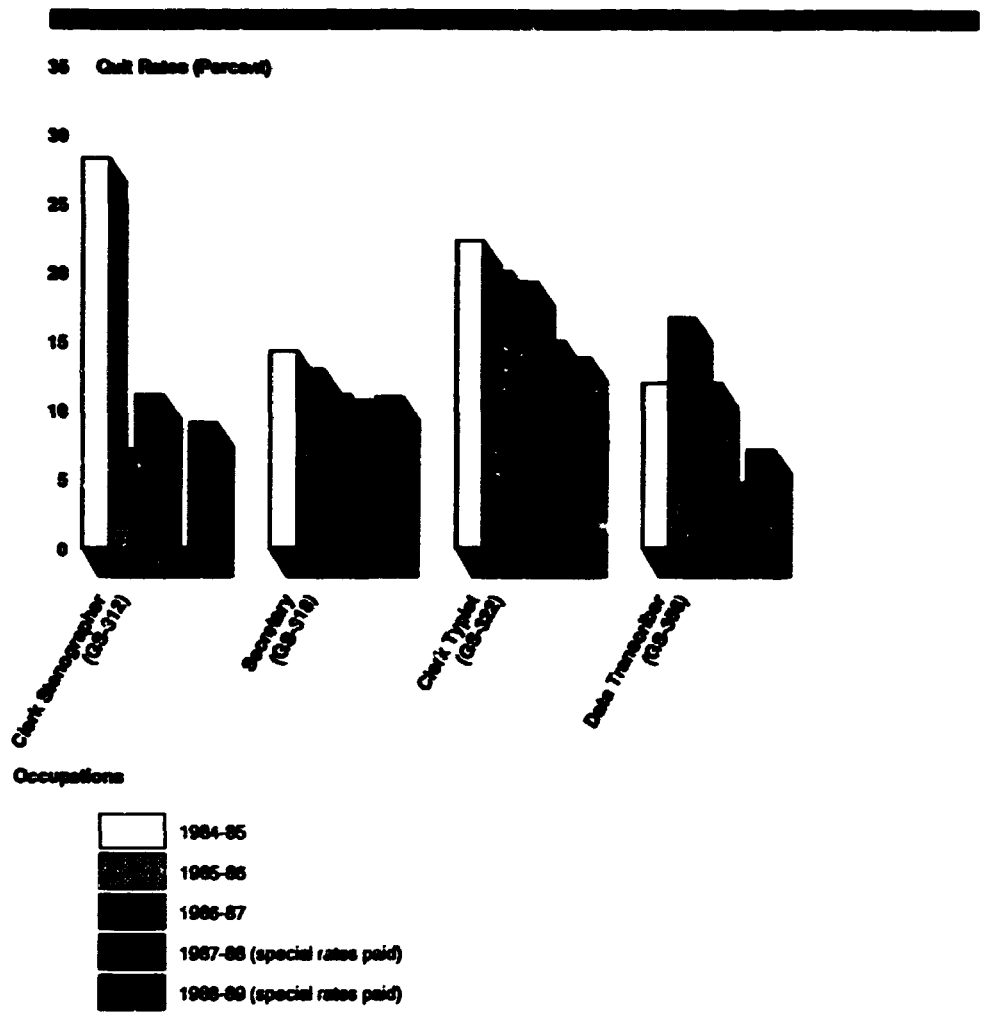
**Appendix VI
Quit Rates Before and After the
Authorization of Special Rates in
Selected Cases**

Figure VI.2: Quit Rates - Holtville, N.Y.



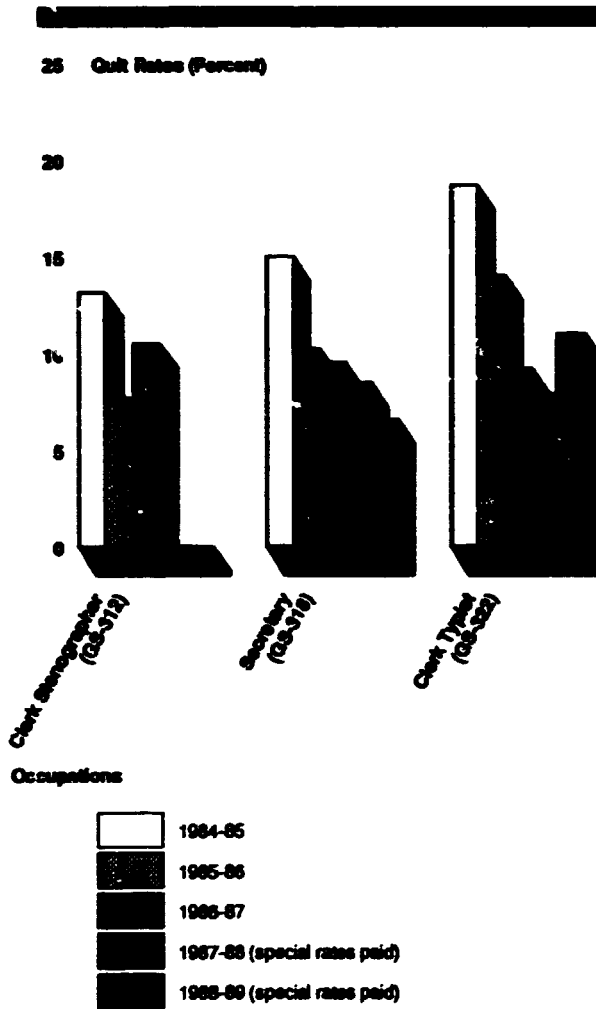
**Appendix VI
Quit Rates Before and After the
Authorization of Special Rates in
Selected Cases**

Figure VI.3: Quit Rates - San Francisco Bay Area



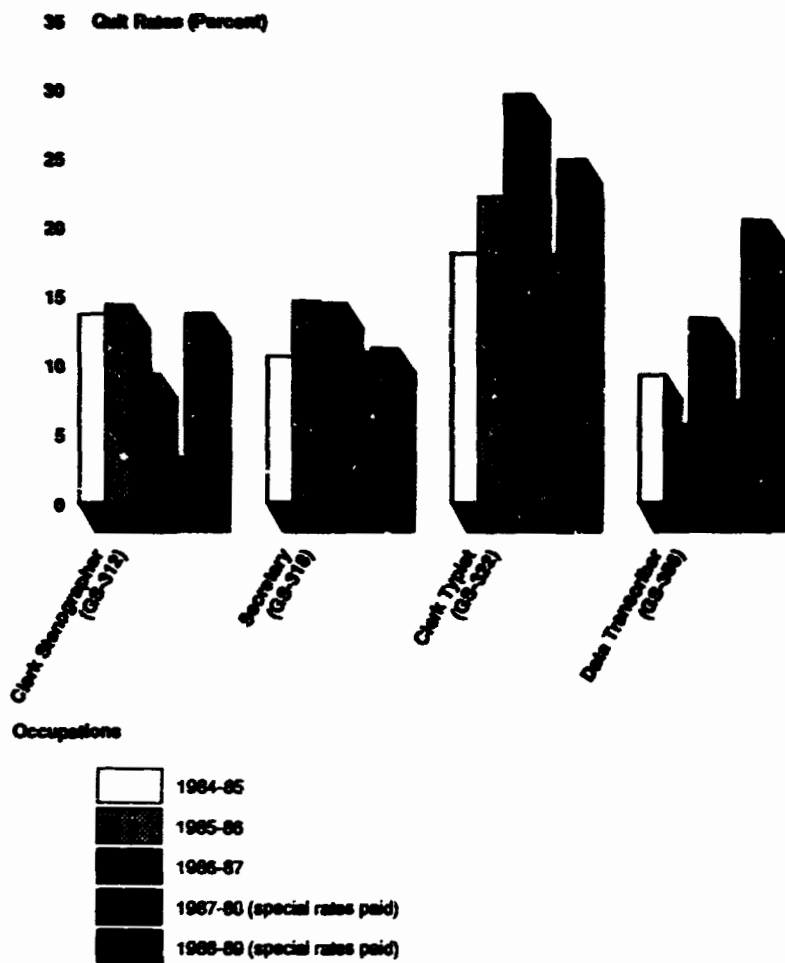
**Appendix VI
Quit Rates Before and After the
Authorization of Special Rates in
Selected Cases**

**Figure VI.4: Quit Rates - Dallas-Fort
Worth**



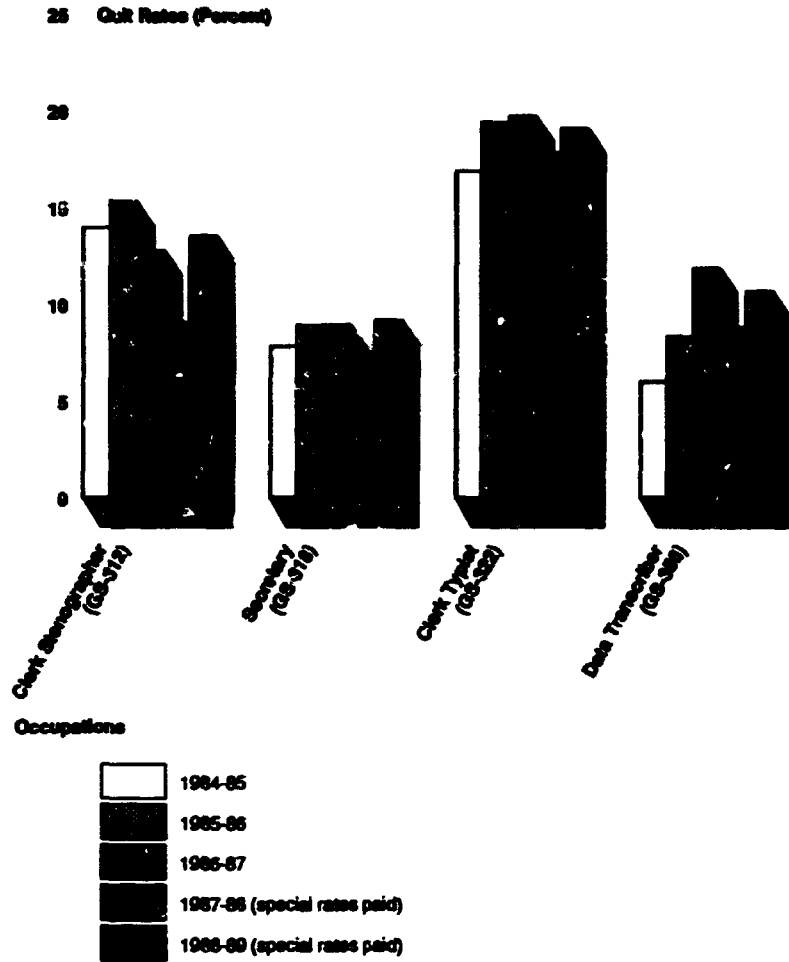
Appendix VI
 Quit Rates Before and After the
 Authorization of Special Rates in
 Selected Cases

Figure VI.5: Quit Rates - Northern New Jersey



Appendix VI
 Quit Rates Before and After the
 Authorization of Special Rates in
 Selected Cases

Figure VI.6: Quit Rates - Washington,
 D.C. MSA



Variations in Special Rate Amounts Within Geographic Areas

Special rate authorizations exhibit considerable variation within and across the occupations and agencies in a given geographic area. Table VII.1 illustrates the variations from GS salary amounts for special rates paid in six particular locations.

In the Los Angeles MSA, for example, police officers at both the Navy Department and the General Services Administration (GSA) receive special rates but in different amounts. GSA officers receive higher special rates at GS-4 and 5, but Navy officers receive higher special rates at GS-6 and 7. At GS-8, the GSA special rate is again higher, and GSA pays a special rate at GS-9 while Navy does not. Special pay rates for clerical workers vary from 24.2 percent at GS-3 to 3.3 percent at GS-7. However, dental hygienists at GS-4 through GS-7 all receive a 27.5 percent special rate under a California-wide special rate authorization.

Other examples are evident in special rate authorizations for Aurora, Colorado. All of the special rates at this location are within the Department of the Army. However, therapeutic radiologic technologists at GS-8 receive a 13.3 percent special rate while diagnostic radiologic technologists at GS-8 receive 1.5 percent. GS-5 practical nurses receive a 16.7 percent special rate, but other GS-5 nurses receive 30 percent.

Table VII.1: Special Rate Differences Within Six MSAs

Figures in percent

MSA/occupation	GS-Grade/special rate authorized ^a												
	2	3	4	5	6	7	8	9	10	11	12	13	
New York MSA													
Food Inspector /Tech.				20.0		13.3	13.3	10.0	6.7				
Field Rep.		13.3	16.7	23.4	20.0	13.3	10.0						
Park Ranger	25.9	30.0	30.0	30.0	26.7	23.3		10.0		3.3			
Lifeguard	22.6	20.0	13.3	10.0	6.7	3.3							
Clericals	23.4	24.2	17.7	11.1	4.6								
Legal Clerk			20.0	16.7	13.3	10.0	10.0	6.7	3.3				
IRS Agent				20.0		16.7		10.0		3.3			
Security Compl. Exam.				20.0		16.7		10.0					
Immigration Inspec.				13.3		10.0		6.7		3.3			
Deputy U.S. Marshal				16.7		10.0		6.7					
Agric. Commodity Grader				17.6		14.4		11.1					
Correctional Officer					23.3	16.7	10.0						
Quality Assurance Spec				30.0		30.0		23.3	20.0	16.7	13.3		
Accountant/Auditor				20.0		16.7		10.0					

(continued)

**Appendix VII
Variations in Special Rate Amounts Within
Geographic Areas**

MSA/occupation	GS-Grade/special rate authorization ^{1*}											
	2	3	4	5	6	7	8	9	10	11	12	13
New York MSA (cont'd)												
Consumer Safety Officer				20.0		10.0						
Police			13.3	10.0	6.7	3.3						
Realty Specialist				20.0		20.0		16.7		16.7	10.0	
Clinical Psychologist										30.0	20.0	10.0
Chicago MSA												
Clericals	16.2	13.3	13.3	10.0								
Computer Specialist								14.4		11.1	4.6	
Police Officer			13.3	10.0	6.7	3.3						
Guard			13.3	10.0	6.7	3.3						
Correctional Officer					23.3	16.7	10.0					
Accountant/ Auditor				16.7		13.3		10.0				
Los Angeles MSA												
Police (Navy-Long Bch.)			20.9	14.4	14.4	11.1	6.7					
Deputy US Marshal				16.7		10.0		6.7				
Clericals	23.4	24.2	17.7	11.1	6.7	3.3						
Correctional Officer					23.3	16.7	10.0					
Accountant/ Auditor				20.0		16.7		10.0				
Secur. Compliance Exam.				20.0		16.7		10.0				
Police Officer (GSA)			23.3	16.7	13.3	10.0	10.0	6.7				
Forestry Technician	19.4	23.3	23.3	23.4	20.0	16.7	13.3	6.7	3.3	3.3	3.3	
Contract Specialist				14.9		15.0		15.0		6.7	3.3	
Realtor				20.0		20.0		16.7		16.7	10.0	
Consumer Safety Spec.				23.4		13.3		10.0		6.7		
Psychologist										23.3	20.0	10.0
Misc Clerk & Assistant		23.3	16.7	10.0	6.7	3.3						
Dental Hygienist			27.5	27.5	27.5	27.5						
Pharmacist								16.8		4.2		
Legal Clerk				22.7	17.7	11.1						
San Francisco MSA												
Police (Presidio)			27.5	27.5	20.9	14.4	11.1	10.0	10.0	6.7		
Clericals	19.8	23.7	17.4	11.1	4.7							
Respiratory Therapist				20.9	14.4	7.8	1.3					
Dietetic Technician			24.9	21.7	18.5							
Accountant/Auditor				20.0		16.7		10.0				
Police Officer				16.7	13.3	10.0	6.7					
Medical Technologist						13.3		23.3		13.3		
Medical Technician			13.3	13.3	13.3	10.0	10.0					
Math/Computer Science				23.4		23.3		23.3		13.3	3.3	
Realtor				20.0		20.0		16.7		16.7	10.0	

(continued)

**Appendix VII
Variations in Special Rate Amounts Within
Geograph. Areas**

MSA/occupation	GS-Grade/special rate authorized*												
	2	3	4	5	6	7	8	9	10	11	12	13	
San Francisco MSA (cont'd)													
Consumer Safety Spec.				20.0		10.0							
Park Ranger		13.3	13.3	10.0	10.0	10.0	6.7	3.3					
Dental Hygienist			27.5	27.5	27.5	27.5							
Nurse				27.5		27.5		27.5	24.2	20.9			
Diag. Radiologic Tech.			27.5	27.5	27.5	20.9	14.4						
Pharm Technician		27.4	27.5	27.5									
Vocational Nurse			27.5	27.5	20.9								
Pharmacist								30.0		30.0	23.3		
Aurora, CO (Denver MSA)													
Diag. Radiologic Tech.				17.4	14.2	7.9	1.5						
Pharmacist								27.5		14.4	4.6		
Therap. Radiologic Tech.			30.0	26.7	20.0	13.3	13.3	10.0					
Nurse Anesthetist								30.0		30.0	30.0		
Practical Nurse				16.7	16.7								
Nurse				30.0		23.3		6.7					
Washington, DC MSA													
Finger Print Examiner				10.0	10.0	10.0							
Respiratory Therapist						7.8							
Mathematical Statistician				23.8		14.2		14.2		7.9			
Deputy US Marshal				16.7		10.0		6.7					
Patent Examiner (Engin.)				30.0		30.0		16.7		6.7			
Clericals	22.6	20.0	13.3	10.0	6.7	3.3							
Sales Store Checker	16.2	20.0	13.3	10.0	6.7								
Field Representative		16.7	13.3	10.0	6.7	3.3							
Physical Therapist				30.0		30.0		26.7	20.0	13.3	6.7		
Cytotechnologist				30.0		30.0		26.7		23.3			
Nurse Anesthetist												30.0	
Practical Nurse			13.3	23.4	20.0	16.7							
Nurses			20.0	30.0		13.3		23.3	20.0	16.7	13.3		
Nuclear Medicine Tech.			23.3	23.4	16.7	16.7	10.0	3.3					
Ultrasound Tech.					30.0	30.0	30.0	26.7					
Diag. Rad. Tech.			24.9	24.9	24.9	24.9	21.7	15.3	15.3				
Medical Technologist				30.0		30.0	30.0	26.7		23.3	13.3		
Ther. Radiol. Tech.			19.5	19.5	19.6	13.4	10.5						
Cartographer				30.0		30.0		16.7		10.0			
Computer Scientist				30.0		30.0		14.4					
Police Officer			23.3	16.7	13.3	10.0	10.0	6.7	3.3				
Guard		13.3	13.3	10.0	6.7	3.3							

(continued)

**Appendix VII
Variations in Special Rate Amounts Within
Geographic Areas**

MSA/occupation	GS-Grade/special rate authorized ^a												
	2	3	4	5	6	7	8	9	10	11	12	13	
Washington, DC MSA (cont'd)													
Accountant/Auditor				16.7		13.3		10.0					
Patent Examiner (other)										6.7			
Occupational Therapist								13.3	10.0	10.0			
Pharmacist								30.0		30.0	20.0		

^a"Special rate authorized" is the percent increase over the General Schedule pay rate at step 1 of a GS-grade. This percent differential was calculated as: (Special rate salary - General Schedule Pay Rate) / (General Schedule Pay Rate).

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